

Development Control B Committee Agenda



Date: Wednesday, 27 September 2017

Time: 2.00 pm

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

Distribution:

Councillors: Martin Fodor (Chair), Richard Eddy (Vice-Chair), Donald Alexander, Olly Mead (substitute for Harriet Bradley), Tom Brook (substitute for Fabian Breckels), Harriet Clough, Mike Davies, Carla Denyer, Margaret Hickman, Steve Jones (substitute for Kevin Quartley) and Afzal Shah

Copies to: Zoe Willcox (Service Director - Planning), Gary Collins, Laurence Fallon, Jon Fellingham, Alison Straw, Jess Leigh and Jeremy Livitt

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Date: Monday, 18th September 2017



Agenda

1. Welcome, Introduction and Safety Information

2.00 pm

(Pages 4 - 5)

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

To agree the minutes of the last meeting held on Wednesday 30th August 2017 as a correct record. (Pages 6 - 14)

5. Appeals

To note appeals lodged, imminent public inquiries and appeals awaiting decision. (Pages 15 - 19)

6. Enforcement

To note enforcement notices. (Page 20)

7. 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 Thursday 21st September 2017.**

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 12pm on Tuesday 26th September 2017.**



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

8. Planning and Development

To consider the following applications for Development Control Committee B - **(Page 21)**

- a) 17/02413/F - Old Bristol Royal Infirmary Building,
Marlborough Street (South Side), City Centre** **(Pages 22 - 76)**
- b) 17/01920/F - Land South of Morris Road** **(Pages 77 - 109)**

9. Date of Next Meeting

The next meeting is scheduled for 6pm on Wednesday 8th November 2017.



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.

You can also inspect papers at the City Hall Reception, College Green, Bristol, BS1 5TR.

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 and be available in the meeting room one hour before the meeting. Please submit it to democratic.services@bristol.gov.uk or Democratic Services Section, City Hall, College Green, Bristol BS1 5UY. 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 **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, 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. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).

We will try to remove personal information such as contact details. 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. Public Forum statements will not be posted on the council's website. Other committee papers may be placed on the council's website and information in them may be searchable on the internet.

Process 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.

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) 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.



Bristol City Council
Minutes of the Development Control B Committee

30 August 2017 at 6.00 pm



Members Present:-

Councillors: Martin Fodor (Chair), Richard Eddy (Vice-Chair), Donald Alexander, Harriet Bradley, Harriet Clough, Mike Davies, Carla Denyer, Margaret Hickman, Sultan Khan, Steve Jones and Olly Mead

Officers in Attendance:- Gary Collins, Jim Cliffe, Jon Fellingham, Nigel Butler, Jonathan Dymond, Amy Prendergast, Susannah Pettit, Matthew Bunt, Jeremy Livitt

1. Welcome, Introduction and Safety Information

The Chair welcomed all parties to the meeting and explained the evacuation procedure if required.

2. Apologies for Absence

Apologies for absence were received from Councillor Fabian Breckels (Olly Mead substituting), Councillor Kevin Quartley (Steve Jones substituting) and Councillor Afzal Shah (Sultan Khan substituting).

3. Declarations of Interest

Councillor Harriet Bradley declared an interest in Application Number 17/00272/F – Land Adjacent 131 Bridgwater Road since a member of her family was an employee at the site and stated that she would not, therefore, be participating in either the debate or voting on this issue.

Councillor Donald Alexander declared an interest in Application Number 17/02240/F – Accolade Park, Kings Weston Lane, Avonmouth since he had already previously declared his support for the application and indicated that he would not, therefore, be participating in either the debate or voting on this issue.

4. Minutes of the Previous Meeting

It was noted that the formatting of the minutes for the meeting needed to be amended, In addition, whilst the voting numbers changed for the final application, there was no indication that any Councillor had left during the meeting.



The Committee agreed that details of these should be passed to the Committee Clerk and the appropriate amendments made.

Resolved – that the Minutes be approved as a correct record and signed by the Chair subject to the following amendments:

- (1) Minutes formatted appropriately
- (2) Councillor Olly Mead recorded as being present
- (3) Councillor Afzal Shah recorded as having left the meeting immediately before the final application (Agenda Item 12 e Haverstock Road)
- (4) The Voting for the final application altered to read as follows: 6 for, 1 against, 1 abstention

5. Appeals

The following issues were reported concerning appeals:

- (1) Number 1 – Old Bristol Royal Infirmary Building, Marlborough Street (South Side), City Centre, Bristol BS1 3NW – A Public Inquiry was scheduled for 21st November 2017. In the meantime, a new Planning Application had been submitted with the developers. However, the developers for the original application had now appealed against non-determination of the application. There would be a report on the new application at the next meeting
- (2) Number 7 - Land Between Ladies Mile and Clifton Down Bridge Valley Road, Bristol BS8 – Proposed Pedestrian/Cycle Bridge Over Valley Road – The promoters of this proposal had chosen to appeal against the Committee’s refusal of planning permission, which was on the grounds of no s106 agreement to secure the required mitigation, and had done this instead of submitting a draft s106 agreement to the Council.
- (3) 164 – 188 Bath Rd Totterdown – In a rare digital advertising appeal defeat in this case the Inspector did not agree that there would be an impact on the visual amenity of the site. Although it was noted that there was currently no policy on digital displays, officers stated that there were difficulties with creating such a policy as advertisement applications were limited to be considered on only two issues: highway safety and visual amenity. There was questionable value in working up a policy in these circumstances.

6. Enforcement

There was nothing to report for this item.

7. Public forum

Members of the Committee received Public Forum statements in advance of the meeting.

The statements were heard before the application that they related to and were taken fully into consideration by the Committee prior to reaching a decision. ***(A copy of the public forum statements are held on public record in the Minute Book).***



8. Planning and Development

The following items were considered:

a. Planning Application Number 17/00272/F - Land Adjacent 131 Bridgwater Road

Following her previous declaration of an interest, Councillor Harriet Bradley withdrew from the meeting during this item and took no part in the discussion or voting.

The Service Director – Planning and Development’s representatives made the following points:

- (1) Whatever view Councillors may take of the way that the developers had acted, they had to determine the application on the basis of the information in front of them and in respect of Planning matters
- (2) Officers’ recommendation was for refusal and appropriate enforcement action
- (3) The previous history of the application was outlined
- (4) It was not the role of the Ombudsman to re-confirm if the Council should take action. Their role was to ensure that the Council’s assessment had been carried out correctly
- (5) A new application had now been submitted for up to 9 affordable housing units;
- (6) Contamination and drainage at the site would be dealt with by way of condition. Following the submission of further information by the applicant, the Contamination Officer was satisfied that contamination issues could now be resolved through conditions;
- (7) Following consultation of neighbouring properties, 50 comments had been received;
- (8) Details of the key aspects of the design were provided relating to layout, highways, parking issues, drainage and affordable housing;
- (9) The site abutted the boundary with North Somerset;
- (10) The wording in Key Issue A should be changed to “there is no change in Planning Policy in so far as the principle of residential development of the site is concerned;
- (11) Differences in the site from the original 2014 application were set out;
- (12) Different images were shown of the site, including the relationship to neighbouring houses;
- (13) There remained issues with the turning area and parking space. There remained potential for damaged property and HGV manoeuvres which could be controlled by a condition
- (14) Officers believed that 20% affordable housing could be provided and were, therefore, recommending refusal.

A revised recommendation for refusal was proposed by officers as follows:

“Refusal-

Lack of affordable housing

‘The development fails to make an appropriate contribution towards the provision of affordable housing and is therefore contrary to policy DM3 of the Site Allocations and Development management Policies 2014.’

Enforcement Notice-

- i) **No more than 11 of the dwelling houses shall be occupied until the affordable housing requirements of adopted planning policy have been met.”**



In response to Councillors' questions, officers made the following points:

- (1) A diagram on the enforcement process would be re-circulated to Councillors. However, an expediency test to assess public interest and planning harm had been made by officers and it was not found that it had been met. An enforcement notice, with accompanying stop notice, had not been served to date. However, as with all applications, officers always made clear that if they proceeded with a development prior to approval, this was entirely at their own risk;
- (2) It was acknowledged that this was an unusual situation in that all 14 dwellings had already been built and therefore, the future new application for 9 would if approved require 5 dwellings to be knocked down. However, the current application was before Councillors and was recommended for refusal;
- (3) Officers acknowledged concerns raised by Councillors as to what had changed since the previous application concerning affordable housing. However, they pointed out that the previous outline application had been submitted at a time before the current affordable housing policy for small sites (DM3) had been adopted. The applicant had been free to amend his application at that point to reflect this. They confirmed that the applicants had been advised to submit a fresh application since the changes were so numerous, this was the only way that the situation could be regularised;
- (4) Officers explained that the 20% affordable housing policy requirement for developments of between 10 and 15 dwellings was based on a viability appraisal at the policy making stage and was the maximum that could be required in the circumstances
- (5) City Design colleagues had assessed the proposals and felt that the difference in the proposed changes to the building were marginal and would be unlikely to be successfully defended at an appeal
- (6) Officers noted concerns which were raised by Councillors that part of the Public Right Of Way would be extinguished by the development. They stated that ownership of this piece of land was not known but that the Highway Authority would need to approach the Land Registry concerning any suggested increase;
- (7) In response to a Councillor's concerns about works being allowed to commence without pre-commencement conditions being satisfied, officers confirmed that due to budget constraints, they were not able to be as proactive as they had been in the past and had to increasingly rely on developers understanding that all works carried out in this was were subject to their own risk. However, in the event that the application was refused, this should act as a disincentive to developers from taking this approach;
- (8) In response to Councillor's questions concerning arrangements for waste collection and the Council's Housing Policy, officers confirmed that, in the event that the application was refused but overturned on appeal, the Council would be able to argue for appropriate conditions, such as ensuring private collection was carried out responsibly and the effective implementation of Housing Policy; It was also confirmed that this would apply to other issues, such as 52 Kingswalk – for example, officers had initial concerns about access to the site which had been resolved. This could also be applied to affordable housing;
- (9) Officers noted concerns that developers had made previous attempts to ensure higher roof lines but these had been negotiated away at the time. However, whilst there had been some provisions made to 2014 scheme, there had been no formal planning revisions at this site. They confirmed that they had not been approached by developers to approve anything other than the submitted scheme.



Councillors made the following comments:

- (10) A number of the problems with the application were noted, such as the inadequate turning space, issues related to overlooking and the significant failure concerning affordable housing. Councillor Sultan Khan indicated that he was minded to support the officers' recommendation;
- (11) Whilst it was important to solve Bristol's housing difficulties, it was important that the Council's local plan and the needs of communities were met. Other schemes had been built elsewhere which were in keeping with community needs. Councillor Richard Eddy stated that he supported the officers' recommendation. However, he believed that it should be strengthened to reflect the damage that this scheme has caused the local community. He indicated that he would be submitting an amendment to the officers' recommendation which would address this and also express concern relating to the Public Right of Way issue that had previously been raised. He stressed the importance of the Committee ensuring planning enforcement was taken in this situation.

Officers stated that, whilst they could investigate the situation concerning the Public Right of Way issue, this would be a weak reason for refusing an application on its own as it was not a valid planning matter and was covered by separate legislation.

Councillor Donald Alexander moved, seconded by Councillor Olly Mead that the amended officer recommendations be adopted as follows:

“that the application be refused on the following grounds and an enforcement notice issued as indicated below:

“Refusal-

Lack of affordable housing

‘The development fails to make an appropriate contribution towards the provision of affordable housing and is therefore contrary to policy DM3 of the Site Allocations and Development management Policies 2014.’

Enforcement Notice-

i) No more than 11 of the dwelling houses shall be occupied until the affordable housing requirements of adopted planning policy have been met.”

Councillor Richard Eddy moved, seconded by Councillor Steve Jones that the following amendment be made to this motion by the addition of the following:

“That this development is not in keeping or sympathetic to local properties and therefore does harm to the local neighbourhood. In particular, the scale, height and details such as the dormer windows and lack of traditional pitch canopies above the entrance-doors should not be permitted.

That this Committee is concerned by the effect of this development on extinguishing part of the Public Right of Way BCC/21913/10. It requests that the PROW section of Bristol City Council urgently intervenes and seeks to resolve the matter.”

Upon being put to the vote, the amendment was **LOST (3 for, 5 against, 2 abstentions).**



Upon being put to the vote, the original motion was **CARRIED (10 FOR ie unanimously, Councillor Harriet Bradley not voting as explained in Declarations of Interest above) and it was**

RESOLVED – that the application be refused on the following grounds and an enforcement notice issued as indicated below:

“Refusal-

Lack of affordable housing

‘The development fails to make an appropriate contribution towards the provision of affordable housing and is therefore contrary to policy DM3 of the Site Allocations and Development management Policies 2014.’

Enforcement Notice-

i) No more than 11 of the dwelling houses shall be occupied until the affordable housing requirements of adopted planning policy have been met.”

b. Planning Application Number 17/01838/F - 125 Raleigh Road

The Representative of the Service Director – Planning and Development made the following points:

- (1) Officers were proposing the addition of a condition relating to standard sustainability measures
- (2) There had been 40 objections to the application;
- (3) Officers drew Councillors’ attention to the key design, amenity and transport issues;
- (4) Details of the site, including views from it and of surrounding buildings were provided;
- (5) The proposal would bring back a vacant office space into active use;
- (6) Changes had been made at ground level to ensure the scheme was appropriate;
- (7) In order to ensure privacy, conditions were proposed to ensure that lower windows were obscure glazed;
- (8) The property was a terrace and the provision of the wall should prevent a loss of privacy;
- (9) Roof lights would be provided to be above head height.

In response to Councillors’ questions, officers made the following points:

- (10) Officers noted concerns by Councillors concerning whether a commercial premises could operate without appropriate ventilation. It was indicated that the application had been made in good faith and a condition had been included which could be properly enforced as required;
- (11) Officers confirmed that, there were differences between the timings in the way that Traffic Regulation Orders relating to residents’ parking schemes had been introduced, it would not be until March 2018 that this matter would be rectified. Whilst it was not anticipated that there would be a significant impact, officers would nevertheless discuss this issue with transport colleagues;
- (12) Officers noted Councillors’ concerns about delivery times. However, these were standard and they believed that they were acceptable.



Councillors made the following comments:

- (13) The application seemed reasonable and should be supported. The delivery hours would help people who were at school or work during normal office hours
- (14) The applicant's record with previous developments was impressive. The bookshop would provide a good asset to the community and would help to mitigate the sad decline in independent book shops in the area
- (15) This seemed a great use of the building.

Councillor Olly Mead moved, seconded by Councillor Richard Eddy and, upon being put to the vote, it was

RESOLVED (11 for – unanimous) – that the application is approved with conditions set out in the report and an additional condition relating to standard sustainability.

c. Planning Application Number 17/02240/F - Accolade Park, Kings Weston lane, Avonmouth

Following his previous declaration of an interest, Councillor Donald Alexander withdrew from the meeting during this item and did not participate or vote on it.

The representative of the Service Director – Planning and Development made the following points:

- (1) Details of the existing site were shown;
- (2) Details of the written ministerial statement were provided;
- (3) There were 27 letters of support and 1 letter of objection from an occupier of a nearby office concerning potential shadow flicker. However, following discussions between the objector and the applicant, this matter had been resolved with the addition of a condition which had satisfied the objector;
- (4) The applicant had carried out a views analysis, details of which were provided.

In response to a Councillor's' questions, officers drew members' attention to a paragraph in the report explained how the appropriate policy for this development would be implemented by officers.

Councillors made the following comments:

- (5) This was a positive application which would blend in well with other local wind turbines in the area;
- (6) This application was welcomed.

Councillor Richard Eddy moved, seconded by Councillor Olly Mead and, upon being put to the vote, it was

RESOLVED (Voting – 10 for ie unanimous - Councillor Donald Alexander being absent from the meeting as indicated above) that the recommendations contained in the report be approved.

Councillor Sultan Khan left the meeting after this item.



d. Planning Application Number 17/01426/F - R/O 18 - 19 Falcondale Walk, Henleaze

An amendment sheet was circulated to members in advance. It was noted that an additional neighbour's comment had been received for this application. Most of the issues they raised had already been addressed in the report. An additional condition would require the implementation of stringent measures in the event that unexpected contaminated land was identified.

The representative of the Service Director – Planning and Development made the following points:

- (1) There had been 18 objections received to the application covering issues such as amenity, parking and impact on the area;
- (2) Details of the site plan were shown;
- (3) The application site was adjacent to a detached dwelling;
- (4) The proposed dwelling would not be visible from 3 Eastover Close;
- (5) Whilst 5 trees would be removed as part of the development, conditions would require a landscape plan to address this. In officers' view it would not, therefore, be appropriate for the application to be refused for this reason;
- (6) The scale and massing of the application was acceptable;
- (7) Whilst concerns raised by residents concerning construction vehicles were noted. However, officers believed that this would not disrupt or harm the amenity of the area as it was not of a sufficient scale;
- (8) Officers considered there would be no detriment to highway safety.

In response to Councillors' comments, officers made the following points:

- (9) The situation at the previous development at 23 Falcondale Walk was not a similar situation since this included a raised garden area;
- (10) Whilst neighbours' concerns about construction vehicles were noted, it would be inappropriate to include an Advice Note restricting access to Eastover Close since the developers would have to access it to carry out the necessary works;
- (11) There was another window at ground floor level on the bottom left of the site (when looking at the side elevation) which served as a living room. However, whilst officers had some concerns about this window since they preferred windows which were openable and not at an angle, these were the ones which had been proposed and minimal harm would be caused by them. Officers did not believe it would be reasonable to refuse an application on these grounds;
- (12) The development met the Council's current policy DM21 concerning developments in existing gardens. It was within walking distance of the Falcondale Road Bus Stop. The Committee were reminded of the Council's Core Strategy policies which set a target for 600 new homes and a windfall assumption of 4,200 small unidentified sites;
- (13) Whilst concerns about indirect access to local centres were noted, officers considered this application to be an appropriate high density development;
- (14) In response to a Councillor's disappointment that this application was exempt from CIL funding as it was a self-build project, officers confirmed that there were national regulations in place concerning CIL with which the Council was required to comply.

A Councillor stated that he was pleased to note the situation concerning bus routes and, whilst not a fan of infill building, stated that it was important to agree with applicants if possible. There seemed no reason to refuse the application.



Councillor Olly Mead moved, seconded by Councillor Donald Alexander that the application be approved.

Councillor Carla Denyer moved and amendment, seconded by Councillor Richard Eddy that an additional condition be included **“to restrict the hours of operation of construction to Monday to Friday 8am to 6pm and on Saturday at 10am to 5pm (the latter shorter hours acknowledging that this was a self-build application) and with the inclusion of an Advice Note that construction vehicles should not use private driveways to turn in”**.

Officers confirmed that, as the application was self-build, it was important that the permitted construction hours allowed a reasonable time to carry out building works whilst protecting the amenity of residents. Upon being put to the vote, the amendment was **CARRIED (10 for - unanimously)**.

Upon being put to the vote, the amended motion was **CARRIED (9 for, 0 against, 1 abstention)**.

Resolved – that the recommendations contained in the report be approved together with an additional condition to restrict the hours of operation of construction to Monday to Friday 8am to 6pm and on Saturday at 10am to 5pm (the hours acknowledging that this was a self-build application) and with the inclusion of an Advice Note that construction vehicles should not use private driveways to turn in.

9. Date of Next Meeting

The next meeting is scheduled to be held at 2pm on Wednesday 27th September 2017.

Meeting ended at 9.15pm

CHAIR _____



DEVELOPMENT CONTROL COMMITTEE B

27th September 2017

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF CURRENT APPEALS

Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Clifton Down	12 South Terrace Bristol BS6 6TG Raising the level of part of the roof. Appeal against refusal Delegated decision	29/08/2017
2	Windmill Hill	179 St Johns Lane Bristol BS3 5AG Dormer in front roof slope. Appeal against refusal Delegated decision	14/09/2017

Public inquiry

Item	Ward	Address, description and appeal type	Date of inquiry
3	Central	Old Bristol Royal Infirmary Building Marlborough Street (South Side) City Centre Bristol BS1 3NU Demolition of the existing buildings and redevelopment of the site to provide a part 7, 8 and 9 storey building fronting Marlborough Street, comprising 715 student bedspaces; communal areas and central courtyard; and erection of part 4, 5 and 6 storey building to the rear to accommodate a mix of uses, including office floorspace (Use Class B1) and/or medical school (Use Class D1) equating to 6,860sqm and a small commercial unit; associated access road, landscaping, public realm improvements, undercroft car parking and cycle parking. (MAJOR). Appeal against non-determination Committee	21/11/2017

Written representation

Item	Ward	Address, description and appeal type	Date lodged
4	Easton	28 York Road Easton Bristol BS5 6BJ Enforcement notice appeal for the erection of a porch to the front. Appeal against an enforcement notice	21/04/2017
5	Horfield	73 Filton Grove Bristol BS7 0AW Removal of existing garage and construction of a 2 bedroom attached dwelling. Appeal against refusal Delegated decision	08/05/2017
6	Henbury & Brentry	191 Passage Road Henbury Bristol BS10 7DJ Outline application for the construction of a house and two garages in garden of 191 Passage Road (with access and siting to be considered). Appeal against refusal Delegated decision	13/06/2017
7	Hartcliffe & Witherwood	5 Crosscombe Drive Bristol BS13 0DN Demolition of garage and erection of two storey, 2 bed dwelling. Appeal against refusal Delegated decision	10/07/2017
8	Stoke Bishop	Land Between Ladies Mile & Clifton Down Bridge Valley Road Bristol BS8 Proposed pedestrian/cycle bridge over Bridge Valley Road. Appeal against refusal Committee	10/07/2017
9	Stockwood	52 Dutton Road Bristol BS14 8BW Erection of 2 storey, 2 bed dwelling. Appeal against refusal Delegated decision	10/07/2017
10	Brislington East	821 Bath Road Brislington Bristol BS4 5NL Replacement of 2 x illuminated 48-sheet advertising displays with 2 x 48-sheet digital LED displays. Appeal against refusal Delegated decision	21/07/2017

11	Ashley	Portland View Bishop Street Bristol Construction of 2no, 3 bed roof apartments at 5th floor (roof) level with associated works to ground floor rear for car parking and a secure cycle/refuse store. Appeal against refusal Delegated decision	25/07/2017
12	Clifton	9 Gloucester Street Clifton Bristol BS8 4JF Change of use of basement from builders store into an apartment, including alterations. Appeal against refusal Delegated decision	25/07/2017
13	Clifton	9 Gloucester Street Clifton Bristol BS8 4JF Change of use of basement from builders store into an apartment, including alterations. Appeal against refusal Delegated decision	25/07/2017
14	Eastville	310-312 Fishponds Road Eastville Bristol BS5 6RA Enforcement notice appeal for the installation of wooden railings around the perimeter of multiple flat roofs at the rear resulting in the creation of balconies Appeal against an enforcement notice	25/07/2017
15	Avonmouth & Lawrence Weston	24 Grove Road Coombe Dingle Bristol BS9 2RL Application to vary conditions 6 (Reptile Method Statement), 8 (Bird/Bat boxes), 9 (Badger Protection) and 22 (Listed of Approved Plans) attached to consent granted under app. No. 13/05391/F - proposed amendment to conditions 6, 8 and 9 to comply with approved plan and amended plans to reflect changes to development (Condition 22). Committee	28/07/2017
16	Clifton	78 Princess Victoria Street Bristol BS8 4DB Erection of a new two storey dwelling. Appeal against refusal Delegated decision	02/08/2017
17	Clifton	60 Bellevue Crescent Bristol BS8 4TF Application for removal of condition 2 (which controls the use of the flat roof) and variation of condition 3 (which lists approved plans) of planning permission 15/03207/X. Appeal against refusal Delegated decision	02/08/2017

18	Clifton	60 Bellevue Crescent Bristol BS8 4TF Submission of detail in respect of glazing type required by condition 1 of permission 15/03207/X. Appeal against refusal Delegated decision	02/08/2017
19	Frome Vale	21 Sherston Close Bristol BS16 2LP Outline planning permission for the erection of dwelling with all matters reserved. Appeal against refusal Delegated decision	03/08/2017
20	Eastville	57 Redhill Drive Bristol BS16 2AG Demolition of existing garage and erection of a detached single dwelling, with associated access and parking. Appeal against refusal Delegated decision	08/08/2017
21	Westbury-on-Trym & Henleaze	48 Stoke Lane Westbury Bristol BS9 3DN Demolition of existing bungalow and erection of four replacement dormer bungalows. Appeal against refusal Delegated decision	17/08/2017
22	Ashley	17 Portland Square Bristol BS2 8SJ Application for removal or variation of a condition 9 following grant of planning permission. Application Reference Number: 15/05105/F - Change of use from offices (Use Class B1a) to 8 No Residential Dwellings (Use Class C3) with associated external and internal alterations, refuse and cycle store. Appeal against refusal Delegated decision	18/08/2017
23	Ashley	17 Portland Square Bristol BS2 8SJ Application for removal or variation of a condition 4 following grant of planning permission. Application Reference Number: 15/05106/LA - Change of use from offices (Use Class B1a) to 8 No Residential Dwellings (Use Class C3) with associated external and internal alterations, refuse and cycle store. Appeal against refusal Delegated decision	18/08/2017
24	Brislington West	116 Repton Road Bristol BS4 3LZ Two bedroom two storey dwelling. Appeal against refusal Delegated decision	23/08/2017

25	Lockleaze	167 Muller Road Bristol BS7 9RB Application for retention of vehicular access. Appeal against refusal Delegated decision	05/09/2017
26	Bishopston & Ashley Down	80 Radnor Road Bishopston Bristol BS7 8QZ Single storey front porch extension and roof extension. Appeal against refusal Delegated decision	11/09/2017
27	Brislington West	Motor Village Brislington Hill Bristol BS4 5AD Replacement of 2 x back to back internally illuminated 48-sheet advertising displays with 2 x back to back 48-sheet internally illuminated digital advertising displays. Appeal against refusal Delegated decision	12/09/2017
28	Central	Cafe Whitefriars Lewins Mead Bristol BS1 2NT Erection of a digital advertisement display unit measuring 3 metres by 6 metres. Appeal against refusal Delegated decision	12/09/2017

List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
29	Central	Old Bristol Royal Infirmary Building Marlborough Street (South Side) City Centre Bristol BS1 3NU Amended proposal Conversion of the Old BRI Hospital building including two upper storey additions and partial demolition to accommodate 6283sqm Office floorspace (Use Class B1) and 4031sqm Medical School (Use Class D1); and part 6, part 7, part 8, part 12, part 14, part 16, and part 20 storey building to the rear for student accommodation (Sui Generis) comprising 738 student bedspaces; communal areas and refurbishment of Fripps Chapel for communal student facility with ground floor commercial use (Use Class A3); associated landscaping, car parking and cycle parking. Appeal against refusal Committee	Appeal withdrawn 11/09/2017
30	Filwood	129 Leinster Avenue Bristol BS4 1NN 1 no detached 2 storey house. Appeal against refusal Delegated decision	Appeal dismissed 29/08/2017

DEVELOPMENT CONTROL COMMITTEE B

27th September 2017

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF ENFORCEMENT NOTICES SERVED

No Enforcement Notices to report

Development Control Committee B 27 September 2017

Report of the Service Director - Planning

Index

Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Central	Refuse	17/02413/F - Old Bristol Royal Infirmary Building Marlborough Street (South Side) City Centre Bristol BS1 3NU Demolition of the existing buildings and redevelopment of the site to provide a part 7, 8 and 9 storey building fronting Marlborough Street, comprising 715 student bedspaces; communal areas and central courtyard; and erection of part 4, 5 and 6 storey building to the rear to accommodate a mix of uses, including office floorspace (Use Class B1) and/or medical school (Use Class D1) equating to 6,860sqm and a small commercial unit; associated access road, landscaping, public realm improvements, undercroft car parking and cycle parking. (MAJOR).
2	Lockleaze	Grant subject to Legal Agreement	17/01920/F - Land To The South Of Morris Road Morris Road Bristol Mixed tenure, sustainable community development of 49 dwellings and two common houses (major application).

WARD: Central

CONTACT OFFICER: Alison Straw

SITE ADDRESS: Old Bristol Royal Infirmary Building Marlborough Street (South Side) City Centre Bristol BS1 3NU

APPLICATION NO: 17/02413/F Full Planning

DETERMINATION DEADLINE: 28 July 2017

Demolition of the existing buildings and redevelopment of the site to provide a part 7, 8 and 9 storey building fronting Marlborough Street, comprising 715 student bedspaces; communal areas and central courtyard; and erection of part 4, 5 and 6 storey building to the rear to accommodate a mix of uses, including office floorspace (Use Class B1) and/or medical school (Use Class D1) equating to 6,860sqm and a small commercial unit; associated access road, landscaping, public realm improvements, undercroft car parking and cycle parking. (MAJOR).

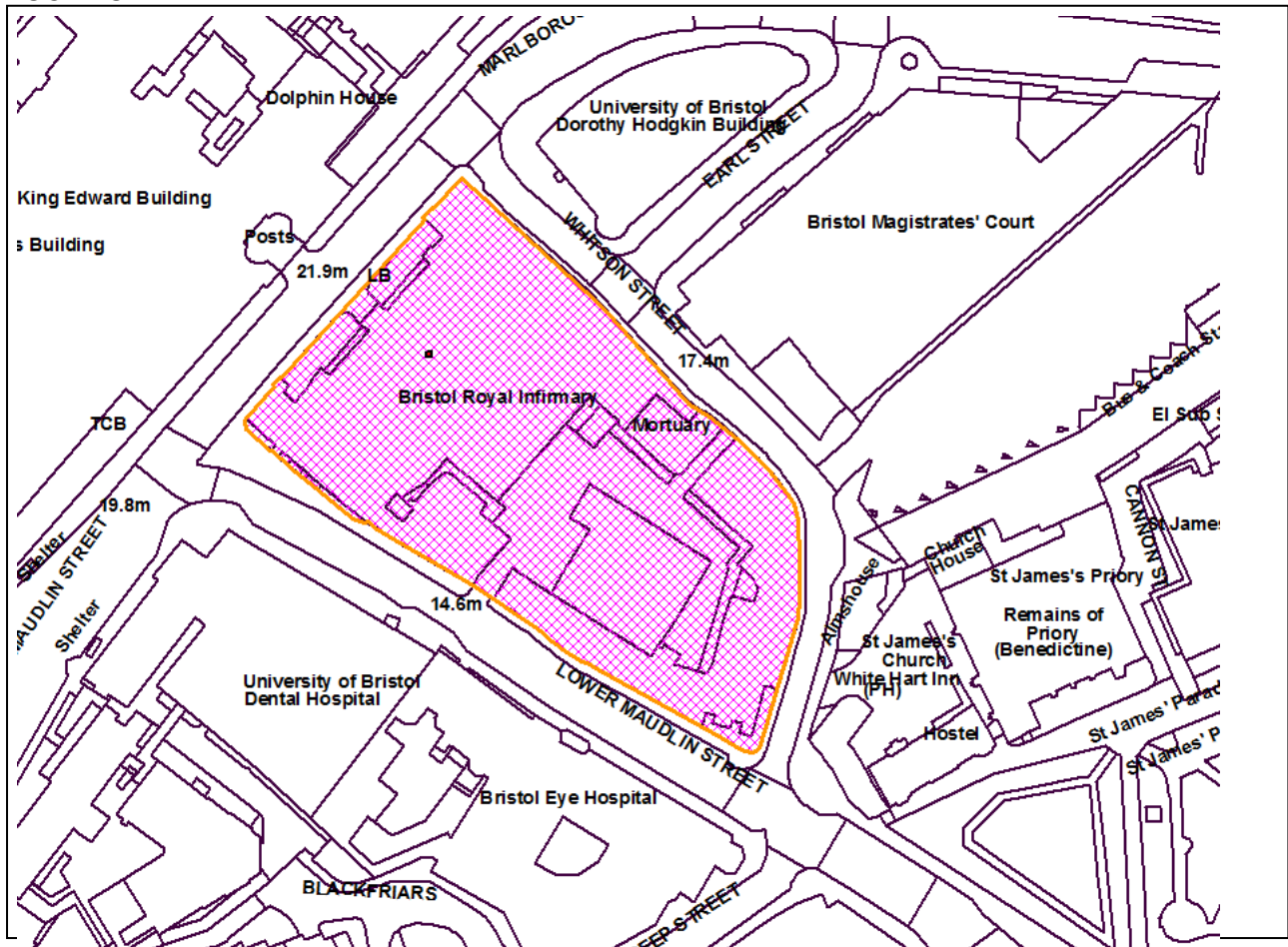
RECOMMENDATION: Refuse

AGENT: RPS CgMs
7th Floor
140 London Wall
London
EC2Y 5DN

APPLICANT: UNITE Group Plc
5th Floor
Swan House
17-19 Stratford Place
London W1C 1BQ

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

LOCATION PLAN:



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Application No. 17/02413/F: Old Bristol Royal Infirmary Building Marlborough Street
(South Side) City Centre Bristol BS1 3NU

THE PROCESS

This application for the redevelopment of the site is now the subject of an appeal to The Planning Inspectorate (Appeal ref: APP/Z0116/W/17/3181920). The applicants have lodged an appeal (9 August 2017) against the non – determination of the application within the 13-week statutory period, which expired on 28th July 2017 and as such the final decision now rests with the Inspectorate. This scheme was in the process of being assessed by the Local Planning Authority (LPA) and a clear position statement had been set out to the applicant; a limited response was received one day before the appeal was lodged.

The proposals are brought before members in order to ascertain what the decision of the LPA would have been should they have had the jurisdiction to determine the application and, should it be refused, to determine what reasons, if any, are to be defended by Officers at the forthcoming Public Inquiry.

Members will be aware that an earlier scheme on this site (LPA ref: 16/01888/F), which sought to retain the existing buildings and was a greater mass, was refused at the Development Control Committee (B) held on 28th September 2016; the decision was issued 5th October 2016. This was until recently, the subject of a 12 day Public Inquiry (Appeal ref: APP/Z0116/W/17/3168993) to be held in November 2017 and this newly lodged appeal was to be heard at the same time. The applicants have however now withdrawn the first appeal and as such it is only this scheme that will be heard at the Inquiry.

SUMMARY

The application site (0.7 ha) is in the City Centre within an area designated as Hospital Precinct. The site was formerly owned by the hospital Trust but has been acquired by Unite Group Plc. (student accommodation providers), in September 2015. The buildings on the application site are not listed buildings but the Old BRI Building and chapel are 'locally listed'. The site is not within a conservation area but is adjacent to the St James Parade Conservation Area.

The application proposes the demolition of both the Old BRI Building and the chapel with the redevelopment of the site for student accommodation (715 spaces); office floor space (Use Class B1) and / or a medical school (Use Class D1) equating to 6860 sqm of floorspace and a small scale commercial unit, with an associated access road, landscaping and public realm works.

Significant objection from local residents (950 + letters) on grounds which include the loss of the locally listed buildings; the poor architectural quality of the replacement scheme; its massing and scale; the level and quality of the proposed student accommodation in the locality and the need for key worker and affordable housing. Historic England has raised no objection to the proposals; they are broadly content with the impact of the proposals on the highly graded heritage assets. They do however raise real concerns with regard to the architectural quality of the scheme as others have. Significant and comprehensive objections

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from amenity groups such as the Georgian Society; Civic Society; Conservation Advisory Panel and the Christmas Steps Arts Quarter have been received, all of which are set out in full in the report.

Members will see from the report that officers concur with the issues raised by Historic England; amenity groups and third parties in respect of the quality of the replacement scheme and the consequent impact that it has upon the heritage assets of the site and the locality. Whilst it is recognised that there are a number of public benefits, ultimately these are not outweighed by the significant concerns raised. Regrettably it is concluded that the proposed development does not contribute positively towards local character and distinctiveness of the area and fails to take the opportunities available to improve the character and quality of the area and the way it functions; nor does it have due regard to the designated and non designated heritage assets.

In addition to the above, members will see that there is a fundamental objection to the scheme from the Authorities Transport Development Management Team. There is a principle issue with regard to the 'building line' on Marlborough and a number of other significant detailed matters which are key as to how the site will ultimately function. There is also an objection from the Council's Air Quality Officer as the applicant has failed to demonstrate that the air quality impact of the scheme is acceptable.

Notwithstanding the above officers remain clear, as was the case in the earlier scheme now the subject of an appeal, that the principle and amount of student accommodation, which is another key issue raised by third parties, would be acceptable on policy grounds. There is no evidence that it would result in a harmful concentration of such accommodation on grounds of reduced housing choice or harm to the residential amenity of the area.

SITE BACKGROUND

The application relates to a site situated within Bristol City Centre as defined by the Bristol Central Area Plan (BCAP). The site is designated by the BCAP as being within the Hospital Precinct area of the St Michael's neighbourhood. The site was formerly owned by the hospital Trust but has been acquired by Unite Group Plc. (student accommodation providers). The area surrounding the site is mixed in character including hospital buildings, the courts, the bus station, St James Priory, office buildings and a public house.

The application site contains buildings that are not listed- the Old BRI building and chapel are 'locally listed'. The site is not within a conservation area, but immediately adjacent to the St James Parade Conservation Area. The site is in Flood Zone 1 and a Coal Authority Low Risk Area.

Demolition of a number of buildings on the site has taken place under a separate permission and the prior approval for the demolition of the remaining Old BRI building and the chapel is imminent; likely to be granted (17/03964/N) - refer to the Relevant Planning History section below.

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RELEVANT PLANNING HISTORY

Demolition – Prior Notifications

16/03447/N- Prior approval for demolition of the buildings, boundary walls and ancillary structures on the lower half of the site. Approval was given on 25th July 2016. This excluded the old BRI building and the chapel.

17/02572/N – Application for prior notification of proposed demolition of all remaining buildings. Refused on 13th June 2017 given the application did not provide enough information with regard to a number of impacts upon protected species; surface water drainage; site levels and boundary treatment.

17/03964/N – Prior Notification of Proposed Demolition – all remaining buildings. Currently pending consideration following the submission of the further information requested above, but a decision is imminent; a likely approval.

Pre Application Enquiries and Planning Applications

15/00872/PREAPP- Pre-application enquiry by hospital Trust for the 'Redevelopment of site to provide medical school and student residential accommodation' involving demolition of the existing structures and physical features on the site and the erection of a medical school (approximately 2000 sqm) comprising teaching accommodation and ancillary accommodation; and circa 800-835 bed student residential development and associated support spaces including communal student uses.

15/04110/PREAPP- Pre-application enquiry for the "Redevelopment of site to provide purpose-built student accommodation, medical centre and offices", involving the demolition of existing buildings (partial retention of boundary walls); a medical school (in partnership with the University of Bristol) circa 2000sqm fronting Whitson Street; a 742 bed student residential development (approx. 89 cluster flats providing 673 bed spaces and 69 studios); new office accommodation (circa 3000sqm) at the junction of Whitson Street and Lower Maudlin Street; retail uses (circa 440sqm) fronting Marlborough Street. Response issued on 6th November 2015.

15/06495/PREAPP- Pre application enquiry for the "Redevelopment of site to provide purpose-built student accommodation (750 bedspaces), a medical school and offices". Responses were given on the 25th January 2016 and 19th April 2016.

16/01888/F - "Amended proposal Conversion of the Old BRI Hospital building including two upper storey additions and partial demolition to accommodate 6283sqm Office floorspace (Use Class B1) and 4031sqm Medical School (Use Class D1); and part 6, part 7, part 8, part 12, part 14, part 16, and part 20 storey building to the rear for student accommodation (Sui Generis) comprising 738 student bedspaces; communal areas and refurbishment of Fripps Chapel for communal student facility with ground floor commercial use (Use Class A3); associated landscaping, car parking and cycle parking".

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Refused at Development Control Committee held on 28th September 2016 for the following two reasons:-

1. *The proposed development by reason of its height, scale, massing, overall design quality and appearance would be unacceptable in design terms and would fail to preserve the special interest and setting of relevant heritage assets contrary to Sections 66 and 72 of the Planning (Listed building and Conservation Areas) Act 1990; Sections 7 and 12 of the National Planning Policy Framework (March 2012); Policies BCS21 and BCS22 of the Bristol Core Strategy (June 2011); Policies DM26, DM27 and DM31 of the Site Allocations and Development Management Policies (July 2014); Policy BCAP43 of the Bristol Central Area Plan (March 2015) and Supplementary Planning Document 1: Tall Buildings (January 2005).*
2. *The proposed development would have a detrimental impact on the amenity of neighbouring residential properties at St James Priory by reason of its overbearing effect and noise and disturbance impact and would be contrary to Policies BCS21 and BCS23 of the Bristol Core Strategy (June 2011); and Policies DM2 (i), DM27 and DM29 of the Site Allocations and Development Management Policies (July 2014).*

The Notice of Decision was issued on 5th October 2016.

17/00251/PREAPP – Pre application enquiry for the “Redevelopment of the site to provide purpose built student accommodation, medical centre and offices”. The proposals included the demolition of the remaining buildings on the site – namely the Old Bristol Royal Infirmary and Fripp’s Chapel; the redevelopment of the front, north of the site for a new purpose built student block (option 1_G.4) for 714 + bedspaces, including 9% studio flats and a mix of cluster flats with communal areas; bin and cycle storage and 16 undercroft car parking spaces for the proposed offices and medical school; to the rear a new medical school to be utilized by the UH Bristol NHS Foundation Trust (approx. 3,000 sqm) and speculative commercial office space, (approx. 2, 000 sq m); an area of public space / realm to the south in front of the proposed Medical School and offices; the creation of a service / access road through from Lower Maudlin Street to Whitson Street; commercial units fronting Lower Maudlin Street (approx. 297 sqm) as part of the northern block and in the south western corner (135.17 sq m), in part fronting the area of public realm, as part of the southern block. Response provided on 4th April 2017 which concluded that Officers were unable to support the proposals as submitted.

COMMUNITY INVOLVEMENT

Submitted with the application was a Community Involvement Statement (April 2017).

Process: With regard to Community Involvement on this scheme it advises that, given the background the decision was made to “focus activities on key stakeholders, particularly the amenity groups as well as the BUDF and Historic England”. Briefings were also held with local ward / cabinet members and the Councils’ Strategic Director of Place. A Key Stakeholder workshop was held on 22nd February to discuss the current proposals and invite

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feedback. It goes on to explain the further briefings and meetings were held with Historic England; BUDF; Avon and Somerset Police and Central Ward councillors. A project website was also available and kept updated. The Statement provides the feedback, either in a précised version or appended in full as an Appendix.

Outcomes: The Community Involvement Statement advised that “Following the key stakeholder consultation Unite and the project team have continued to refine the proposals with input from Council officers”. Unfortunately it does not set out how the scheme has evolved in response to any of the feedback and so the real outcomes of the process are not fully understood. It is also regretted that the Community Involvement did not involve the wider public who have clearly shown an interest in this submission.

THE APPLICATION

The application proposals comprise the following:-

The demolition of the remaining existing structures on the site; the Old Bristol Royal Infirmary and Fripp’s Chapel.

A total of 715 student bedspaces (96 cluster flats and 92 studio flats within a part 7, 8 and 9 storey building fronting Marlborough Street (perimeter block with a central courtyard). Office floorspace (B1) (4,212 sqm) and / or medical school (D2) (2, 648 sq m) within a part 4, 5 and 6 storey building.

Commercial unit (A1 / A3) at ground floor fronting Whitson Street - 111 sq m.

23 car parking spaces to include 6 disabled spaces for office and medical staff.

457 cycle parking spaces, for office; medical staff, students and visitors in various locations and in various forms.

With regard to the proposed demolition of the remaining buildings on the site, members should be aware that these are not listed or within a conservation area and therefore have no statutory protection from demolition; planning permission is not required for their demolition. Prior approval has now been given for the demolition of all the buildings on the site under two permissions; the first in July 2016 under 16/03447/N and the second more recently under permission 17/03964/N. These “Prior approval” applications are required in such circumstances but may only consider method of demolition and restoration/ aftercare of the site.

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RESPONSE TO PUBLICITY AND CONSULTATION

A site notice and press notice were issued and neighbours consulted by individual letter. The following comments have been received: -

MEMBERS OF THE PUBLIC

The Authority has received a total of 974 objections to the proposals and one response in support, which are précised below: -

a) The letter of **support** relates to the principle of the demolition of the buildings, citing the view that the greying of the walls of the BRI building has created a far less attractive façade than many of the public comments would suggest. This has resulted in an area that is dark and imposing. The buildings height, the narrow road and the local traffic all further perpetuate this. Demolition is agreed.

b) The **974 letters of objection** refer to the following matters:-

(i) Process - It unacceptable for Unite Group plc, or their agent to try and pre-empt the conclusions of the forthcoming Public Inquiry by a further application, or threat (issued in the form of an ultimatum to the Council, dated 9th May) to demolish the buildings of historic and architectural value.

(ii) Loss of the old BRI and Fripps Chapel - Both buildings are fine, unique and valued heritage assets, culturally, socially and architecturally important to Bristol; they are assets of the people of Bristol and they represent an irreplaceable resource.; a heritage led redevelopment is required; there are many other sites that can provide student accommodation without the need to lose this unique piece of Georgian architecture; the destruction of Georgian and Victorian buildings is never looked back on with satisfaction; don't destroy one of the last beautiful buildings on that road to replace it with that square monstrosity; the quality of the PFI's built for them in recent years has been disgraceful, you would be demolishing a sturdy old building in need of a bit of love to replace it with a cardboard box; this fine old building is being sacrificed in such a callous way, disregarding the history and majesty of the building; it is a unique piece of Georgian architecture and should be preserved for future generations; the Old BRI building is the fourth largest hospital in England; too much of Bristol has been turned into faceless characterless monstrosities; the BRI subsequent re modelling are part of that history, the building is of good quality construction and sound structural integrity; they are Bristol landmarks which should be saved for future generations; the Old BRI could be lifted from its dark and unloved frontage into something to be proud of. Let us not repeat the mistakes of the 60's and 70's; Bristol can't keep losing its history; overlooked by important listed buildings and conservation areas, the area would be impoverished by their demolition; part of our history it should be kept for tourist and Bristolians alike to enjoy for years to come.

The proposal to demolish the Chapel is unforgiveable; an alternative viable use should be sought. It is a handsome historic landmark which if it was refurbished could rival The Sugar House or Browns Restaurant as an example of repurposing and regeneration.

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The proposed demolition of these local listed building would fly in the face of the wishes of Bristol City Council and the Conservation Department and also against the wishes of local amenity groups, historical societies and the majority of the wider Bristol residents.

This is Bristol's largest Georgian building, a rare survivor in a city where so many Georgian buildings have been demolished. We cannot afford to lose another, let alone the largest. This wanton, mindless destruction of the historic fabric of our city has been continuous since the 50s, we are in danger of having few historic buildings to hand down to the next generation.

Often historic buildings influence students' choices of university and accommodation. As a significant portion of the building will be marketed as student accommodation, it would be beneficial to the subsequent owners to maintain the original facade. Students are more likely to choose to rent accommodation in the building if it retains its original character.

The precinct from the BRI walking up Maudlin Street is already an ugly embarrassment of hospital buildings that have no design element. Please do not waste another opportunity to retain a tiny bit of architectural history for this area.

Conversion of the 18th Century Hospital Building into flats (such has recently been most successfully done at the former General Hospital) is a far preferable scheme which keeps the existing (restored?) building for us all to appreciate and enjoy.

(iii) Setting of Listed Buildings and Conservation Areas

There will be a negative impact upon the setting of the Grade I listed Church of St James (priory) and the Grade II* listed Church House as well as the setting of other Grade II listed buildings - White Hart Inn and the Eye Hospital and the St James Parade Conservation Area.

The Fripp chapel makes a positive contribution to the Whitson Street streetscape.

(iv) Extension of St James Conservation Area

The conservation area should be extended to protect these two much cherished buildings. The 900 + letters of objection demonstrate the strength of community feeling which must carry weight with Bristol City Council and Historic England.

(v) Relationship with St James Priory

The proposals will overshadow James's Priory.

(vi) Daylight and Sunlight

The proposals would cause unacceptable harm to St James Almshouses and Walsingham House.

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(vii) Scale and Massing

The proposals represent overdevelopment of the site; overpowering mass and scale, rising to 9 storeys it would overshadow the entire surrounding area; the massing results in a negative effect on neighbouring listed buildings; the upper Maudlin Street view shows has bad the impact will be; it will make a canyon of Marlborough Street blocking out daylight and increasing the noise level from the traffic as it reverberates between the buildings at this spot (especially braking and starting at the pedestrian crossing).

The nearby 19 storey premier Inn is already totally out of character and dominates the area so should not be used as a precedent, rather a warning.

(viii) Quality of Architecture / Design and Urban Design

The proposed scheme is of a poor design quality and the scheme fails to achieve the standard of expectation for a city of Bristol. It is oversized, characterless, badly designed; future generations deserve a richer environment; the proposal is a vile glass box building that all look the same; no more than vandalism masquerading as development; a scheme with creative vision and historic understanding is required; we need to preserve our beautiful historic city otherwise we will just be a facsimile of a bland city that won't attract tourists; Bristol is becoming a city of concrete boxes with no character.

The building has obviously been designed in complete isolation from its placement and with no consideration for the current building or those surrounding it. If the existing building is so wholly unsuitable for the new purpose proposed, then why cannot at least the facade be preserved? If that is not an option, then why is it that a new building, designed entirely from scratch, cannot pay at least some homage to the history of the site and the city?

(viii) Construction Disruption

The years of disruption during demolition and construction will cause traffic chaos and may delay ambulances and patients going to and from the nearby hospitals. There will also be considerable noise during this work, again in a hospital environment.

(ix) Proposed Uses

Student Accommodation

An overconcentration of students in this area is contrary to policy; the area has reached saturation point; there is a need for affordable housing; housing for the homeless; keyworker housing for medical staff; the redevelopment 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, adding another 715 student bedspaces is not a balanced community; there will be a loss of the sense of community.

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(x) Quality of Accommodation Provided

Substandard (rabbit hutch) living at its worst and an appalling advertisement for Unite student housing. The actual size and limited space provision in the student units also seems incredibly restrictive with up to 10 sharing a kitchen in some of the groupings, rooms with not much more size than a single bed and tiny work space though on the bedsit spaces the square metre space isn't provided on the drawings.

(xi) Transport Considerations

The access road for this would also seem to interfere on the exit with the adjacent bus station and taxi rank with possible detrimental public transport issues. Private vehicle bus passenger and taxi drop off and collection is important for this public transport hub, the plans will make this more difficult.

St James Priory – “In our opinion this planning application represents a significant movement away from the inappropriate and totally unacceptable previous application that was rejected. The applicant has clearly taken notice of the reasons for the refusal of their initial application. From our Heritage Protection and Vulnerable People's Housing Support perspectives this application is more acceptable but still with some concerns.

The Grade 1 heritage site of St James Priory has been recognised for what it is - a protected historic site which deserves recognition of its special status. The current plan does not overpower the Priory now. Also the movement of buildings in front the Priory and St James House (Almshouses) represents an understanding of the vulnerabilities and needs of the residents of this building who our charity supports and also those residents in Walsingham House. The plans include an open aspect area at the convergence of Whitson Street and Lower Maudlin Street which will create and allow more light and space immediately in front of the Priory and for the residents of St James House.

These changes do come at a price though. In this application - there is a proposal to demolish the locally listed historic buildings - the old BRI building and the Fripps chapel. As supporters of heritage assets these actions would be viewed as regrettable.

Furthermore, while the student accommodation has been moved away from the St James Priory site in the new application we still have concerns regarding the total number of student units required. Another 715 students concentrated in an area already crowded with student accommodation could be problematic. Key worker housing or some form of social housing mix would be more acceptable”.

Councillor Anthony Negus – “The existing building and especially the chapel should be retained and this should have been taken into account when deriving the site value. This was cited as the reason for the heights of the new buildings but these are still excessive with the original buildings demolished and it is clear that permission is being sought for a very high and intensive solution to recover the inflated price paid for the site. Further the proposal for a huge number of student bedsits, in an area where there are already many others, may

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suit the funders and the Universities who leave the provision of housing for their students to the market to provide but it is not good for Bristol that desperately needs more homes for non-students or for Bristol City Council that will have to provide more services to more people who pay no council tax for those services.”

Councillor Paul Smith – “My objection to this development is one of principle and relates to the impact of this project on the wider housing market. Student housing comes with no requirement for affordable housing, either as part of a development or through an offsite contribution. This means that this housing scheme does not contribute to dealing with Bristol's housing crisis. My preference would be for a development which provides a housing mix which assists with our housing challenge. This scheme actually creates more housing stress than it alleviates. The response of the planning officers is that specialist housing should be supported as it reduces the pressure on other housing within the city. They have failed to produce evidence to back this claim up. Clearly if student numbers were static new specialist accommodation of this nature would assist. However, student numbers are rising and the provision of this specialist housing scheme facilitates that growth: as most students only stay in specialist accommodation for their first year, with three years 715 units creates a demand in the wider housing market for 1,400 bedspaces, this would take between 280 and 350 homes out of the general housing market. I would hope that planning committee would reject this application on the basis that the city can no longer accommodate the growth in student numbers and its impact on Bristol's housing market which this application facilitates.

In my view this development contravenes the vision set out in the Core Strategy for a City with sustainable economic and housing growth. It also sits outside policies BS517 and BS518”.

Conservation Advisory Panel - The Panel strongly objects to this application. The revised proposal has reverted to an earlier ambition of the developer to completely clear the site and put up replacement buildings. The current application remains of distinctly poor quality and, once again, would involve the demolition of the two locally listed buildings, whose significance and potential has been rightly emphasised by many others.

It is ironic that now most of the boundary walls and all structures on site have been removed (apart from these two buildings) views into the site allow a better appreciation of the formerly partly concealed chapel. Neither the Old Building nor the chapel should be lost. Their survival should inform any application for this site and the failure of the current proposal to make the most of such heritage assets has emphasised the vacuous nature of the proposed replacement buildings.

The Panel is very concerned about the negative impact of the proposed new structure on adjoining listed buildings and their setting, the St James's Parade Conservation Area and, of course, St James's Priory itself. The excessive, overall height of the new buildings, especially to the southerly part of the site, would be problematic. The architectural context of neighbouring buildings and the broader cityscape would be substantially harmed by the mass and scale of the proposed development.

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Furthermore, the elevations were mere pattern making and without underlying principle. Such modish architectural detailing should be avoided.

The Panel refers to the reasons for refusal of the previous planning application ref 16/01888 which still applied:

The proposed development by reason of its height, scale, massing, overall design quality and appearance would be unacceptable in design terms and would fail to preserve the special interest and setting of relevant heritage assets contrary to Sections 66 and 72 of the Planning (Listed building and Conservation Areas) Act 1990; Sections 7 and 12 of the National Planning Policy Framework (March 2012); Policies BCS21 and BCS22 of the Bristol Core Strategy (June 2011); Policies DM26, DM27 and DM31 of the Site Allocations and Development Management Policies (July 2014); Policy BCAP43 of the Bristol Central Area Plan (March 2015) and Supplementary Planning Document 1: Tall Buildings (January 2005).

The proposed development would have a detrimental impact on the amenity of neighbouring residential properties at St James Priory by reason of its overbearing effect and noise and disturbance impact and would be contrary to Policies BCS21 and BCS23 of the Bristol Core Strategy (June 2011); and Policies DM2 (i), DM27 and DM29 of the Site Allocations and Development Management Policies (July 2014).

Kingsdown Conservation Group – 1st comments. The developer's attempt to defy the intention of the City Council's listing of both buildings is insupportable. Furthermore, it should not be overlooked that the entire site was identified in the Consultation Draft of the St James's Parade Conservation Area Character Appraisal, dated February 2011, to be included in the Conservation Area under a proposed extension of its boundaries as they were declared in October 1982. The Group is unsure why the proposed extension has not been formalised.

2nd comments - Regarding the above application site, various members of Kingsdown Conservation Group (the Group) have participated in the pre-application consultation process, attended presentations and responded to earlier applications submitted by Unite. In view of these events the Group cannot support the current application.

Further to its letter of 6th June 2017 (which is attached below), the formal opinion of Kingsdown Conservation Group remains adamantly opposed to the complete demolition of the Thomas Paty's Old Building and of Samuel Charles Fripp's Chapel.

Despite observations to the contrary (no doubt made in error) in the Officer's Report responding to 17/02572/N, both buildings were added to Bristol's Local List of Valued Buildings (ID No. 225) on 24th September 2015, which the Group understands was before Unite acquired the buildings. That listing represents the implicit wishes of the citizen of Bristol and should be honoured by all. The remarkable number of comments lodged objecting to the demolition proposed in the current application reflects the virtue of the Local List and the considerable affection in which these buildings are held.

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Furthermore, (despite observations to the contrary, no doubt made in error, as mentioned above) reading the published Consultation Draft of the St James's Parade Conservation Area Character Appraisal, dated February 2011, will confirm the proposal to extend the boundaries of the conservation area to include the entire site of the present application. It is accepted that the proposed extension has not yet taken place.

Such matters are dynamic, as are planning law and the public's increasing appreciation of Bristol's historic environment.

It is understood that the Old Building was built and funded by local subscription. It is likely the Chapel was similarly funded.

While it takes imagination to see the potential of the Old Building as it stands, certain elements are conspicuously attractive. The pedimented and gilded entrance on Marlborough Street is charming; the west front is monumental and dramatic, even to the point of being somehow reminiscent of Charles Rennie Macintosh's Glasgow School of Art. Illustrations of its handsome original appearance have been circulated.

Now that the site has been cleared of more recent buildings, the inventively elevated Chapel and its under structure can be seen as a remarkable and unusual building; its polychromatic character leans towards Bristol Byzantine.

To attempt to defy these realities by applying for planning permission to demolish the buildings would require replacement building to be of the highest standard. The current proposals do not begin to approach the standard required to contemplate their loss. Criticism of the superficial, commonplace appearance of the proposed massive building is legion; the flat roofs, which would become part of the cityscape to be seen from Kingsdown and elsewhere, are as offensive as those of any old business park in the flatlands of East Anglia.

Immediately adjacent to the proposed building stands Bristol's oldest surviving church, the Grade I listed St James's Priory, and other listed buildings: The White Hart and those on Lower Maudlin Street. Looming over them the proposed building would all but fill the available land and to a height that hovers around the limit defined by Bristol's Supplementary Planning Document 1. It is obvious that developers should not carry on pulling down Bristol's buildings, save those found on the National Register of Listed Buildings, in order to rebuild to a height determined by SPD 1.

Town planning should not be a box-ticking exercise, solely restrained by legislation; it should be an art: the most public, democratic, elegant and rewarding.

Bristol must not resuscitate the sacking of the Parish of St James undertaken in the post-war years. Kingsdown Conservation Group objects to the application.

Christmas Steps Arts Quarter Introduction - As the site's immediate neighbour, Christmas Steps Arts Quarter's community agrees with Cllr. Anthony Negus and others that the main problem all along with this site has been that that the applicant appears to have overpaid for

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it and is trying to retrieve the situation by over-developing. Bristol would be greatly damaged by the demolition of the two much cherished historic buildings, and the second main objection is to the size of the proposed massive monolithic accommodation for 700+ students which, we have consistently maintained, is about double the mass that the site can comfortably hold.

Proposed Demolition of the Georgian 1792 Old BRI and Fripp's Chapel. - Throughout, we have objected to both historic buildings being demolished because they are both fine, unique and valued heritage assets to Bristol. The Old B.R.I. is the fourth-oldest hospital in the England. The pair is on a site overlooked by important listed buildings and conservation areas which would be impoverished by their demolition. The proposed demolition of these locally listed buildings would fly in the face of the wishes of Bristol City Council and the Conservation Department and also against the wishes of the local amenity groups, historical societies and the majority of the wider Bristol residents.

Without prejudice to the widespread campaign to save two historic buildings - In the very regrettable event that the above campaign fails, then we comment on the proposed scheme to redevelop the entire site:

Building Line - The one and only benefit of losing the old BRI is the opportunity to push back the facade's existing building line to align with the neighbouring Dorothy Hodgkin Building (left) and Dental Hospital (right): (plan emailed to the planning case officer).

The benefits would be to:

1. Lessen the claustrophobic "Canyon" effect with the equally tall King Edward VII opposite.
2. Remove the narrow traffic "Pinch Point" on the highway. Either side, Marlborough Street is four lanes, but at the pinch point it squeezes down to only three lanes which interferes with smooth running of the Outer Scope Route.
3. Allow a broader pavement along the front of the new complex.
4. Allow safer traffic visibility by removing protruding mass on the inside of a busy curve.

The planning case officer has already written to us "Your comments do align with the thoughts of my highway colleagues. This needs to be broached with the applicants at an early stage". Despite this, the proposed footprint still shows a protruding facade, and the visuals still show a pinch-point with only three lanes of traffic.

Quality of Design of the new Buildings - The overall design of the proposals look bland 'Any city, anywhere' and later could appear dated and worn. We look for high quality and a distinctive inspirational (Gherkin or the Ark or the Shard) 'Timeless' quality. With others, we called for a distinctive main entrance, but this has also gone unheeded.

Distribution of Uses within the Complex - For the city's pride, we suggested that it would be better to put the Medical School prominently fronting Marlborough Street, linking it in with the

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BRI and the adjacent landmark medical buildings. Also, the connecting tunnel to the B.R.I. could then be used.

Mass, Scale and Height - Unite's previous planning application received almost 100 objections, all saying with one voice that it was far too big for the site. That Unite no longer needs to include their Headquarters in the complex reduces the proposed mass and height somewhat.

Nevertheless, our membership feels that the site can only comfortably accommodate about half of the proposed mass of student accommodation.

Student Numbers - Unite have virtually ignored the torrent of previous objections to the number of students beds. Bristol City council's own policy states "Specialist student housing schemes that contribute to the diversity of uses within the local area will be acceptable within the Bristol City Centre unless it would create or contribute to a harmful concentration of specialist student housing within any given area." The surrounding area contains about 2000 student beds and is already becoming a "Harmful concentration" of students. Growing armies of them are causing considerable nuisance and disturbance to our residents as they noisily pass through the Christmas Steps Arts Quarter on their way to and from the city's nightlife around Park Street and Whiteladies' Road.

Unite's proposed reduction from 738 to 715 is only a token gesture. These scores of objectors might be more inclined to support the *scheme* if the students were to be significantly reduced by about half.

Growing resistance to student monoculture instead of housing / mixed uses. In addition to the above objections to the demolition of the historic buildings and to the design of the proposed replacement buildings, there is another rising groundswell of opinion which does not wish for any more student accommodation around the city *centre*, preferring to see affordable housing or key workers' flats created to retain a mixed and balanced community. Two champions of this view are our Association's Dr Charles Stirling (his article and his comments emailed to the planning case officer) and our Ward Councillor Paul Smith.

Bristol has an acute housing crisis and the provision of student housing is helping the university expand its numbers and see more homes being passed over to student accommodation. As almost all students only stay in purpose built blocks for one year 715 homes will create a need for 1,400 homes around Bristol in the *following* two years. Student housing is also exempt from making a contribution to affordable housing, unlike other housing developments and student housing is also exempt from council tax. Student exemptions currently cost Bristol City Council £9.5m per year in lost income, a growing student population means more cuts to council services.

Ever rising opposition to Unite's proposals - Unite's previous planning application 16/01888/F proposing a massive 738 bedrooms was met with almost 100 objections from associations, societies and the community, and it was refused. Their current application 17/02413/F proposes a token reduction from 738 to 715 bedrooms. To date, 328 objections have already been submitted on the planners' website. This indicates that *far* from being

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appealed, the community is becoming ever more opposed to the loss of the historic buildings and to the massive over-development of this key site. We trust that the Planning authority will take full account of Bristol's overwhelming flood of objections and will steadfastly refuse this universally unpopular application.

Civic Society - Introduction - The Society regrets Unite's commercial decision to demolish and not to reuse and restore the historic hospital Old Building. The interested public will strongly regret the loss of these locally *listed* buildings of merit. The public believes that the Old Building and Frith's mortuary chapel are listed and have statutory protection. Unite's insistence on the density of development created a scheme (16/01888/F) whose height and mass the Development Management Committee rejected.

Change of use - The Society supports mixed uses. The proposed mass of new building concerns the Society. In its *pre-planning* application response to 16/01888/F the Society said:

"A multi-storey, multi-block site built to the back of the pavement would change the character of the area. The Society submits that an 830 (now 715) student bed scheme would not produce a balanced and sustainable development. The proposal conflicts with Policy BCS21 – Quality Urban Design. The inclusion of a small medical school does not compensate for the overlarge mass of student accommodation. This large and important city centre site merits uses that are more inventive. The inclusion of ordinary flatted accommodation would dilute the mass of student accommodation and be a modest improvement."

Height and mass - The Society recognises that the heights and mass of the current scheme broadly *meets* the reasons given by the Planning Committee for refusal of the 2016 planning application, which were that, *"The development's height, scale, massing, overall design quality and appearance would be unacceptable, and would fail to preserve the special interest and setting of relevant Heritage assets"*. And that the scheme *"would have a detrimental impact on the amenity of neighbouring residential properties overbearing effect and noise and disturbance impact"*. The removal of the medical school and offices on the lower part of the site attends to the concerns of Historic England about the impact on the Grade I listed St. James Priory as well as the need for a secluded sanctuary for those recovering from addiction. The Council must decide whether the introduction of 715 more students in an area with a substantial existing student density would *"Promote diversity and choice through the delivery of a balanced mix of compatible buildings and uses. And, create buildings and spaces that are adaptable to changing social, technological, economic and environmental conditions."*

Design – accommodation units - Policy requires development to create buildings and spaces that are adaptable to changing social, technological, economic and environmental conditions. It is necessary for bespoke student development to be adaptable to other uses both outside of term dates and in the event of a fall in demand for student accommodation. To ensure that purpose built student housing can be easily converted into residential accommodation in the event of a fall in the student accommodation market it necessary for the rooms in student flats to comply with the Council's residential space standards.

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Design – street elevations - If Unite demolish the Old Building planning policy requires that the architecture of the replacement building needs to be of the highest quality. This is a critical and prestigious site. Quality urban design has a key role to play in place shaping and enhancing the city's positive features. Through quality urban design, development can help to create distinctive, linked, sustainable places that support social inclusion and community cohesion, which engenders a sense of ownership and belonging. By adopting Policy BCS21 the City announced its ambition to raise design standards. The Society is particularly concerned about the Marlborough Street elevation. The development must deliver a high quality urban design that reflects the surrounding architectural context, which has a strong civic character.

Does the new building contribute positively to the area's character and identity, creating or reinforcing local distinctiveness?

The Old Building, although spoiled by removable alterations, is a dignified design that contributes to the area's strong civic character. The Old Building is articulated into a central block with recessed bays that link the projecting wings to the centre. The horizontal hierarchy of the floors completes the Old Building's visual logic. To design a replacement building that houses mass student accommodation and which achieves the same quality of design as the Old Building is a difficult commission. The nature of student accommodation tends to produce rows of standard windows set in an elevation without a horizontal hierarchy. To achieve a design that contributes positively to the area's civic character and identity requires a high degree of architectural creativeness. Unfortunately, this design fails to achieve the necessary standard, it does not satisfy the quality that policy BCS21 demands.

Among other matters, these are examples of the design's shortcomings.

(i) The new building stands forward, almost in continuous line, to the back of the pavement. This narrows Marlborough Street and loses the interest created by the recession of the shallow courtyards in front of the Old Building. The Society supports the slightly wider pavement along the Marlborough Street frontage that the scheme would deliver.

(ii) The design is a typical frame and clad solution. The design attempts to articulate the elevations with some 'facade dressing' that includes some seven materials. The student block elevations on Marlborough Street, Lower Maudlin Street and Whitsun Street have oversized superimposed elements that fail to break down the mass or relieve the monotonous rows of small windows. It is appreciated that fenestration of student accommodation has to accommodate the inevitable pairing of identical windows. There is some attempt here, but such treatment needs to be more robust and consistent.

(iii) There are too many arbitrary changes of form and material. These attempts to break down the scale are superficial. There is no relationship between the plan and these variations. They increase the visual complexity in ways that damage the overall impact, increase the feeling of bulk and do not contribute to coherent streetscapes. For example, the change of material and form on the NE corner is apparently introduced to give "emphasis" in

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the urban context, but for no clear reason. The “projected window surrounds” are extremely weak features of no architectural quality – their arbitrary nature highlighted by the random use of yellow ones.

(iv) The plan layout of the student blocks is unsatisfactory, with three parallel corridors creating a poor experience for the occupants and adding to the width of the blocks. There is no consistent grouping of rooms, or placing of kitchens.

(v) The double access doors are insignificant for the size of the proposed building. The massing and exterior articulation fails to indicate the entrances. A new building that is to be home to more than 700 should present an impressive and distinctive entrance onto Marlborough Street.

(vi) The roof form is unsatisfactory, is fashionably derived from King's Cross but in this context, contributes nothing to the city skyline.

This is one of the city's most prominent sites; thousands pass it every day. The site deserves a building that is equal to or better than the degraded but restorable Old Building. In place of a popular land mark building the applicant proposes an unambitious commercial design that fails to enhance or preserve the civic character of the area or contribute to local identity. This building would not say ‘you have arrived in Bristol’, it could be in a business park anywhere. If Unite propose to demolish the Old Building the large prominent replacement building must have true architectural merit. It should be a landmark building; a building of which Bristol can be proud.

The same remarks apply, mutatis mutandis to the contrast between Frith's Chapel and its proposed replacement in Whitsun Street.

Conclusion - The Society supports the redevelopment of the site to make more efficient use of land in a sustainable location but is disappointed that the scheme falls short of the architectural quality expected for this prominent city centre civic site. The proposed development is unacceptable because of its failure to create and reinforce local distinctiveness. The massing, shape and form as well as skyline/roofline proposed are unsympathetic and fail to present a visually organised scheme that is well-proportioned and provides visual interest. The scheme is bland and overly bulky in its architectural arrangement.

This proposal should be considered as a test of policy BCS21 that demands that new development in Bristol should deliver high quality urban design. This proposal is an example of ‘value’ architecture that produces bland uninspiring buildings. It would be inappropriate to permit standard commercial architecture to replace a much appreciated, historic building in a prominent part of the centre of the city. This proposal has attracted a massive public response to support the reuse of the historic hospital building. Unless the Council refuses this planning application because it fails to meet the new policy standards, Bristol's inner-city vernacular will become a self-fulfilling context of industrial materials and anonymous

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architecture. The quality of the design must stand the test of time. This site demands a building of greater architectural imagination and ambition.

Bristol Urban Design Forum – The applicants submitted one of the last iterations of their scheme to the BUDF in April 2017, prior to the submission of this application. The comments in relation to that submission can be viewed in full online, but the conclusions are set out below: -

“We considered that the location of the Medical School in a purpose-built structure on Whitson Street provided an opportunity to create a more sympathetic response to the scale of the adjacent buildings and provide a meaningful open space in an area with a high level of pedestrian traffic. We also supported the argument that the function will provide less disturbance to the adjacent residents.

However the orthogonal design of this element and of the adjoining blocks appeared schematic and made no concession to the existing urban grain; you provided studies showing more radical alignments, however we considered that this required a subtler response. The entrances at either end of the building also reinforced the symmetrical nature of the design, although it should be possible to address this and introduce some animation to the open space by relocating the south-western entrance to the south-east frontage. There may also be elements of the brief of this specialist building that generate a more appropriate form, expressing its function as a Medical School and create a more sensitive relationship to the existing urban grain.

In developing the design, we also urged you to look in more detail at the alignment of the access route between the two parts of the development relative to the adjacent buildings, including the entrance to the Eye Hospital. In general, although you provided an excellent model and comprehensive verified views, a proper character appraisal would not only have assisted the Panel but also helped to inform your own design development.

The designation of this route through the site was unclear; while we recognised the need to accommodate deliveries, we strongly urged that this be treated as an integral part of the public realm and exploited to increase the permeability of the site for the public. In general we suggested that there was a need to consider all open spaces in and around the site, including the highway, as an entity and encouraged you to work together with a landscape architect and the City Design Group to improve the experience of Lower Maudlin Street and Whitson Street, both of which suffered from cramped footpath, poor surfaces and inadequate provision for cyclists. Here the active use of the ground floor and the relationship to the pedestrian activities will be fundamental to the improvement of the immediate area.

We noted your intention to collaborate with an artist on the design and while we support this in principle, the proposed strategy of applying artwork to the elevations, which are already somewhat elaborate, is more appropriate to recent installations on un-loved post-war buildings in the city. You could perhaps consider integrating this with the external works and landscape design, where installations could make a more direct contribution to the experience of the users and the public.

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The review was able to touch only briefly on the sustainability strategy of your proposals and suggested that your ambitions were supported by a comprehensive approach that included the landscape design and which might include a 'greening of roofs' and exploitation of the southerly aspect of the site for passive energy. In this respect we also questioned the decision to glaze fully the south-east elevation of the Medical School and place more limited openings on the opposite side. The strategy illustrated in your precedent studies of employing vertical solar screening on a predominantly south facing aspect did not appear totally convincing. We would in any event expect any application of this nature to be fully supported by a comprehensive environmental strategy that covers all these issues and provides a rationale for the face design.

Given the time dedicated to the fundamental urban design issues, our discussion touched only briefly on the elevational treatment. If, as you propose, the main part of the historic building is to be demolished, its replacement on Upper Maudlin Street should be a building of similar 'gravitas', possibly incorporating salvaged stone at lower level and perhaps ordered with a degree of symmetry. This frontage could then be differentiated from the elevations on the side frontages. Here you also proposed a highly-patterned treatment to flank elevations of the Medical School, which appear to have little relationship to the remainder of the development or its neighbours. We suggested that a more rigorous and simpler approach be adopted to the elevational design and that greater consideration should be given to the oblique views along Lower Maudlin Street and Whitson Street, where the 'true elevation' will not be visible.

On balance the Panel concluded that significant improvements in the quality of the urban realm and the amenity of those using the buildings and their surroundings were material considerations in support of your strategy. This conclusion was arrived at only on the assumption that you are able to establish that the proposed density of development and usage are integral to the financial viability of the scheme. Our comments were also made without a more detailed response from Historic England regarding the retention of the old Royal Infirmary. We noted that you originally proposed to refurbish the Mortuary Chapel 'for communal student facility with ground floor commercial use'; and suggested that irrespective of the decision to demolish, this element of the building should be retained for such a purpose.

Any development of this size demands a sensitive response that takes account of the character and the grain of the city but in such a case, where it is proposed to demolish an historic asset, there should be a presumption of a higher standard. In such cases design cannot be driven solely by commercial imperatives; your very comprehensive presentation demonstrated that you are on a journey in your understanding of the site and its constraints and in balancing the potential conflicting demands of commerce and urban design; the Panel would be pleased to review the scheme again in its subsequent development".

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OTHER COMMENTS

Historic England – No objection to the application on heritage grounds.

“Although the loss of the locally listed buildings on site is regrettable, the impact on the setting of the highly graded assets previously listed has been greatly reduced. There will be some impact on the setting of those assets, by virtue of the greater scale of the proposals than those that previously existed on the site, but overall we are broadly content that the impacts have been greatly reduced.

Although the amendments have largely addressed our concerns, in urban design terms scale may still be an issue. Given the proposed loss of the locally listed building, we have real concerns about the architectural quality of the scheme; particularly to Marlborough Street where the proposals appear to lack the articulation, design quality and character of the existing building. Any proposal should be a positive enhancement of this important/prominent piece of streetscape”.

The Council’s City Design Group (Urban Design; Conservation; Archaeology; Public Art; Landscape) have raised serious concerns with regard to the application – refer to Key Issues C and D.

The Council’s Transport Development Management Team – raise objections to the proposals and recommend refusal - refer to Key Issue F.

Sustainability Team – No objections subject to conditions.

Pollution Control – No objections subject to conditions re sound insulation and the requirement for a construction management plan.

Land Contamination – No objections subject to conditions.

Air Quality Team - Raise objection to the proposals given that the applicant has failed to show that the air quality impact of the scheme is acceptable in relation to Core Strategy policy BCS23 – refer to Key Issue H.

Avon and Somerset Constabulary - no objections, albeit would suggest that consideration be given to applying the Secure by Design certification.

Wessex Water – No objections in principle.

First Group (Bus) - “Imperative to the flow of the bus station we would like to stress the importance of keeping Whitsun Street open as much as possible and keep any required closures to an overnight basis. As you may be aware daily closures would have a signification impact upon service delivery and passenger journeys”.

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RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

BCS2 Bristol City Centre
BCS5 Housing Provision
BCS7 Centres and Retailing
BCS8 Delivering a Thriving Economy
BCS9 Green Infrastructure
BCS10 Transport and Access Improvements
BCS11 Infrastructure and Developer Contributions
BCS12 Community Facilities
BCS13 Climate Change
BCS14 Sustainable Energy
BCS15 Sustainable Design and Construction
BCS16 Flood Risk and Water Management
BCS18 Housing Type
BCS20 Effective and Efficient Use of Land
BCS21 Quality Urban Design
BCS22 Conservation and the Historic Environment
BCS23 Pollution

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

DM1 Presumption in favour of sustainable development
DM2 Residential sub-divisions, shared and specialist housing
DM4 Wheelchair accessible housing
DM5 Protection of community facilities
DM7 Town centre uses
DM10 Food and drink uses and the evening economy
DM14 The health impacts of development
DM15 Green infrastructure provision
DM19 Development and nature conservation
DM23 Transport development management
DM26 Local character and distinctiveness
DM27 Layout and form
DM28 Public realm
DM29 Design of new buildings
DM31 Heritage assets
DM32 Recycling and refuse provision in new development
DM33 Pollution control, air quality and water quality
DM34 Contaminated land
DM35 Noise mitigation

Bristol Central Area Plan (Adopted March 2015)

BCAP1 Mixed-use development in Bristol City Centre
BCAP3 Family sized homes

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BCAP4 Specialist student housing in Bristol City Centre
BCAP6 Delivery of employment space
BCAP11 University and hospital development
BCAP15 Small scale retail developments and other related uses in Bristol City Centre
BCAP20 Sustainable design standards
BCAP21 Connection to heat networks
BCAP26 Old City - reducing traffic in the heart of Bristol City Centre
BCAP29 Car and cycle parking
BCAP30 Pedestrian routes
BCAP31 Active ground floor uses and active frontages in Bristol City Centre
BCAP34 Coordinating major development in Bristol City Centre
BCAP36 Bristol shopping quarter
BCAP43 The approach to St Michaels

Supplementary Planning Documents

SPD1 Tall Buildings (January 2005)
SPD5 Sustainable Design and Construction (February 2006)
SPD7 Archaeology and Development (March 2006)
Planning Obligations - Supplementary Planning Document - Adopted 27 Sept 2012

Supplementary Planning Guidance

Kingsdown Conservation Area Character Appraisal
St James Parade Conservation Area Character Appraisal
St Michaels Hill & Christmas Steps Conservation Area Character Appraisal
GPA 2- Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015)
GPA 3- The Setting of Heritage Assets (Historic England, 2015)
City Centre and Public Realm Movement Framework - emerging
City Centre Movement Strategy - draft

Legislation

Planning (Listed Buildings and Conservation Areas) Act 1990
The Town and Country Planning Act 1990
Planning and Compulsory Purchase Act 2004

Equalities Impact 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. Overall, it is considered that the approval of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010. In this case the design and access to the development have been assessed with particular regard to disability, age and pregnancy and maternity issues.

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KEY ISSUES

(A) EXISTING AND PROPOSED LAND USES

i) Existing land use

The National Planning Policy Framework (NPPF) advises that: “Local Planning Authorities (LPAs) should work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.” (paragraph 171).

The site is located within the area designated as Hospital Precinct in the Bristol Central Area Plan (BCAP), which is to “*be developed for healthcare and ancillary uses associated with the University Hospitals Bristol Trust.*” (Policy BCAP11 refers). Local Policy BCS2, provides for the continuing consolidation and expansion of the BRI site, reflecting the contribution it has to the economy and mix of uses in the city centre. It does not allow development which would impede such consolidation and expansion of the hospital facilities within the precinct.

The site was formerly owned by the University Hospitals Bristol NHS Foundation (Trust) (UHBT) but has now been acquired by Unite Students. The Old BRI site was last used by the Trust for ancillary office facilities with some non-clinical services. All services have been moved off the site into new or existing Trust accommodation as a part of a long term rationalisation of the overall UHBT estate, the site having been deemed surplus to requirements through the UHB Trust’s Estate Strategy 2015-2020 and Estate Strategic Plan 2014-2020. This forms part of the wider Bristol Health Services Plan, a major capital programme that seeks to replace old accommodation that is redundant and no longer serves adequately modern day healthcare use. The Estate Strategy focuses on removal of ancillary and non-clinical estate provisions such as the Old BRI building site, which could not support modern operational healthcare service and is no longer economically viable due to high maintenance and running costs.

In light of the above the loss of the health facility as expressed in the application is considered acceptable; the proposals will not impede the consolidation and expansion of hospital facilities. The provision of a medical school (2,648 square metres) would fall within the definition of ‘healthcare and ancillary uses’ and continues the link / relationship of this site with both the hospital and university.

ii) Proposed land uses

The proposed uses have been previously accepted on this site given the earlier scheme which was refused on design and amenity grounds only (16/01888/F). Notwithstanding this, in brief the following is advised:-

The application is for a mixed use, (predominantly residential), scheme on the site in accordance with Policy BCAP1 which seeks mixed use schemes in the City Centre, and in

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St Michael's 'neighbourhood' (as designated in the BCAP) predominantly residential development given the low flood risk.

Medical School - A medical school linked with the University of Bristol is proposed to be accommodated within the lower buildings which would fall within the definition of 'healthcare and ancillary uses' permitted by Policy BCAP11. This use ensures that part of the site continues to operate for hospital services, consolidating as the applicants state, "links to the site for both the University of Bristol +and the Bristol Royal Infirmary". Given that the application states that the proposals are for office and /or medical school, it is considered necessary that any permission has attached to it a condition which secures the medical school in order to comply with policy.

Offices - Policy BCAP6 seeks the delivery of new employment floorspace in the City Centre on all sites in the BCAP boundary unless designated for other uses. Specifically, policy (BCS2 & BCS8) seeks the provision of 150,000sqm net additional high quality office floorspace by 2026 in the city centre. Clearly this has to be balanced against the Hospital Precinct designation and thus the proportion justified. The application proposal is for 4, 212 square metres of office space, which is considered an acceptable use.

Ground floor commercial use (A3) - A small scale unit of 111sqm floorspace is proposed fronting Whitson Street. Policy BCAP15 states that new small-scale retail uses (Use Classes A2-A5) outside of *designated* shopping frontages/ areas in the City Centre would be acceptable where they would contribute to the vitality of the area. The unit would contribute to the activity and vitality of this ground floor frontage.

Food and drink uses are acceptable provided they would not harm the character, residential amenity or public *safety* of the area taking into account concentration of other similar uses, impact of noise, activity, fumes/ smells, litter; transport considerations, refuse storage and flues. The proposals are deemed acceptable in relation to these criteria, subject to appropriate conditions to control matters including opening hours, servicing, extraction equipment, plant noise levels and odour.

Purpose built student accommodation (PBSA) - Policy BCS2 states that development up to 2026 will include the provision of 7400 new homes. Student accommodation contributes towards citywide housing delivery targets in accordance with national guidance (the NPPG) on the basis of the number of cluster units and studio flats proposed, in this case 715 student bedspaces comprising 96 cluster flats and 92 studio flats.

The applicants have submitted a Student Accommodation Supply and Demand Analysis (April 2017), which clearly explains that there is currently a significant demand for and undersupply of purpose built student accommodation (PBSA) in the city. This supports the LPA's pre-existing understanding of this situation through discussions with higher education establishments.

The report indicates that there are currently over 41,000 full time students in Bristol and this is set to reach over 44,000 by 2017/18. Of these some 21,000 currently and up to 23, 000 students in the future are without access to purpose-built student accommodation which

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does not compare favourably to other regional cities. These figures are said to be on the conservative side given that the projection does not include the anticipated growth of the University of Bristol at Temple Meads. The student numbers at the University of the West of England are projected to be more stable.

The report identifies a number of other benefits that the provision of PBSA will bring. Given the majority of students who do not live in a PBSA live in Houses in Multiple Occupation (HMOs) the further provision will free up housing stock for young people and families; for every 1,000 students in HMOs this takes around 200 homes out of the local housing supply. More specifically the location is well placed to serve both Universities being adjacent to the University campus and near to the bus network up to UWE; will be a managed and safe environment and bring greater spending power to the area.

The principle of student accommodation in this location is considered by your officers to be acceptable as contributing to the housing supply and meeting a clear demand for purpose built student accommodation in the city subject to consideration of detailed policy requirements (see below). Furthermore, beyond their contribution to the city's higher education establishments, students bring considerable economic benefits to the city through support of existing services. As such the student accommodation is acceptable in principle on the basis of local policy requirements (Policies BCAP4 and DM2) and offers benefits in removing pressure on other housing stock.

(B) TYPE, MIX AND AMOUNT OF HOUSING

i) Type of housing

Policy BCAP4 of the Bristol Central Area Plan (BCAP) is clear that specialist student housing schemes that contribute to the diversity of uses within the local area will be acceptable in Bristol City Centre unless it would create a harmful concentration of such housing in any given area. Policy DM2 of the SADMP goes on to define, amongst other things, what a 'harmful concentration' might be. It is written out in full below for ease of reference.

DM2 states that specialist student accommodation (and other forms of residential sub-divisions/ conversions/ shared/ specialist housing) "*will not be permitted where:*

i. The development would harm the residential amenity or character of the locality as a result of any of the following:

Levels of activity that cause excessive noise and disturbance to residents; or

Levels of on-street parking that cannot be reasonably accommodated or regulated through parking control measures; or

Cumulative detrimental impact of physical alterations to buildings and structures; or Inadequate storage for recycling/refuse and cycles.

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

Exacerbating existing harmful conditions including those listed at (i) above; or

Reducing the choice of homes in the area by changing the housing mix.

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

Specialist Student Housing – Location Criteria

Specialist student housing schemes will be acceptable within the city centre. Other locations may be suitable subject to the general criteria set out above.”

The application site is situated within a mixed use area and is surrounded by a variety of uses including: the bus station, courts, university buildings, hospital services, offices, public house, residential flats, other PBSA developments, places of worship and temporary residential uses (both short stay and longer stay uses) at St James Priory.

The submitted Student Accommodation Supply and Demand Analysis (April 2017), includes listings of PBSA in the city either provided by both universities, leased by them or purpose-built and directly let. It is apparent that the application proposal if built would be the largest single student accommodation block in the City Centre by a significant margin. The next largest (Marketgate, Unite), accommodates 490 students. Fusion Tower close by to the site (run by Collegiate) accommodates 438 students. The recently completed Orchard Heights on Trenchard Street (also Unite) accommodates 399 students. A map is to be found at the end of the report (page 34) which shows that the nearest PBSA to the site is within 100m of the site in a cluster of 4 sites around Marlborough Street where it meets St James Barton roundabout and Dighton Street/ Cherry Lane. This comprises Blenheim Court (231 beds), Cherry Court (176 beds), King Square Studios (243 beds) and iQ Marlborough Street (361) - a total of 1011 student bedspaces. Another local cluster of units exists around Rupert Street/ Nelson Street around 150-200m away from the site- an area where planning policy has encouraged such uses in recognition of the regeneration benefits these schemes offer. The cluster includes Fusion Tower (438 beds), New Bridewell (499 beds), The Courtrooms (224), Fitzhardinge House (47), Nelson & Drake House (301) - a total of 1509 student bedspaces.

There is therefore a clear pattern of student residences located within the City Centre, as would be expected given that this is the main area of demand close to the UoB and public transport links to UWE. This is concluded to be an appropriate location for student accommodation, away from areas with a predominantly residential character, where they are surrounded by and contribute to a diverse mix of uses and in accordance with Policy BCAP4.

In light of the above the remaining question is whether or not the proposals would result in a harmful concentration of uses based on either demonstrable harm to residential amenity or harm to housing choice.

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While there is not a high residential population immediately surrounding the site, both St James Priory residential accommodation and the hospital facilities are noise sensitive uses. There would be an increase in footfall around the site due to the development, but that would not be anticipated to be a level that would cause unacceptable disturbance to neighbouring occupiers given the location in the city centre with high existing levels of background noise. It is recognised that the nature of the St James Priory site, which faces towards the application site, currently enjoys a degree of separation from the busy character of other parts of the city centre, however any development on this site beyond the previously very low level existing hospital accommodation blocks would have an impact on the relationship with this site and would be likely to result in increased footfall and activity around the site. The creation of an area of public space in this scheme has alleviated this relationship to a certain extent. In addition the site would be managed with a staff presence and security on site 24 hours a day (see submitted Housing Management Plan) to avoid any noise issues or conflict with residential uses. Free on street parking does not exist in this location, and resident/controlled parking exists in neighbouring areas thereby restricting students from bringing cars to the city. In terms of the character and visual appearance of the area, this is highly varied, not residential in character and therefore would be less sensitive to the physical change of development.

The proposals are considered to be in accordance with the other criteria of Policy DM2. The choice of homes in this area would not be reduced but increased as there would be no loss of existing housing stock. The proposal would also improve the prospects of housing stock in other parts of the city (particularly family-sized homes) remaining available for family uses.

ii) Mix of housing

Policy BCS18 of the Core Strategy expects new development to maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities. While the proposal is for student housing only, the evidence above sets out how this would contribute to addressing the demand in the city for this type of accommodation and to a degree freeing up the existing housing stock for family homes within the City Centre to which policy BCAP 3 refers.

iii) Amount of housing

Policy BCS20 states that new development will maximise opportunities to re-use previously developed land. Opportunities will be sought to use land more efficiently throughout the city. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in the land use is achieved and higher densities of development will be sought in the City Centre.

The density of housing on the site would be 268 dwellings per hectare (capacity divided by hectare - $188/0.7 = 268.6$). Given that the size of each cluster unit is between 3-10 bed spaces, (though with lower levels of communal space)- care should be taken when comparing this figure with market development. In reality it is likely that this would equate to a higher density of market housing. However even so, higher densities of up to 200

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dwelling per hectare (Wapping Wharf) and 150 dwellings per hectare (The Zone, St Phillips) are typical and expected of new development in the City Centre to ensure efficient use of land- Policy BCAP20 refers.

iv) Affordable housing/ Key Worker Housing

Student accommodation is exempt from the local policy seeking affordable housing provision from new residential development as it is recognised that such a requirement may make these schemes unviable and the LPA recognises the strong need for student housing in the City Centre to support Bristol's role as a thriving university city. Purpose built student accommodation provision also alleviates the pressure on the private housing stock elsewhere in the city for conversion to student residences- an issue that the LPA has sought to address through a planning mechanism known as an Article 4 Direction, which requires an application for planning permission for changes of use of homes to houses in multiple occupation (HMOs) in those areas of the city most under pressure.

The question has been raised whether the accommodation should be key worker housing for healthcare workers/ students. While the site is within the Hospital Precinct, this designation applies to healthcare and ancillary uses and does not seek to include healthcare worker housing. There is no policy requirement to require provision of this housing type on the site.

v) Summary

Local planning policies BCAP4 and DM2 are clear that specialist student housing schemes will be acceptable in the City Centre provided that they wouldn't result in a harmful concentration through harm to residential character or reduction in housing choice through changing the housing mix.

There is a clear and serious demand for purpose built student accommodation in the city and policy directs such specialist student housing to the City Centre, which helps to relieve the pressure on the private rental housing stock and offers a sustainable location.

While officers acknowledge the public perception that there is an excess of student housing in the city, they are satisfied that this application has demonstrated that it would:

- Help to address the serious undersupply of student accommodation in the city;
- Make efficient use of previously developed land in the City Centre;
- Be an appropriate location for student accommodation within a mixed use area that is not predominantly residential and is close to the University of Bristol (UoB) campus;
- Be a sustainable location close to local services and facilities and the UoB;
- Would not result in loss of existing housing stock that would reduce the choice of homes in the area and this site would be unlikely to have potential for family-sized housing;
- Not result in harm to residential amenity or the character of the area through noise and disturbance to residents, parking issues, inappropriate structural additions to buildings or inadequate refuse and cycle storage;
- Not result in a harmful concentration of student uses; and

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- Offer significant economic benefits to the city.

Officers are therefore satisfied that the proposals would meet all of the policy tests in this respect and strongly advise Members to support the principle of the proposed use on this basis as was previously the case on the earlier scheme – 16/01888/F.

**(C) NEW BUILDING - HEIGHT/ SCALE AND MASSING/ ARCHITECTURAL
TREATMENT / URBAN DESIGN CONSIDERATIONS**

i) Policy Context

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.

The Bristol Core Strategy contains a number of policies relating to design that require development in the city centre 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. 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. Overall both local policy and national guidance (section 7 of the NPPF) recognises the importance of good design meaning development will not be permitted where it would be harmful to the local character and distinctiveness.

Finally, the Bristol Central Area Plan (BCAP) contains specific policies relating to this area or 'neighbourhood' within the city centre. Section 8.21-8.24 outlines the importance of considering impacts on views and landmarks in the city centre, particularly in consideration of tall buildings and outlines the relevant policies. The site lies within St Michael's neighbourhood (as identified within the BCAP) where development should protect the area's historic assets and respond strongly to the area's topography through its design; preserving or enhancing local and long distance views respecting the dominance within the townscape and skyline of existing historic landmarks. A flexible approach will be taken to the redevelopment of sites within the university and hospital precincts, although higher standards of urban design will continue to be sought. Regard should be had however to the

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impact of proposed development on the skyline of the city and the historic environment. Opportunities should be taken to improve the public realm and accessibility. The design of new development should take account of the distinctive scale and character of the key historic streets with the neighbourhood.

ii) The Proposals – massing, layout and building design

The site sits on the southern edge the wider hospital precinct. The Old Hospital and associated Fripps Chapel are locally listed buildings that sit within the site. The site is adjacent to the bus station and the grade 1 listed buildings associated with St James Priory. In addition the White Hart public house and the historic building adjacent to the Bristol Eye Hospital on Lower Maudlin Street are grade II listed.

In light of the above policies officers concur with the City Design Group (CDG) comments in that “the design should aim to conform to the prevailing city scale and grain of buildings and in particular respect the setting of St James Church and Priory. The layout of buildings should aim to reinforce the alignment of the existing street frontages characteristic of the proper definition of urban blocks within the city centre.

The quality of new buildings on the site should seek to provide an appropriate response to the city centre context and the prominence of the site. Buildings frontages should establish an appropriate design quality that complement the context and provides wider visual interest within the townscape, particularly at the corners of the site and in response to views along Marlborough Street, Earl Street and lower Maudlin Street. The location of entrances, lobbies, common areas and ancillary street frontage uses should help to further establish activity at ground floor level and help to reinforce an appropriate streetscape. Consideration should be given to the creation of an attractive and varied skyline in response to a number of identified longer and middle-distant views.

The area suffers from limited and unattractive public realm that results in a poor pedestrian environment and significantly reduces the opportunity for walking and cycle movements. This is particularly problematic given the proximity of hospital uses and the bus station which generate high levels of traffic and movement, as well as the role of Marlborough Street as a corridor for through traffic. As such any scheme should seek to provide a significant improvement to the public realm and ensure an improved direct relationship between buildings and public space”.

The application proposes the demolition of all the buildings on the site. The proposed replacement scheme comprises two main elements, the student halls at the **northern end**, which comprises a substantial perimeter block of student flats around an internal courtyard, and at the **southern end** a freestanding ‘pavilion’ building containing the medical school and office arranged around a central atrium.

With regard to the **northern end** the current design for the student hall includes 11 floors of accommodation, with individual building elements rising 9 storeys above the street level taking into consideration the topography and fall of the site. Small elements fall within the

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Tall Building Assessment threshold (SPD1) and this has been assessed using the agreed viewpoints, the same that were used on the earlier scheme (16/01888/F).

The CDG comments on the proposals are as follows: -

“The scheme includes just over 700 student bedspaces, with communal spaces and reception to provide active frontages onto Marlborough Street, with potential for some commercial space fronting Lower Maudlin Street. Whilst the scheme does not currently incorporate any elements or recognition of locally listed building it is felt that there is greater scope to do so. It is noted that the Marlborough Street façade appears to be set back from the existing side wings, but brings the building line forward of the existing recessed front section containing the main entrance portico.

The scheme recognises the scale of the surrounding buildings and does seek to respond to a more desirable scale overall than the previous proposal. An attempt has been made to break up the mass of the student hall, which is treated in a way that seeks to present a group of buildings rather than a single block. The importance of maintaining uses on the ground floor that better respond to the street and seek to provide activity is welcomed, along with the introduction of main entrances into the complex from each of the street frontages i.e. Marlborough Street, Lower Maudlin Street and Whitson Street.

The pre-application comment recognised that broad approach has helped to move toward a suitable scale of buildings, however the scheme should seek to take this further and better emphasise common areas and entrances to better articulate the building and take it further away from the contemporary office or budget hotel vernacular that the current design still evokes. It was considered that this was particularly true onto Whitson Street where the ground floor treatment and entrance are less convincing with regard to creating an attractive and welcoming street frontage. The loss of the chapel on this elevation is particularly regrettable given the apparent lack of visual richness, and the less engaging treatment at the corners of what is described as the ‘central service road’.

The amendments to the pre-application scheme have made an attempt to increase the prominence of the common room areas to better articulate the architecture and relieve the inherent grid of study bedrooms. Whilst this has resulted to some improvements the broad characteristics of the student block as a large uniform building of student study bedrooms is difficult to integrate within the street without a more genuine subdivision of the accommodation into a series of buildings. The setting back of entrances and some of the common rooms e.g. onto Lower Maudlin Street, does tend to underplay these opportunities to add visual interest and articulate the facades. A more dispersed pattern of development into individual buildings would make it possible to retain existing fabric such as the Chapel and better respond to the alignment of the existing street pattern.

The pre-application comment that the Marlborough Street elevation would also benefit from greater articulation and relief to the eight storey horizontal section of building, within which the main entrance to the block is rather lost below the overriding brick treatment, has been responded to by breaking the main brick elevation and removing part of the street colonnade to reveal the entrance through to the central courtyard. The main entrance is still however

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underplayed in the oblique views along the street and the upper floor facade design does relatively little to highlight the location of the way through.

The pre-application comments relating to the plan form being overly orthogonal and should better respond to the alignment of the street, has not been addressed. Changes to the south facing elevation essentially vary and lighten the design treatment of the central block of the facade however relatively little has changed with regard to the concern that the elevation suffers from being a less important public elevation onto the 'central service road'. Whether or not the route acts as a way to service the buildings, given the potential of this space to provide an additional public route it should be designed as a public front. As such this remains a weakness of the current design.

The pre-application points referring to early discussions about responding to the use and potential life of the student hall need to come from the articulation of the distinctive arrangements of the cluster flats and common areas it still to be demonstrated. The suggested use of public art and creative design to establish a more relevant and distinct typology away from the modern office or budget hotel remains a challenge. Whilst the proposal indicates the potential for public art applied to areas of the facade this potential is far from demonstrated in the current proposal as to how this can help to deliver a more responsive design solution.

The overall design approach to the student block ultimately provides a building that aims to break down the scale and mass of the building but struggles to fully deal with the repeated monotony of standardised study bedroom windows by underplaying the potential for using common room clusters, circulation areas and entrances to ultimately break up and articulate the scheme in a way that compensates for the loss of the existing buildings. As it currently stands the Old Hospital and Fripp's Chapel contribute to a greater degree in terms of articulating the corners of the site and proving a more satisfying response to views along streets such as Earl Street.

The ongoing adjustment to this basic approach does not help to resolve a number of broader design concerns related to high density living in the city centre such as responding to the traditional grain of the area, single aspect north facing living accommodation, common areas that are restricted in terms of natural light, and the delivery of usable private amenity spaces in higher density schemes, which should for example make better use of areas such as flat roofs".

With regard to the **southern end** the medical School / offices the CDG are of the view that despite the applicants statement, the building does not positively address the south facing space created by the layout, and given the prominence of this elevation in the broader townscape as well as the sensitive relationship with adjacent listed buildings this remains a significant issue. The CDG state that "the proposed building containing the offices and medical school currently raises concerns in the way that it responds to the shape of the site, and as such potentially creates some awkward spaces onto Lower Maudlin Street and Whitson Street. The layout responds poorly to its context giving the impression that the design has been imported from a less urban setting. Whilst both the scale and layout of the

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building potentially provide a more appropriate response to the area, there is level of refinement and realignment needed, as well as a rethink in terms of the way that the building addresses the public realm. The medical school function of the building should be more explicit within the scheme adding character and distinctiveness to the site. The education use seems to currently be lost within the combined building which seems much more office than prestigious educational facility. The medical school elements should more confidently respond to the adjacent public realm and the building finishes should perhaps incorporate a more distinctive identity to the building, similar in spirit to the Eye Hospital opposite.

The space to the south is a valid approach and responds to lessening the impact of the development onto St James Priory and the White Hart public house. A slight adjustment to the angle of the building in addition to including an active edge and entrance to the medical school would help to provide a more vibrant character and animation of the space. Better incorporating the space with the building will help to provide a more memorable and positive function to the space which currently reads as space left over in the current design.

The 'central service road' to the north of the building has a relationship with the building on the opposite site of Lower Maudlin Street, although again this could be one that has a more positive and definite response by realigning the building to address the Lower Maudlin frontage and making the central space more perpendicular to the listed building, strengthening the vista. Setting back the entrances of the building on the side elevations does offer some level of interest from the street and into the central atrium, although the current design appears to underplay the contribution that the entrances potentially make to the public realm, and does not fully address the opportunity to contribute to longer views from the bus station or from Lewins Mead.

The initial palette of materials provides a mix of contemporary elements alongside reused stone to form a plinth has some merit, although the design should not seek to use the solid plinth material where the building would better serve the public realm by greater transparency and activity. The initial design facing on the 'central service road' appears as a largely blank rear façade which a concern given its likely visual prominence within the street".

iii) Public Realm and Landscape Design

"One benefit of the scheme is the potential contribution of public realm. The intensive use of the site should however seek to maximise the extent of high quality public realm including a more positive approach and consideration of the 'central service road' which can better serve the development that currently indicated. Greater generosity of the pavements onto Marlborough Street, Lower Maudlin Street and Whitson Street should aim at significantly improving the pedestrian environment with greater opportunity for tree planting that is currently indicated.

The space to the south has greater potential than the lawn and tree planting shown on the initial drawings and the general aim should be to integrate a more comprehensive landscape design alongside improved streets and the central cross space.

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Since the pre-application stage there has been a genuine attempt to respond positively to CDG's assessment of the public realm opportunities; the central road has a shared space and small courtyard sitting area that will soften the development somewhat on the Lower Maudlin Street frontage; the Whitson Street frontage displays a landscape scheme incorporating an open plaza, retained lawn, seating steps and tree planting. Street tree planting along Whitson Street and Lower Maudlin Street will soften the impact of built form on these elevations.

The degree to which these proposals successfully respond to the pre application comments, however, is less positive. With regard to the central road, leaving aside the sitting area, the quality of the walking route provided is not high as it passes through little more than a car park. With regard to the public realm on the Whitson Street / Lower Maudlin Street junction, the proposed pedestrian route involves climbing and then descending flights of steps - quite simply, this will not be used as the steps and their proximity to the building frontage will act as a deterrent to the legibility of the route as public access. It should be noted that this route is highlighted as part of primary access route 3 in the Public Realm and Movement Framework. A more simple scheme that pushed the retaining structure back towards the building and kept the public realm at a level with the highway would read better and provide greater accessibility. A more minor issue concerns the street trees. The species selected are unlikely to provide an effective foil to the building massing as they are generally small trees and short lived; larger growing trees are more typical of Bristol's city centre and responds more to the character of the neighbouring St. James Parade Conservation Area".

iv) Public Art

Policy BCS21 states that major developments should deliver high quality design including the delivery of public art. Given the scale of the proposed scheme as well as the use and location there is an expectation that public art will play a significant role in the design of the scheme, helping to articulate the buildings and animate the public realm.

The LPA would expect to see a Public Art Plan / Strategy to be submitted with the application, however the public art report submitted as part of the application is instead a tender document to develop a public art proposal rather than any firm approach at this stage. The appointment of a public art consultant is welcomed and the LPA would encourage the further development of a public art scheme to animate the site and also to help address the identity and articulation of both new buildings and public spaces.

It is preferable that the development of a public art scheme is integral to the further design considerations that are required in terms of the scheme overall, however public art can be secured via an appropriate planning condition should this become necessary.

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(D) WOULD THE PROPOSED DEVELOPMENT PRESERVE THE SPECIAL INTEREST OF DESIGNATED AND LOCAL, NON DESIGNATED HERITAGE ASSETS

i) Policy Context

A 'heritage asset' is defined in the NPPF (Annex 2: Glossary) as: "A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest." 'Significance' is defined (also in Annex 2) as "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

Any decisions relating to listed buildings and their settings and conservation areas must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 (in particular sections 16, 66 and 72) as well as satisfying the relevant policies within the National Planning Policy Framework and the Local Plan.

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].

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Further, paragraph 133 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 134 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.

The Setting of a heritage asset is defined within the NPPF (Annex 2) as: "The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative

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contribution to the significance of an asset, and may affect the ability to appreciate that significance or may be neutral.”

In addition, the adopted Bristol Core Strategy 2011, within Local Policy BCS22 of the Bristol Core Strategy (BCS) 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 of the SADMP requires that “proposals affecting locally important heritage assets should insure they are conserved having regard to their significance and the degree of harm or loss of significance”. It goes on to state that: “Conserving heritage assets: Where a proposal would affect the significance of a heritage asset, including a locally listed heritage asset, or its wider historic setting, the applicant will be expected to:

- i. Demonstrate that all reasonable efforts have been made to sustain the existing use, find new uses, or mitigate the extent of the harm to the significance of the asset; and
- ii. Demonstrate that the works proposed are the minimum required to secure the long term use of the asset; and
- iii. Demonstrate how those features of a heritage asset that contribute to its historical, archaeological, social, artistic or architectural interest will be retained; and
- iv. Demonstrate how the local character of the area will be respected.”

The NPPF divides heritage assets into two categories: designated heritage assets and non – designated heritage assets. The heritage assets relevant to this site can be summarised as follows:-

Designated Heritage Assets	Non – designated Heritage Assets
Listed Buildings	
Church of St James, Whitson Street (Grade 1)	Old BRI building and chapel (Local List ref. 225)
Church House, Whitson Street (Grade II*)	King Edward VII Memorial Wing (Local List ref:224)
Churchyard walls and gates (Grade II)	
Listed walls and railings, Whitson St (Grade II)	
The White Hart Inn, Lower Maudlin Street (Grade II)	
Bristol Eye Hospital, Lower Maudlin Street (Grade II)	
7, Bridewell Street, (Grade II)	
Former Fire and Police Stations, Silver Street (Grade II)	
Conservation Areas	
St James Barton - adjacent	
Kingsdown	
St Michaels Hill and Christmas Steps	

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The term non-designated heritage asset is explained by the National Planning Policy Guidance (NPPG) as: “...buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets...”

ii) The Impacts

A Heritage Assessment was submitted with the application with the aim of addressing the heritage issues relating to proposed development and its surrounding environs.

Impact Upon Setting of Adjacent Conservation Area(s)

The Church of St James Priory sits within the St James’s Parade Conservation Area, a building of exceptional interest and a focal building within the conservation area; a landmark as such. The applicants are of the view (paragraph 3.7) that the application site “has relatively little contextual connection” with the Church of St James and its attendant group of listed buildings. It is concluded that the proposed demolition and redevelopment will “cause no harm to the significance of the St James’s Conservation Area or to the Grade I listed Church of St James Priory or to the grade II* listed Church House.

Officers from the City Design Group (CDG) however disagree with this conclusion and are of the view that the “proposed building is in marked contrast to the character and scale of the St James Parade Conservation Area and fails to respond to its context and as such the proposals represent substantial harm to its setting. Although outside of the Conservation Area it is within its immediate setting. It is not considered to preserve that setting, and the unresponsive design is unlikely to enhance it. There is a close grouping of Listed buildings within the Conservation Area around the intimately scaled parvise (the courtyard) at the west end of Grade I Listed St James Priory church. Whilst the new structures will have only limited impact from within the enclosed area it will be visible to some extent. As part of the setting, that area within which the asset might be enjoyed, it represents an over-dominant massing with elevations immediately facing the assets that are architecturally arbitrary and of an un-contextual materiality. The formation of a new area of public space on the southern corner of the site fails to provide enclosure to the north side of Whitson Street that might better address the intimacy of the parvise and the Listed entrance gates and walls”.

St James Priory

The Grade I Listed church tower and the architecturally significant west front, are a clear landmark when viewed from Lower Maudlin Street. It is considered that the loss of this visual connection, and the consequential harm to the legibility of this asset are considered to pose a moderate to high degree of not substantial harm to its legibility within the urban landscape. New development should seek to enhance and better expose the significance of heritage assets and these proposals fail to address this aspect of policy.

Church House

Church House is a Grade II* Listed building attached to the north aisle of St James’s Church. A complex building; its special interest is mainly on extant work of the C17th. It enjoys an intimate location tucked in the north corner of the parvise. Views from the parvise northwards will be negatively impacted upon by the proposed development. Presently the chapel of the

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Old BRI building represents a backdrop to these views, and its loss, and the negative impact of the proposed redevelopment is considered to pose a moderate to high degree of not-substantial harm.

The White Hart Inn

The White Hart Inn is a Seventeenth Century building of two and two and a half storeys that terminates the west end of the Conservation Area. The applicants accept that the “degree of change will be noticeable, but will be entirely consistent with any city centre situation where a site is being redeveloped near a listed building”. They consider that the proposals will result in a “dramatic improvement” in terms of the surroundings of this listed building and that the “depressing effect of the rear elevation of the Old BRI will be removed and the new surroundings of the listed building will better reveal its significance”. Officers have a contrary view and consider that the proposed building and the intended open space would appear incongruous as the setting of this building and pose a high degree of not-substantial harm to it through poorly considered scale and massing and a generic architectural treatment that lacks local distinctiveness or understanding of context. This negative impact would be particularly harsh when viewed from the south-east when viewing the assets up Lower Maudlin Street with the proposed building volume looming behind it.

The chapel of the Old BRI is now a legible landmark within the setting of the White Hart Inn when viewed from Lower Maudlin Street. The loss of this character building, the design and materiality of the new structures, and the poorly considered open space adjacent to the inn pose substantial harm to its setting.

Lower Maudlin Street

Two grade II Listed buildings on the south side of Lower Maudlin Street, now the Bristol Eye hospital, are an attractive pairing of C18th dwellings with a clear design ambition and quality of materials. The adjacent unlisted C20th structures respond in both scale and materiality to these buildings in a responsive manner. The scale of the proposed dwelling in close proximity on the east side of the street is considered to be over-dominant upon the heritage assets and to pose a moderate to high degree of not-substantial harm to those assets; the applicants consider that this is a “typical juxtaposition of facades such might be found in any inner urban environment and the listed building will be no less significant as a result”. It is also considered that the setting is further harmed by the obstruction of the clear sightline between these buildings and St James’s church tower, the parish within which these houses sat. Whilst the new buildings will be significantly taller than the Listed structures; their location on the opposite side of the road and the denser urban character of this street limit the degree of negative impact. The harm posed is a moderate degree of not substantial harm.

Demolition of Old BRI Building and Fripp’s Chapel - Non – designated Heritage Assets

The application proposes the demolition of the C18th and C19th Old BRI building and chapel, 1858, which are not listed or within a Conservation Area, but are identified on the city’s Local List as being a valued building in heritage terms; of architectural/ aesthetic, historical and communal importance, and are categorised as a non-designated heritage asset. The NPPF states that: “*In weighing applications that affect directly or indirectly non*

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designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.” (paragraphs 135 & 136).

The Bristol Royal Infirmary is one of the earliest hospitals founded in the country outside of London (1736) though the Old Building on the site dates from a later period (1784-1814) by architect Thomas Paty. The chapel was added in 1858-60 by local architect S.C.Fripp. Two applications (one in 2010 and one in 2015) were made to Historic England (formerly English Heritage) that the buildings be listed but both were declined.

The submitted Heritage Statement considers that the Old BRI building “has a degree of local historical interest, but in architectural terms it is relatively uninspiring” the heritage significance/ value of the site as being generally of low or moderate value with the Old Building having high historical and communal value and Fripp’s Chapel as having moderate/ high aesthetic value. It describes The Fripp Chapel as “a small building of relatively little intrinsic architectural and historic interest that might not be considered for local listed if it were not attached to the Old BRI” (paragraph 3.26).

Historic England have previously advised that: “The loss of the locally listed building, including the chapel, conflicts with Bristol City’s Core Strategy Policy BSC22; and as such would entail the loss of a distinctive and locally-valued historic building which contributes to the overall street-scene and Bristol’s wider identity. It will be up to the local planning authority to consider the justification for this and to weigh up the complete loss of significance of this heritage asset.” They continue to in effect leave the issue of the demolition to the Local Planning Authority. It is clear from the high level of objections to the loss of the buildings that both buildings are highly valued within the community and wider area.

It is the view of officers that the design approach to the site involving the complete demolition of the Old Hospital and Fripps Chapel fails to recognise the importance or relevance of the locally listed buildings. The Council’s City Design Group (CDG) have previously and continue to advise that the Old Building has high community and streetscape value, and plays a key role in defining the history and sense of identity to the area, thus disagreeing with the Heritage Assessment. The independent panel considering nominations for local listing has given a good score to the building for its architectural interest and historic importance. It is important to retain the key aspects of the building i.e. original external fabric, the H-form plan, floor slabs and any other notable features that contribute to the significance of the heritage asset. The hospital chapel is a key feature in the streetscape. It is essential that the historic assets on the site are responded to in a positive way, although it is acknowledged that there are a number of ways in which this can be done involving various degrees of retention, adaption and alteration.

It is maintained that there are a number of alternative strategies to retaining the buildings in full or in part or indeed a more explicit response to the evolution and reuse of historic fabric. It is accepted that the Old Hospital building has been much altered. Some parties including the applicant consider it to be a relatively unattractive building which only serves to create an

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oppressive canyon onto Marlborough Street. CDG maintain the view that the building is of historic merit with regard to its association with the development of the hospital precinct. In design terms the building has some merit in the potential for a more restored and repaired elevation, and it is maintained that there is scope to maintain, rework or reuse the building fabric as part of the wider scheme. In particular, the formal entrance façade onto Marlborough Street, and the strong plinth and lower parts of the corner wings have great potential to further contribute to this part of the city centre.

With regard to Fripps Chapel, the recent site clearance has further exposed what is an attractive building of considerable townscape merit, and given the small footprint on the site as a whole should be retained in its entirety and incorporated fully into the development scheme. The chapel is an early example of a standalone building type and the first documented example of a locally distinctive “Bristol Byzantine” style.

Ultimately their complete loss which represents substantial harm, will have to be weighed in the balance having regard to the significance of this heritage asset and the development proposals overall.

iii) Archaeology

The site has significant below-ground archaeological potential. It lay within the precinct of the 12th century St James Priory and part of the wall abutting Lower Maudlin Street could lie on the line of the western precinct boundary wall. Part of the northern boundary wall may run through the site. Other consensual or ancillary buildings may survive on the site while there were 17th century buildings fronting on to Lower Maudlin Street, illustrated in a painting of 1826.

An evaluation trench was excavated on the site during the course of the previous application. The results of this fieldwork have not been submitted to the planning authority, but it is known from a monitoring visit that archaeological remains were identified that will warrant further investigation. Should this application receive consent and the standing buildings lost, the scope of a programme of works would significantly increase because the research agenda for the site will include the origin of the infirmary and its role in the city's health care provision. Conditions to secure the recording of the buildings to be demolished would be required should consent be given.

E) IMPACT UPON THE AMENITIES OF EXISTING AND FUTURE OCCUPIERS

In delivering high quality urban design new development should safeguard the amenity of existing development and its occupiers and create a high-quality environment for future occupiers, which is also safe, healthy and useable (Policy BCS21 refers). Policy BCS23 of the Core Strategy addresses the issue of different forms of pollution, including noise and air pollution. Policy DM33 is clear that development will not be permitted if mitigation cannot be provided to an appropriate standard with regard to air quality amongst other things.

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The site is set within a tight urban context and typically surrounded by a mixture of uses. Given the scale of the development proposed, the following issues must be given due consideration and weighed in the balance, when assessing the development proposals: – the impact of the proposals upon daylight / sunlight; overshadowing; whether the development would be overbearing on adjoining occupiers and / or create unacceptable levels of overlooking; whether the layout provides for an environment which feels safe; the nature and space of the residential units being created; addressing any issues of noise and disturbance. Taking these factors into account the following assessment has been made, firstly with regard to existing occupiers / premises and secondly the impact upon future occupiers.

i) Existing Neighbouring Occupiers

Daylight / Sunlight – Using the published guidelines of the Building Research Establishments 'Site Layout planning for Daylight and Sunlight' 2011 this reports examines, through established methodology, the impact of the development upon the levels of daylight and sunlight that existing residents will receive. The BRE Report advises that daylight levels should be assessed for the main habitable rooms of neighbouring residential properties. Habitable rooms in residential properties are defined as kitchens, living rooms and dining rooms. Bedrooms are less important as they are mainly occupied at night time. It is important to note that the advice contained within the BRE Report is guidance only, it is not mandatory and that ultimately there is a degree of judgement to be made and consideration of neighbourliness.

The report has assessed the second floor flat within St James Church House; the upper floor of the White Hart Public House; the listed St James Almshouses and Walsingham House Hostel. Members should be advised that the earlier scheme, which was previously subject to appeal (now withdrawn), did not include an assessment of the St James Almshouse.

It concludes that "generally the scheme is considered to have a predominately negligible impact when measured against the significance criteria of the VSC (vertical sky component), no vertical sky line and the average daylight factor method for daylight assessment. With regard to sunlight "generally the scheme is considered to have a negligible impact when measured against the criteria. As such overall assessment concludes that the "proposed development will create a negligible impact on the residential amenity adjacent to the development site and is considered to be acceptable in daylight and sunlight terms on the surrounding properties". Officers are now satisfied with this assessment.

Overshadowing / Overlooking and Overbearing - The relationship of the proposed development with St James Priory was a cause for concern for members in the earlier scheme (16/01888/F) which formed one of the reasons for refusal. The current scheme sets the southern building back from Whiston Street at the lower end and instead provides an area of public realm. It is considered that this coupled with the scale of the development at this end reduces any subsequent impacts in terms of being overlooked; overshadowed or the development being over bearing.

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With regard to the other relationships between the existing and proposed developments on Marlborough Street, Lower Maudlin Street and the upper end of Whitson Street, these are all considered acceptable given the nature of the uses (existing and proposed) and typical of a city centre relationship.

ii) Future Occupiers

Student uses are not required to meet the national space standard, given that they are regarded as temporary uses. While the outlook from some of the student bedrooms would be limited this is considered acceptable given the urban context and to an extent the temporary nature of the accommodation.

An acoustic report was submitted with the application which undertook noise monitoring at the site. Officers are satisfied that with the appropriate conditions noise can be satisfactorily mitigated.

(F) TRANSPORT AND MOVEMENT CONSIDERATIONS**i) Policy Context**

The NPPF at Section 4 (paragraphs 29 – 41) addresses the issue of promoting sustainable transport measures. The site is in a sustainable location that in principle in highway terms is considered to be acceptable for an intensive mixed use development such as this, as it would concentrate development close to public transport hubs, services and facilities in accordance with Policy BCS20 of the Core Strategy. Policies BCS10, DM23 and DM27 are relevant and referenced below.

ii) Highway Boundary - Highway Boundary Marlborough Street

In promoting sustainable transport measures Local Planning Authorities are advised to identify and protect, where this is robust evidence, site and routes which could be critical in developing infrastructure to widen transport choice. Policy BCS10, amongst other things, requires development to be designed in such a way as to enable the delivery of improvements to the transport infrastructure; to make the best of the existing transport infrastructure through improvement and re shaping of roads and junctions where required to improve accessibility and connectivity and assist regeneration and place shaping. Corridors with potential to service future routes for walking, cycling and public transport are to be safeguarded or sought where appropriate. Policy BCS13 requires that development should mitigate climate change through measures which would include patterns of development which encourage walking, cycling and the use of public transport instead of journey by private car.

Policies DM23 echo these overall principles with regard to improvements to sustainable modes of transport and policy DM27 reiterates that proposals should not prejudice future potential for an area to achieve a coherent, interconnected and integrated built form in order

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to create healthy, safe and sustainable places, providing inclusive access, creating safe and attractive links to other routes.

The development proposals fail to consider the wider implications of the highway network. The applicants have been advised that if the building is not to be retained then there is a requirement for this frontage to be set further back than shown on the submitted plans, in line with the adjacent Dorothy Hodgkin Building, in order to create a wider transport corridor (21 metres is required). This will remove a significant bottleneck and constraint on the highway network to the benefit of all highway users. It would provide a much safer environment for existing pedestrian and cyclists and the 715 occupants and visitors to the development. The Authority's Transport team advise that looking at the wider highway network it will allow the Authority to make significant safety and reliability improvements for cyclist and buses respectively in the vicinity and would ensure that the highway network has sufficient resilience to cope with the demands of other developments including a potential new BRI car park, Callowhill Court and other future growth, and building on the aspirations of the developing City Centre Movement Strategy.

iii) General Footway widths

National policy is clear that good design goes beyond architecture and should address connections between places, integrating new development into the existing environment to create safe and accessible places for all people and improve the way that they function (Section 7, NPPF). Local Policy BCAP30 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." Whitson Street between the bus station and Lower Maudlin St is an existing primary pedestrian route (as designated by the BCAP) whereas all of the other streets bordering the site are existing secondary pedestrian routes. Policy DM23 requires development to provide, where appropriate, enhancements to the walking and cycling network.

The proposals would introduce a significant number of employees (office and commercial) and a significant number of medical students and student residents (715) all using the site at any time. While the site was last used by the hospital trust for offices/ wards which would attract a certain footfall, the proposal would increase footfall to the site dramatically.

Concern has been raised with the applicants with regard to the footway widths around other parts of the site which fall short of adequate in some locations, particularly where there is likely to be a significant increase in concentration of pedestrians. In addition, a considerable amount of cycle storage has been shown around the footway which exacerbates the problem as does some of the tree planting, which whilst welcome appears to be in the middle of some widened footways, the advantages of which have therefore been lost.

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iv) Lower Maudlin Street

The existing contraflow cycle lane appears to be lost. The remaining footway is obstructed with street furniture. Further consideration to this area is required and this matter has not been resolved.

The refurbishment of the existing zebra crossing will be required. This will be a significant desire line for the new users of the site. This does not form part of the proposals being considered.

v) Whitson Street

The applicants are unwilling to undertake improvements to the junction of Whitson Street with Marlborough Street. The application is likely to increase volumes of pedestrians to significant levels in the vicinity of this site, and measures to improve crossing facilities at this junction will be required. This has not been included within the proposals.

Further down Whitson Street, the area around the taxi rank and entrance to the bus station is problematic and the opportunity to sufficiently widen the highway and / or footway in this area has not been taken. The additional concentration of pedestrians has been focused on this area in the form of a medical school and commercial uses, the former of which will have numbers of students leaving the site in plateaus after lectures. This location is bound by a taxi rank at the carriageway edge and at the back edge of the footway a structure housing stairs and a ramp. Significant volumes of students leaving the building would have to navigate an effective width of 1.6m along with passengers boarding taxis. This is inadequate and unsafe.

vi) Access road and Servicing

Concern has been raised with regard to the proposed new access road at the Whitson Street end given the considerable cross fall and right angle; the Authority needs to be satisfied that this area is not affected by an adverse camber. Significant re – levelling of Whitson Street may be required. In addition, should the applicants be using Bristol Waste as contractors, this area would need to be accessed by refuse vehicles of 11.4 m rather than the 10m which has been tracked; and the swept paths demonstrating this will be satisfactory have not been provided. This is likely to have an impact on the taxi rank, and is likely to result in the overrun of the footway, to the detriment of safety and with significant maintenance implications.

vii) Servicing

Concern has been raised with regard to the provision for and location of the refuse storage facilities by both the Authorities Transport Team and Bristol Waste. A Servicing Strategy / Statement would be needed to address these issues should permission be granted, prior to the commencement (rather than occupation of) any development to ensure that these issues

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can be adequately resolved. This would also identify the use of smaller vehicles for refuse collection.

viii) Cycle Parking

Sufficient cycle parking is provided (181 + an additional 26 for visitors but concerns are raised with regard to their position in terms of accessibility / sufficient space to be operated. An additional 110 short stay cycle parking spaces are provided on – street, which is considered excessive and will result in the obstruction to the footways in places.

ix) Car Parking

23 car parking spaces are proposed within the central area off the proposed access road. Observations from the Authorities Transport team identify issues with their usability given 16 are tandem spaces and the lack of buffer space, protecting adjacent structures. This could be resolved by removal of some of the spaces, which are currently considered to pose a safety concern.

x) Taxi Rank

The proposals would result in the removal of a taxi bay which is likely to be problematic, but ultimately this would be subject to the TRO process.

xi) Construction Management

A Construction Management Plan is required for this site which has not been submitted with this application. This to be secured via condition should permission be granted. This is particularly pertinent considering the significant issues which have been raised during the application for demolition.

xii) The Framework Travel Plan

A Framework Travel Plan (April 2017) was submitted with the application. Should permission be granted, within 6 months of occupation, a Full Travel Plan would be required, to be secured by condition. A Management and Audit Fee is to be secured via any S106 agreement, which equates to £10,000 given the scale of this development.

xiii) Student Drop Off

A Student Moving In / Moving Out Strategy (April 2017) was submitted with the application. In brief the strategy is to use the car parking spaces on the site at the start and end of the student term. Loading and unloading students will be booked into slots and will have to park elsewhere in public car parks until their slot is available. This approach is deemed acceptable by the TDM team and in line with other student developments in the city centre. A condition would be required to secure this strategy.

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(G) SUSTAINABILITY

The Bristol Core Strategy contains specific policies relating to sustainability as follows: Policy BCS13: Climate Change, BCS14: Sustainable Energy, BCS15: Sustainable Design and Construction and BCS16: Flood Risk and Water Management. The Bristol Central Area Plan also includes further policies BCAP20 and BCAP21 relating to sustainability standards and connections to district heat networks.

In order to address the above policies an Energy Strategy (April 2017) was submitted as part of the application. This has been assessed by the Authorities Sustainable Cities team and further queries were later addressed by the applicant.

For the student accommodation the strategy proposes energy efficiency measures; a solar PV; heat pumps providing space heating/ cooling in communal areas and a gas fired CHP with back up gas fired boilers providing domestic heating. The Energy table shows a 9.9% reduction in residual emissions.

For the office / medical school the strategy proposes improvements in the fabric efficiency; aspirations with regard to air leakage; heat pumps and a roof mounted PV system; mechanical ventilation with heat recovery and the potential connection to the district heating network for the provision of domestic hot water. The building provides a 32% reduction in residual emissions from renewable energy.

Connection to a district heat network is unlikely to take place within the timeframe of the construction process, but through conditions, further consideration could be given to this matter or to providing the ability to connect to future networks.

There are elements that are not wholly satisfactory, for example the provision of electric panel heaters in the student accommodation and the level of residual emissions, but overall it is considered that subject to the imposition of a number of conditions, the proposals in terms of sustainable credentials are considered acceptable.

H) AIR QUALITY

The site lies with the Air Quality Management Area (AQMA). Policy BCS23 states that development should be sited and designed in a way as to avoid adversely impacting upon, amongst other things, environmental amenity of the surrounding area by reason of air pollution. Policy DM33 seeks the inclusion of mitigation measures to address air quality in any development.

An Air Quality Assessment was submitted in support of the application. The Authority's Air Quality Officer raised serious concerns with regard to the impact of the proposals on air quality. The modelling approach was discussed with the consultants and it was agreed to conduct further work to provide information on the air quality impact. As far as the Authority is aware the agreed work has not been completed; no further information on the air quality

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impact has been received. In the absence of the agreed technical report on the revised modelling, the objection remains.

(I) FLOOD RISK AND SUSTAINABLE URBAN DRAINAGE

There are no objections on the grounds of the above issues subject to conditions.

(J) CONTAMINATION AND COAL MINING RISK ASSESSMENT

There are no objections on the grounds of the above issues subject to conditions to secure compliance with the submitted and approved remediation scheme and contingency should any further contamination be found any time when carrying out the approved development.

(K) NATURE CONSERVATION

Officers are satisfied that nature conservation considerations such as potential for roosting bats/ nesting birds have been addressed, subject to the imposition of a number of conditions should permission be granted.

(L) PLANNING OBLIGATIONS / HEADS OF TERMS

The key planning obligations relate to the Management and Audit Fee for the Travel Plan (£10,000). These obligations could be secured by a legal agreement should permission be granted.

(M) COMMUNITY INFRASTRUCTURE LEVY (CIL)

The development will be liable for CIL, which is calculated to be £1,419,949.50, provided that none of the remaining buildings currently on site are demolished prior to any consent being granted.

CONCLUSION

The proposals are considered to fall short of the policy aim to achieve high standards of urban design, (to include architectural quality), whilst safeguarding or enhancing the historic environment. For the reasons set out in the report it is considered that the proposals particularly fail to contribute positively to the area's character and identity, creating or reinforcing local distinctiveness. In so doing the proposals also represent substantial harm to a number of the designated heritage assets, namely the St James Parade Conservation Area; the setting of the Grade II listed White Hart Inn and in terms of locally designated heritage assets, the total loss of the BRI old building and the chapel and varying degrees of not substantial harm to the setting of other designated heritage assets. There is significant level of objection from amenity groups and third parties on this issue which are well documented in the report.

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It is recognised that there are a number of public or other benefits of the scheme, beyond the generic benefits of a city centre mixed use scheme on brownfield land, in that the proposals will address to a degree the undersupply of student accommodation and provide a medical school which the applicant's state would be linked to the University of Bristol and the Bristol Royal Infirmary. It is however considered that these are not substantial and as such do not outweigh the harm to both the designated and non- designated heritage assets.

In addition to the above and to be weighed in the balance of considerations are the issues raised with regard to the transport and movement, one of which is a principle issue regarding the building line along Marlborough Street and the opportunities lost in terms of the wider highway network and providing a safer environment for all highway users. With regard to the more detailed considerations of footway widths and cycle storage, ultimately this relates back to the design quality of the scheme.

A final outstanding issue is that of the matter of air quality. At the current time the proposals, through the modelling submitted within the Air Quality Assessment, indicate that the development will result in an unacceptable substantial adverse impact upon air quality in the locality. In the absence of any evidence to the contrary (through re modelling) or amendments to the scheme to address this issue, the proposals in this regard are not policy compliant.

In light of the above officers are unable to support the proposals as they stand; the opportunity to address these issues in a collaborative manner is not now available to officers. As such it is recommended that officers defend a refusal of the scheme at the forthcoming Public Inquiry for the reasons set out below.

RECOMMENDED: THAT HAD THE LOCAL PLANNING AUTHORITY BEEN IN A POSITION TO DETERMINE THE DEVELOPMENT PROPOSALS IT WOULD BEEN REFUSED ON THE FOLLOWING GROUNDS: -

- 1) The proposed development by reason of its overall urban design and architectural quality would be unacceptable, failing to respond positively to the existing city centre context and failing to preserve the special interest and setting of relevant heritage assets contrary to Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; Sections 7 and 12 of the National Planning Policy Framework (March 2012); Policies BCS21 and BCS22 of the Bristol Core Strategy (June 2011); Policies DM26, DM27, DM28, DM29 and DM31 of the Site Allocations and Development Management Policies (July 2014); and Policy BCAP43 of the Bristol Central Area Plan (March 2015).
- 2) The proposed development, by reason of siting, fails to provide for adequate road space to make improvements to the local and wider transport network which will have adverse impacts upon the quality and safety of pedestrian and cycle routes around the site; congestion; public health; highway safety and will prejudice the delivery of wider strategic growth within the vicinity and central area. As such the proposals are contrary to advice contained within Section 4 of the National Planning Policy Framework (March 2012); Policies

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BCS10 and BCS13 of the Bristol Core Strategy (June 2011) and Policies DM23 and DM27 of the Site Allocations and Development Management Policies (July 2014).

3) The proposals fail to provide adequate footway widths in order to provide for the significant increase in pedestrian movements around the site to the severe detriment of pedestrian safety and accessibility, contrary to guidance contained within Section 4 of the National Planning Policy Framework (March 2012); Policies BCS10 and BCS13 of the Bristol Core Strategy (June 2011); Policy DM23 of the Site Allocations and Development Management Policies and Policy BCAP43 of the Bristol Central Area Plan (March 2016).

4) The proposal fails to provide adequate cycle parking and thereby adequate provision of sustainable travel facilities contrary to guidance contained within Section 4 of the National Planning Policy Framework (March 2012); Policies BCS10 and BCS 13 of the Bristol Core Strategy (June 2011) and Policy DM23 of the Site Allocations and Development Management Policies (July 2014).

5) In the absence of information to the contrary, the proposed development would result in an unacceptable substantial adverse impact upon air quality in the locality and is therefore contrary to Policy BCS23 of the Bristol Core Strategy (June 2011) and Policy DM33 of the Site Allocations and Development Management Policies (July 2014).

Supporting Documents

1. Old Bristol Royal Infirmary Building, Marlborough Street (South Side)

1. Proposed site plan – Rev A
2. Aerial views
3. Marlborough Street elevation – Rev B
4. Whitson Street elevation – Rev B

Notes:

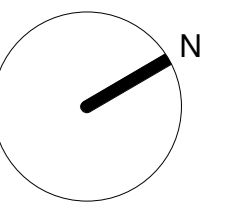
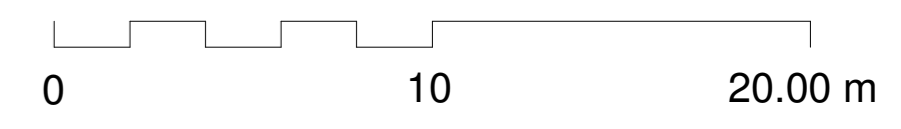
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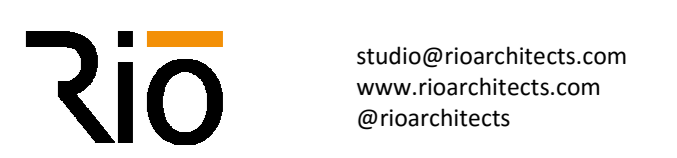
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A	General Amendments	06.04.17
No.	Description	Date



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Client:
Unite Students

Project:
0282 BRI

Drawing Status:
PLANNING

Scale @ A0: 1:200
Scale @ A3: 1:200
Drawn By: SJ
Checked By:
Date: 20.03.17
Date: 20.03.17

Drawing:
Proposed Site Plan

Job No: Rio 0282
Drawing No: A-PL-003
Rev: A



Aerial View - Looking North



Aerial View - Looking South



Aerial View - Looking East



Aerial View - Looking West

Notes:

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Rev	Description	Date	Rev'd	CHK'd
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Client:
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Project:
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Drawing Status:
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Scale @ A1: Drawn By: CT Date: 27/04/17	Scale @ A3: Checked By: Checker Date:
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Drawing:
Aerial Views

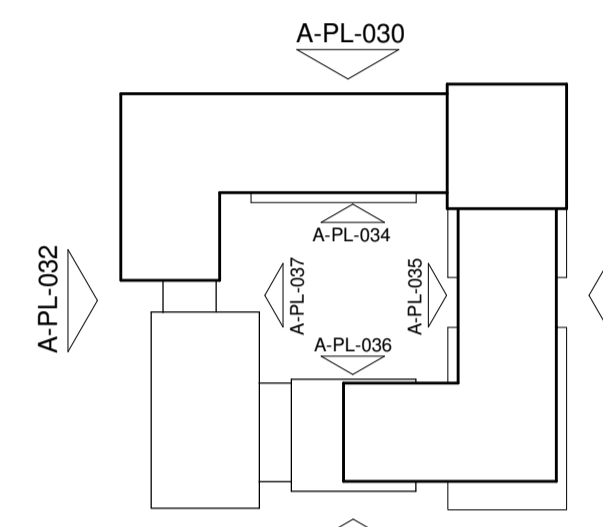
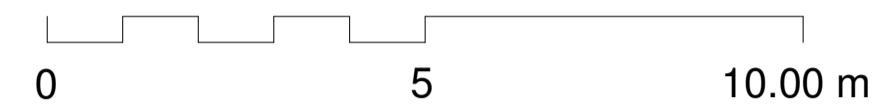
Job No: Rio 0282	Drawing No: A-PL-080	Rev:
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Elevation Key

Marlborough Street Elevation
Scale : 1 : 100

B	Materials & Key Updated to Reflect Design Changes	27.04.17	SJ	SH
A	Materials & key updated	03.04.17	DW	CD
Rev	Description	Date	Rev'd	Chk'd

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Project:
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Drawing Status:
PLANNING

Scale @ A1: **As Indicated** Scale @ A3:
Drawn By: **DW/SJ** Checked By: **Checker**
Date: **24/03/17** Date:

Drawing:
Marlborough Street Elevation

Job No: **Rio 0282** Drawing No: **A-PL-030** Rev: **B**

Materials Key	
Key	Material
1	Equitone Cladding Grey (Linea / Tectiva)
2	Buff Facing Brick
3	Dark Grey Brick
4	Red Brick
5a	Projecting Window surround - Grey
5b	Projecting Window surround - Coloured
6a	Aluminium window - Buff Coloured Frame
6b	Aluminium window - Grey Coloured Frame
6c	Aluminium window (Frosted Glass) - Grey Coloured Frame
7a	Equitone infill panel - Buff
7b	Equitone infill panel - Grey
8b	Curtain Wall - Dark Grey Frame
12	PPC Flat Metal Infill Panel

Materials Key	
Key	Material
13a	Recessed Brickwork - Buff
13b	Recessed Brickwork - Grey
13c	Recessed Brickwork - Red
14a	Metal PPC Louvred Panel - Buff
14b	Metal PPC Louvred Panel - Grey
15	Recessed Shadow Gap Feature
17	PPC Pressed Aluminium Coping
18a	Louvre Ventilation Panel PPC - Buff
18b	Louvre Ventilation Panel PPC - Grey
19	Aluminium Cladding
20	Column - Dark Grey
21a	Glass Spandrel - Neutral Colour
21b	Glass Spandrel - Buff Colour
21c	Glass Frosted



Whitson Street Elevation
Scale : 1 : 100

Materials Key		Materials Key	
Key	Material	Key	Material
1	Equitone Cladding Grey (Linea / Tectiva)	13a	Recessed Brickwork - Buff
2	Buff Facing Brick	13b	Recessed Brickwork - Grey
3	Dark Grey Brick	13c	Recessed Brickwork - Red
4	Red Brick	14a	Metal PPC Louvred Panel - Buff
5a	Projecting Window surround - Grey	14b	Metal PPC Louvred Panel - Grey
5b	Projecting Window surround - Coloured	15	Recessed Shadow Gap Feature
6a	Aluminium window - Buff Coloured Frame	17	PPC Pressed Aluminium Coping
6b	Aluminium window - Grey Coloured Frame	18a	Louvre Ventilation Panel PPC - Buff
6c	Aluminium window (Frosted Glass) - Grey Coloured Frame	18b	Louvre Ventilation Panel PPC - Grey
7a	Equitone infill panel - Buff	19	Aluminium Cladding
7b	Equitone infill panel - Grey	20	Column - Dark Grey
8b	Curtain Wall - Dark Grey Frame	21a	Glass Spandrel - Neutral Colour
12	PPC Flat Metal Infill Panel	21b	Glass Spandrel - Buff Colour
		21c	Glass Frosted

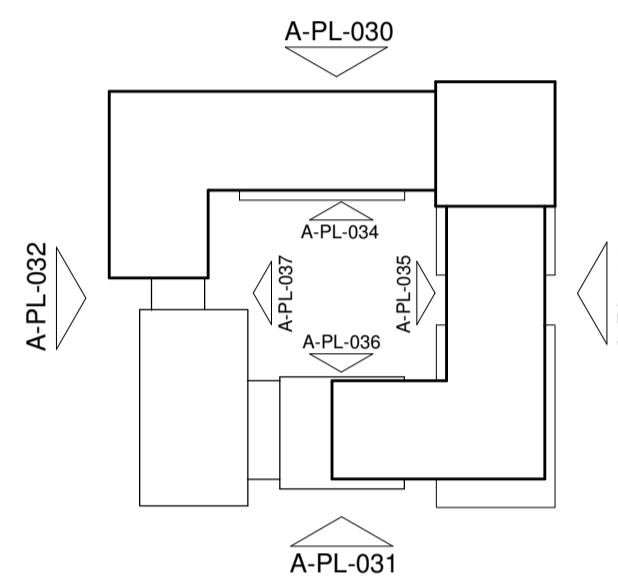
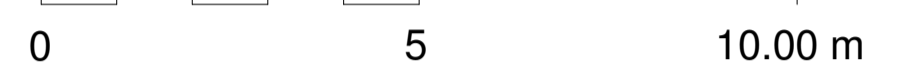
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Elevation Key

Rev	Description	Date	Rev'd	Chk'd
B	Materials & Key Updated to Reflect Design Changes	27.04.17	SJ	SH
A	Materials & key updated	03.04.17	DW	CD



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PLANNING

Scale @ A1: **As Indicated** Scale @ A3:
Drawn By: **DW/SJ** Checked By: **Checker**
Date: **24/03/17** Date:

Drawing:
Whitson Street Elevation

Job No: **Rio 0282** Drawing No: **A-PL-033** Rev: **B**

Development Control Committee B – 27 September 2017

ITEM NO. 2

WARD: Lockleaze **CONTACT OFFICER:** Jess Leigh
SITE ADDRESS: Land To The South Of Morris Road Morris Road Bristol

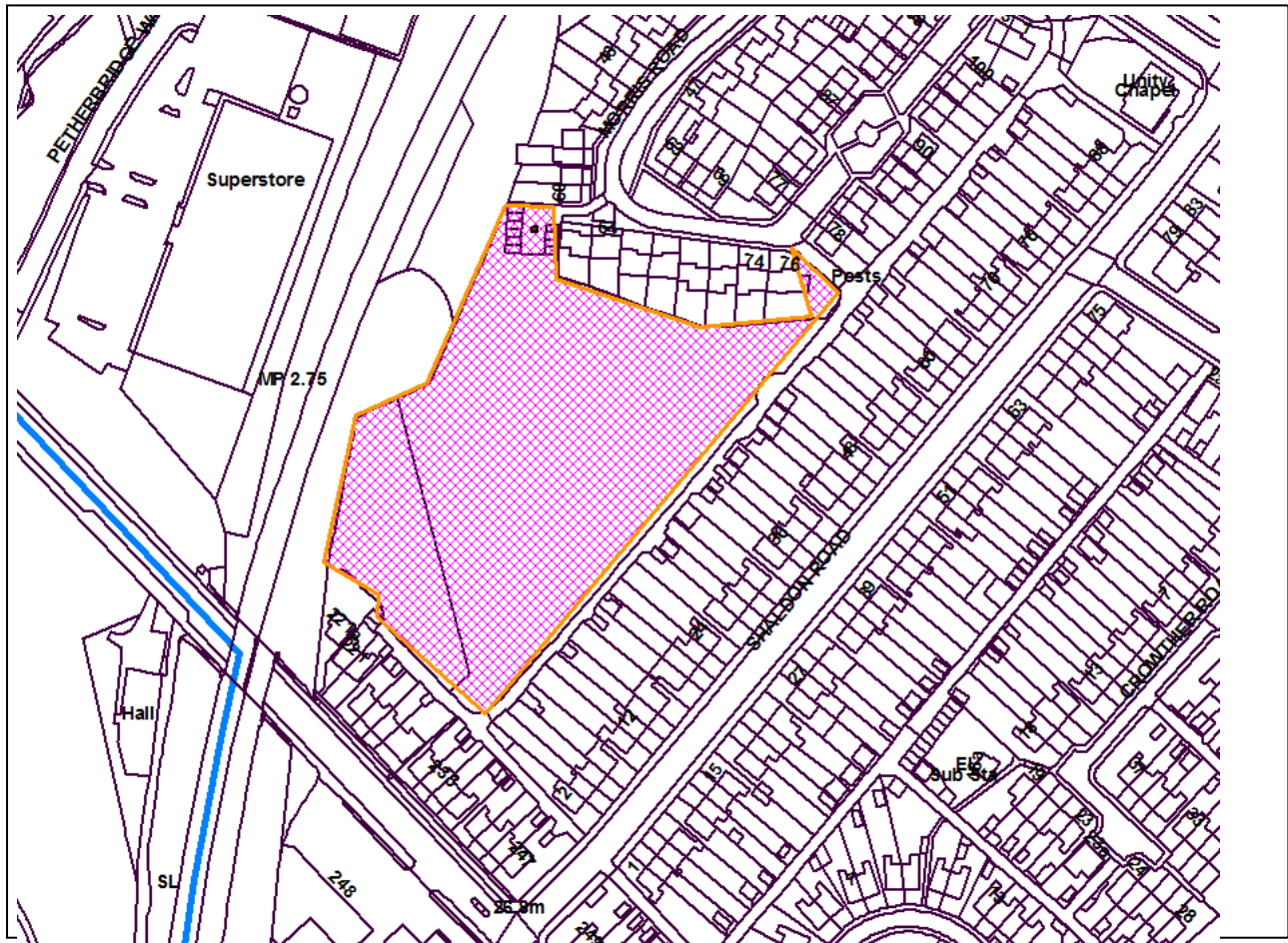
APPLICATION NO: 17/01920/F Full Planning
DETERMINATION DEADLINE: 16 August 2017
Mixed tenure, sustainable community development of 49 dwellings and two common houses (major application).

RECOMMENDATION: GRANT subject to Planning Agreement

<p>AGENT: Archtype Archtype Upper Twyford Hereford HR2 8AD</p>	<p>APPLICANT: Bristol Community Land Trust c/o United Communities, Eden House 10 Eastgate Office Park Eastgate Road Bristol BS5 6XY</p>
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The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.

LOCATION PLAN:



Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol****SITE DESCRIPTION AND BACKGROUND**

The application relates to a sloping back land site, which is currently heavily vegetated containing a number of mature trees, it also includes a vacant garage court in the north western corner. The site is bounded to the west by a railway embankment but otherwise the rear of the housing on Morris Road, Shaldon Road and Muller Road, a private rear access lane to the latter two runs between the site and the houses. The lane at the rear of Shaldon Road has been gated.

The site is owned by Bristol City Council but under option to Bristol Community Land Trust, (BCLT), and United Communities who are joint applicants.

BCLT are a not for profit organisation that aim to develop affordable housing and community assets, United Communities are a Registered Provider that have undertaken a number of developments within the city to include Gainsborough Square.

The site forms part of a designated wildlife corridor and much of the railway embankment is a Site of Nature Conservation Interest.

The site is allocated for housing in the Sites Allocation and Development Management Local Plan with an estimated number of houses as 35.

Development considerations in the local plan are as follows;

- i) Be informed by an ecological survey of the site and, where appropriate, make provision for mitigation measures which may include providing a buffer to protect the adjacent Site of Nature Conservation Interest and may reduce housing capacity of the site
- ii) Maintain or strengthen the integrity and connectivity of the Wildlife Network
- iii) Address noise and pollution issues from Muller Road and the railway
- iv) Be designed to take account of any existing or established rights of access across the site
- v) Provide a pedestrian link with Shaldon Road
- vi) Be informed by a site specific flood risk as the area of the site is over 1 hectare

The site is not allocated in the draft Lockleaze Neighbourhood Plan- which was published in consultation form in 2015.

PROPOSED DEVELOPMENT

It is proposed to access the site off Morris Road through the garage court and construct 49 dwellings, with two common houses, accessed by an 'S' shaped road, off which there are two cul-de-sacs. A total of 64 parking spaces are proposed predominantly in clusters to the north and south of the site, non are allocated, six have electrical vehicle charging points.

A cycling/pedestrian route is proposed to link into Shaldon Road via the lower sections of the rear access lanes.

Cut and fill of the site will be required to create level areas for construction and there will be associated retaining structures within the development.

A mix of private gardens and communal spaces is proposed, a comprehensive landscaping scheme is included with the submission.

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

The dwellings are in a mix of flats, maisonettes, two, three and four bed houses. The two bed houses are two storey with the remainder being three storey. They are modern in appearance with a mix of timber cladding and coloured render.

One common house is located towards the centre of the site, it is mostly single storey in height with a gently pitching roof but contains a small upper floor- this is to be laid out as a communal dining hall. The other common house is located to the south, is three to two storeys in height,(due to a change in levels), the ground floor accommodates a communal air source heat pump, the upper floor a workshop and the top floor offices. There is a large PV array on the roof, which with the heat pump constitutes a Combined Heat Power Plan to serve the development.

The development as a whole is intended to be self- finishing, i.e. it will be resident's responsibility to install kitchens, bathrooms and decorate. The workshop will be used to teach residents the skills they will need to undertake the self- finish elements.

24 of the dwellings will be owned and managed by United Communities, the others will be owned by BCLT but also managed by United Communities. The dwellings are to be in a mix of affordable rent and shared equity.

The allocations procedure will be subject to a lettings plan to be agreed with the city council, this will set out a commitment to providing opportunities for local residents with particular emphasis given to existing council or registered provider tenants who are in a position of under or over occupation.

COMMUNITY INVOLVEMENT

Engagement with the community mostly took place between October 2013 and April 2017. Stakeholders, to include local groups and ward members, were involved during the design phase up to the submission of a pre-application enquiry in March 2016. A consultation event was held at The Hub in Gainsborough Square displaying some design options in November 2016.

A door knocking exercise was undertaken of streets neighbouring the site.

A number of local media were used to promote consultation to include Radio Bristol, the Evening Post and local notice boards.

RESPONSE TO COMMENTS

A table is included with the Statement of Community Involvement setting out the response to issues raised, which are similar to those received in the context of the planning application as set out below.

The responses refer to the completion of surveys and full assessments of issues raised, (e.g. highway safety/ecology) and further information to answer issues such as design , energy efficiency, local housing needs, public route through the site and local training opportunities.

RESPONSE TO PUBLICITY AND CONSULTATION

Initially 318 letters were issued with a closing date for comment of the 5th July though comments have continued to be received on the application.

Subsequent to the initial consultation, letters were sent to all the residents of the roads where off street parking spaces are planned 375 in total - see Key issue D- with a closing date for comment of the 15th September.

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

At the time of writing 93 messages objecting to the scheme, to include one petition of 49 signatures, had been received and 36 of support.

Comments received can be summarised as follows;

1. Consultation- there has been consultation during October 2013 to April 2017, plans did seem to take account the comments and including more green space, the plans submitted are very different to those shown earlier this year and include a significant increase in units removing green space and higher buildings the reason being given is viability due to the works needed to overcome the steep nature of the site.
Officer response- See Key Issue A.
2. Suitability for development- the land is too steep making development expensive and resulting in an increased number of units to make it viable, other brown field sites are more suitable for housing.
Officer Response- it is intended to bring all suitable brown field sites within the vicinity forward for residential development in the near future and the site in question is allocated for development.
3. Support- this will be a very positive development for the community, we are satisfied that residents have been listened to, it will provide low cost housing for people in the area with wildlife benefits in the green corridor- the proposal will bring about much needed mix of accommodation- Officer Response- See Key Issues B and C
4. Access- Impact on Highway safety - There are existing problems of access and parking on Shaldon Road and Morris Road, it was never designed to be a through road, vehicles park on the kerb and cause obstruction to larger vehicles, off street car parking is not possible in many instances, proposed restrictions on parking by the access will increase congestion, it will be dangerous for children and residents, vehicles will have to queue to go either way, access onto the main road is difficult at present and this will be exacerbated, when icy the incline at this junction is poor. We have already asked for more parking by removing some of the grass around Morris Road, this is to address existing problem and not future problem. There is no Transport Statement or Travel Plan to review.
The current vehicular access arrangement does not appear to take into account emergency service access, wide vehicles are not tracked.
There is a current claim for the lane to the rear of Shaldon Road to be a Public Right of Way, the use of this lane needs to be considered.
A new access to Petherbridge Road would help and reduce impact on the junction. The provision of a bridge across the railway line is the only suitable option, the sale of some houses could fund this.
The large lorries coming through during construction will be a nuisance, this could be extended as it is a self build site, there is insufficient information to be able to assess the transport impact, where will contractors park?
Officer Response - See Key Issue F
5. Parking- there is insufficient parking, some are shown as 'potential' but there is no guarantee that these will be provided, there is nothing for visitors and a car club will not solve this.
Officer Response - See Key Issue G
6. Trees- more trees should be retained - many more are now being lost compared to those shown on the earlier plans shown during consultation- this should be looked at as opposed to non-native new planting- they provide a buffer to surrounding properties to the railway line from light, noise and diesel fumes.
Officer Response - See Key Issue D

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

7. Nature Conservation- there will be a loss of the natural habitat, there is insufficient natural habitat remaining to support existing wildlife, there is a lot of wildlife currently on the site to include a number of protected species, the land should be left as a nature reserve. Officer Response - See Key Issue C
8. Cycle path- The shown route is currently used for car access to residents garages, road safety issues, a link to Petherbridge Way would be a better solution, removal of the proposed pond would allow the access to be at that point, the cycle pedestrian route as shown is not suitable given the steep slope and poor visibility at the access road, residents own the lane and will not give permission for its use, any right of way will have lapsed.
Officer Response -See Key Issue F
9. Security/ASB - The existing gates to lane have improved security, reduced anti-social behaviour and prevented fly tipping, the use as a cycle path will reverse this, the solution is to provide the cycle path wholly within the development. The gates were installed by the community worker in conjunction with the police, the residents may be in a position to exercise ownership of the lane under adverse possession, It is queried whether the stated access rights apply to a residential scheme. There is no evidence that SBD is being sought or could be achieved. The proposed pond is in a location which has been a favourite destination for fly tippers.
Officer Response - See Key Issue F
10. Impact on neighbours-Concern that three storey buildings will obstruct light and privacy to neighbours, it will obstruct views, there will be light pollution, noise from the use of the car parking area and proposed amphitheatre and workshop, the increased traffic will add to pollution, queuing of vehicles and additional use of Morris Road will add to pollution.
Officer Response - See Key Issue H
11. Mix of housing- affordable housing should be integrated with market housing and not in a standalone situation.
Officer Response - See Key Issue B
12. Drainage/Pond- in winter water comes off the railway and causes flooding on Muller Road, there is an existing natural stream running through the site, this will be restricted by the development, the proposed pond and wetland will not be sufficient to address, it will be stagnant water, not prevent flooding and be a safety hazard, loss of the woodland will increase flooding.
Officer Response - See Key Issue K
13. Play- it would be good to see a shared play area that could be used by the community included in the plans, this could open up to the new space. Provision for young families such as investment in local/nearby playground equipment would be beneficial to new and existing community.
Officer Response- Part of the CIL payment from the development will be available to the local community to spend on their priorities for improvements in the area and this can include play provision. There can be no requirement for the developers to provide publicly accessible play on site.
14. Land sale- the council has no right to take away any of the garden of no.62 Morris Road while in occupation. Loss of the driveway would prevent any parking on the property. Action will be taken to prevent this in the future- Officer Response- this matter is under discussion, a replacement parking space would be provided on site.
15. Community Infrastructure- this will put a burden on the existing community amenities- See Key Issue A

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

16. Retaining wall- there is no information about this and the risk of subsidence during construction- there is existing subsidence at the rear of Morris Road - Officer Response- the development will require approval under building regulations, which will take into account the stability of the site.

Flood Risk Manager has commented as follows:-

Following the submission of additional drainage information no further is required however if planning permission were granted then the following condition is recommended;

No building or use hereby permitted shall be occupied or the use commenced until the sustainable urban drainage scheme for this site has been completed in accordance with the submitted details. The sustainable urban drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

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

Avon Fire & Rescue Service has commented as follows:-

There will be a requirement for two new fire hydrants on site at a cost of £1,500 per hydrant.

Transport Development Management has commented as follows:-

Parking restrictions will be required at the proposed access and this will require a Traffic Regulation Order. The proposed parking bays opposite the access should include a disabled bay. A Temporary Traffic Regulation Order will be needed during the construction process. A pre-commencement highway condition will be required.

The proposed access will be require the moving of a street light and loss of a street tree, which should be compensated for.

The internal road will require a Section 38 agreement. A plan showing what is to be put forward for adoption will be needed. Traffic Regulation Orders and signs will be needed to impose a 20mph limit. Drainage must be addressed. A Travel Plan will be required to include a number of measures. Approval is recommended subject to conditions

Urban Design has commented as follows:-

While the scheme departs from the surrounding development form, it is considered the back land nature of the site, various constraints and proposed occupation of the site justify the approach shown. The design approach, with a focus on community and sustainable design principles, is broadly supported, though, some issues need to be addressed.

Contaminated Land Environmental Protection has commented as follows:-

The more recent Intégrale report includes further testing of the site soils and gas monitoring, overall the two reports give an good risk assessment for the proposed development. A relatively small area of the site will require remedial works and an adequate scheme is proposed. Pending confirmation that the applicants will be adopting the scheme of remediation recommended in section 6.7 of the Intégrale report we recommend the following two conditions are applied to any future planning consent

B13 - Implementation of approved remediation scheme

C1 - Reporting of Unexpected Contamination

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

Crime Reduction Unit has commented as follows:-

The Proposal

The application provides a good level of well-presented information to allow an appropriate assessment of the scheme at this stage.

While the scheme departs from the surrounding development form, it is considered the back land nature of the site, various constraints and proposed occupation of the site justify the approach shown. The design approach, with a focus on community and sustainable design principles, is broadly supported, though, issues to be addressed include: -

Access and Layout

- On street parking areas are fairly extensive; visual amenity within the site would be improved by further planting to break up lines of parked vehicles.
- Altering the internal configuration of some units to provide habitable rooms (e.g. living rooms) onto the street frontage would be beneficial, particularly where these would benefit from south facing aspect.
- Access lanes to rear gardens need to be gated for security.
- There doesn't appear to be a section of the main route through the site.

Landscape

- The proposal seeks to retain the grade B existing trees. A good selection of street trees is specified, though the substitution of the three *Betula pendula* multi-stems with the longer-lived *Quercus robur* would be preferable in that prominent location. The applicant is advised that the Bristol Tree Replacement standard should be satisfied.
- Overall the interplay of spatial arrangement and levels layout succeeds in providing a richly textured and human scale layout that provides opportunities for a pleasing variety of details and uses.

Conclusions/Recommendations

The scheme is considered to represent an appropriate form of development and is supported from a design and landscape perspective.

Nature Conservation Officer has commented as follows:-

The proposal directly affects a wildlife corridor site and adjoins a site of Nature Conservation Interest. Conditions are recommended to require the Precautionary Method of Working and to safeguard protected species.

Pollution Control has commented as follows:-

The acoustic report and recommendations therein are acceptable and these should be conditioned. The development also has 2 common house which will have various plant and equipment including a kitchen extract system, appropriate conditions should be added. A Construction Environmental Management Plan will be needed.

Strategic Housing - Affordable Housing Development Manager has commented as follows:-

We are satisfied with the; unit mix and tenure which is being proposed for this site as it represents the Citywide needs and demands and also goes to address some of the findings from the housing needs survey carried out in the Lockleaze area in 2008.

Although, as the stated in the affordable housing statement that it has been agreed with the 'Affordable Housing Development Manager that the Housing Delivery Team will not be seeking a named percentage of affordable housing contribution within the S106'. The council will however be

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

seeking a Unilateral Undertaken, which will ensure that 30% of the affordable housing units are continued to be delivered in perpetuity, in the event that ownership of the affordable housing units change ownership.

For clarification it would be good to establish if there are any service charges on the flatted units, if any at all given the nature of the development as residents will be sharing and contributing to communal facilities.

Network Rail has commented as follows:-

Whilst there is no objection in principle to this proposal there are comments and requirements for the safe operation of the railway and the protection of Network Rail's adjoining land to address, Fencing, Drainage, Safety, Site Layout, Lighting, Piling, Excavation and Earthworks, Signalling, Environmental Issues, Landscaping, Plant, Scaffolding and Cranes.

Arboricultural Team has commented as follows:-

The rationale for mitigating the BTRS is acceptable. It includes 65 standards and a further 123 transplants. There are some concerns about the impact of the development on the retained lime tree - further information should be provided. There is potential for heave on the site following the removal of the hawthorn as it is high water demanding species. The tree protection and planting should be conditioned as well as details of the cellular confining system.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

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.

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

A. IS THE PRINCIPLE OF A RESIDENTIAL DEVELOPMENT OF 49 DWELLINGS OF THE PROPOSED MIX OF SIZE ACCEPTABLE?

A number of objections have referred to the fact that earlier consultations were based on a lower number of units and retained larger amounts of open space. The site allocation refers to the anticipated number of dwellings being 35. The Design and Access Statement refers to the increase to 49 being achieved by incorporating a number of one and two bed flats.

There is no reason why the number of units cannot be increased pending an assessment of all relevant issues and this would reflect the need for increased numbers of housing as reflected in the draft Joint Spatial Plan.

The proposed one and two bed flats, two, three and four bed houses will add to the mix of accommodation in the area, which is currently dominated by three bed houses. This reflects the draft neighbourhood plans support for a wider mix of housing and BCS18.

Development Control Committee B – 27 September 2017**Application No. 17/01920/F: Land To The South Of Morris Road Morris Road Bristol**

Concern that there is inadequate community infrastructure with regard to health and education to serve the site has been raised. The development is not of a size that would require a Health Impact Assessment (the trigger being 100 plus), to include an assessment of existing GP capacity so this has not been explicitly addressed though there are a number of surgeries and schools within this sector of the city.

B. IS THE AMOUNT OF AFFORDABLE HOUSING ACCEPTABLE?

The provision of affordable housing has been referred to by a number of supporters of the development and 100% will be in a form of affordable tenure.

All the development will be managed by United Communities who are a Registered Provider with 20 being Affordable Rent, i.e. 80% of market rent, with the remaining 29 being shared ownership, which will enable residents to progress to ownership. All the properties will benefit from grant aid either from the Homes and Communities Association or the city council.

The applicants have been discussing with local residents regarding their potential uptake of some of the units.

Although policy BCS17 requires units for Social Rent, and these are not included in the development, because 100% of the development provides an affordable product the mix of tenure proposed is acceptable, having been discussed and agreed with colleagues in Housing.

A Section 106 Agreement is recommended which will include a clause to require 30% of the units to remain affordable in perpetuity should the site change ownership. On this basis the provision of new affordable housing of the tenures proposed is to be welcomed.

C. HAVE THE ECOLOGICAL IMPLICATIONS OF THE DEVELOPMENT BEEN SATISFACTORILY ADDRESSED?

The impact on the wildlife within the site has been cited as grounds for objection by a number of neighbours.

The adjoining Site of Nature Conservation Interest alongside the railway is not affected by the development and a margin of woodland is retained adjacent to the railway embankment. However the site as a whole is wildlife corridor and as such Policy DM 19 requires any development that would have a harmful impact on the connectivity and function of sites within a wildlife corridor only being permitted where the loss in connectivity or function is mitigated either through the creation of a new corridor within the development site or enhancement of an existing corridor or creation of a new corridor off site.

Through the allocation of the site for development it has been accepted that there will be some impact on the wildlife corridor but the site allocation does refer to the ecological value of the site and the requirement that this be surveyed and mitigated.

The increase in the number of dwellings from the 35 referred in the site allocation to 49 could mean a greater impact on the ecology of the site than hitherto expected. However it is relevant to take into account that sixteen of the units are flats and therefore the increased footprint of the development is not as substantial as the increase in numbers suggests.

An Ecological Survey has been undertaken which identified a mix of habitats on site to include semi-natural broadleaved woodland with dense scrub. Recommendations in the associated report included the retention of woodland and scrub as green corridors to maintain foraging and community connectivity but also as there was potential for bats and reptiles on site, that species specific surveys should be undertaken. A number of ecological enhancements were suggested to include bat and bird

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boxes, refuge creation for reptiles, wildlife pond creation and a lighting scheme that took nocturnal species into account.

Bat and reptile surveys were subsequently undertaken. Low levels of bat activity were recorded and it is recommended that the dark corridors be retained along the north east boundary. There were no reptiles recorded.

The recommended mitigation and enhancements have been adopted in the scheme in that a band of new tree planting will be undertaken around much of the site notably alongside the retained woodland on the western boundary adjacent to the SNCI, to ensure that a corridor is retained. The proposed landscaping is predominantly native species and will provide a range of habitats as well as food sources. The proposed drainage approach includes two areas of pond/wetland, which will introduce an additional habitat. A scheme of bird and bat boxes has been included with the application and an external lighting scheme which demonstrates that there will be no light fall outside of the site. A statement setting out a Precautionary Method of Working to take into account ecological value of the site and to ensure this is not compromised is also included.

Taking all the above into account it is not considered that the ecological impact of the development is such that would warrant a refusal.

Conditions are recommended to require the measures listed above plus a requirement for an up to date badger survey prior to commencement of development and fencing of the SNCI during construction.

D. HAS THE LOSS OF THE TREES ON SITE BEEN ADEQUATELY COMPENSATED?

The issue of the trees on the site and that a number will be lost has been objected to.

The land as existing has a good tree cover with landscape value but, as in the case of ecology, through the allocation of the site it has been accepted that some will be lost.

Following detailed design work it is apparent that significant regrading works will be required to address the steep nature of the site with the result that most of the trees will be lost.

To inform an assessment of this an arboricultural survey and arboricultural impact assessment have been undertaken.

The survey identifies most of the trees on the site as being category C- which equates to trees of low quality with two being category B- moderate quality. There were no category A trees- high quality. It is recognised however that this does not circumvent the landscape value that the trees cumulatively provide.

It is calculated that to comply with the Bristol Tree Replacement Standard, (BTRS), a total of 203 new trees will be required.

The layout allows the retention of four key mature trees with the only lime tree on site being a focal point of one area of communal open space. A sycamore will also be retained as well as an ash tree, identified as the best tree on the site. Measures will be put in place to help relieve stress due to changes to drainage resulting from changes in ground conditions and protect them during construction.

A tree replacement strategy is included which proposes 65 new specimen or street trees across the site varying between extra heavy standard and selected standard. In addition approximately 1000 m² of new woodland planting is proposed which would be a combination of native shrubs and trees most planted at small transplant size but within this native feathered trees are to be planted every 7 m², this

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equates to 143 trees so a total of 208 new trees, which complies with the BTRS.

In conclusion, whilst it is recognised that the loss of the trees on site will be initially significant, the proposed development does include a large number of new trees that when matured will provide a landscaped screen to the dwellings and is considered an appropriate response.

E. ARE THERE ANY CONTAMINATION ISSUES?

A desk based assessment has been made of the site followed by intrusive investigations looking at soils plus gas monitoring. This revealed some high levels of contamination in the top soil towards the south east corner of the site, which has been prone to fly tipping. Remediation is recommended in the form of removal of this top soil and its replacement with clean cover.

The findings and recommendations are considered acceptable and will be required by condition.

F. IS THE ACCESS TO THE SITE ACCEPTABLE?**Vehicular-**

The creation of a satisfactory vehicular access into this site has been considered at length and is one of the key reasons behind the delay in bringing this site forward for development. Alternatives that have been looked and either discounted on grounds of viability. One other option that has been mentioned by some objectors is the creation of a new road bridge across the railway line leading to Petherbridge Road and while this has some merit would be prohibitively expensive and bring with it land ownership issues.

The access design is now achieved through the inclusion of part of the front garden of no.62 Morris Road and an adjoining verge area to allow satisfactory visibility in both directions and significantly reduce a section which is narrower than would generally be accepted for two way traffic. Within the site is a wide area roughly where the garage court is currently sited that can safely accommodate any queuing traffic.

Parking restrictions will be required adjacent to the access and this will require a Traffic Regulation Order.

It is however recognised that Morris Road itself is narrow and some properties cannot accommodate off street parking with the result that parking takes place on the highway, and the highway verge which in turn impedes the flow of traffic resulting in queuing traffic in both directions to the detriment of highway safety. Independent of the planning application a scheme of parking restrictions is being promoted by the Area Traffic Team and has recently been the subject of consultation. This would prevent parking on junctions so improving visibility and the flow of traffic.

Concerns that the increase in traffic generated by an additional 49 dwellings will exacerbate the situation has been grounds for the majority of objections received. Concern has also been expressed that there will be overflow parking generated by the development due to the lack of parking on site- this is assessed in more detail in the following section however it is considered unlikely that this will take place.

The Traffic Statement includes estimates of likely trip generation from the development which at a maximum is 32 per hour at the morning peak. Information has also been submitted based on existing modes of travel used by anticipated future residents to the effect that car usage is low and use of alternative modes of transport high.

While the proposed scheme of parking restrictions will aid road safety it will not address all the problems caused by parking within the area and it is recognised that additional traffic flow from the development could add to this.

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To offset this impact a scheme of an additional 15 off road parallel parking bays is proposed, mostly within Morris Road but also in Downman Road and The Gaskins. Residents of these roads have been notified of this proposal and afforded the opportunity to comment. Some further objections have been received as a result and are included in those listed at the start of the report.

The developer will take responsibility of the construction of the bays under a Section 278 and a Grampian condition is recommended to require them. The proposed spaces directly opposite the access to the site will be required pre-commencement as these will replace the two that will be lost as a direct result of the access -these will include a replacement disabled bay- and also offset the impact of construction traffic.

It is considered that the provision of the parking spaces will mitigate the impact of the development on the highway.

Measures such as car club and cycle parking augmented by a Travel Plan will be employed to reduce the traffic generated by the development with potential to reduce impact. Details of these are to be required by condition.

Cycling/Pedestrian-

A cycle/pedestrian path is proposed that would link into the lower section of the access lane to the rear of Shaldon Road to the north of the gates. The provision of this link accords with the guidance in the Site Allocation. A number of objections have referred to concern that problems of crime and Anti-Social Behaviour would reoccur if the gates were reopened to allow the creation of this path. There are suggestions that the path be moved so it meets the lane to the south of the site however it has been specifically routed to minimise the gradient and it would not be practical to site it as suggested.

Land ownership information shows there to be legal rights of access to this land pertaining to the application site. At the time of writing the situation remains unresolved, while this route is highly desirable it would not be wished to hold up the development on these grounds. There may be an alternative option whereby the path diverts into the site alongside the gates and vehicular access is prevented by a K barrier across the path.

G. IS THE INTERNAL LAYOUT OF THE DEVELOPMENT ACCEPTABLE?

The steep nature of the site has required earthworks to achieve a road network that minimises the length of steeper sections and creates longer more level sections to achieve gradients that could be acceptable for adoption pending more detail. The curved nature of the road is a consequence of this. It is important that the main road is adopted given the number of dwellings being constructed and the requirement that they be serviced for refuse collection purposes. The road has been tracked to demonstrate that it can be accessed by a refuse collection vehicle. Communal refuse stores are located within the site in locations adjacent to the main road.

It is accepted that the two cul-de-sacs, as they only serve a small number of properties, can remain in private ownership and managed by the management company that will be created to maintain all communal aspects of the scheme. Information of drainage of these areas will be required to ensure that this does not affect the adopted element.

The roads are designed as shared spaces.

The development includes 64 parking spaces, 5 are shown as visitors, 4 disabled and two are for car club use. This is slightly under the maximum standard in the local plan which would require 62 spaces and 3 disabled spaces but there can be no objection to this shortfall. The applicant has provided information on the anticipated car ownership for the development which is low though a number do

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own campervans - while this is noted, there can be no guarantees that this will be the case in the future as households change and given the concerns about parking on Morris Road, it is important that the site is self-contained with regard to parking provision. To reflect the potential number of vans on site there are four oversized spaces within the scheme. A bank of six spaces are to be provided with electric vehicle charging points.

There are a total of 100 sheltered and secure cycle spaces, which complies with the adopted standard.

Further detail of the road design along with all the parking and cycle parking spaces will be required by condition.

H. IS THE APPEARANCE OF THE DEVELOPMENT ACCEPTABLE?

While views of the site from the immediate surroundings are limited, it is prominent when viewed from the south and to a lesser extent the west. The removal of the trees and replacement with housing will change views but there will remain a bank of trees around the site. The development is to be flanked by a number of new trees which will mitigate against those lost.

The development is mostly designed as a contemporary take on traditional terraced housing, faced mainly in wood with coloured panels. It is a mixture of two and three storey high, which while higher than the surrounding built context which is dominated by two storey buildings, is not considered to be unacceptably out of scale.

I. IS A SATISFACTORY LIVING ENVIRONMENT ACHIEVED?

All dwellings comply with the nationally described space standards and benefit from amenity space whether it be private gardens, communal garden areas or, as in the case of the maisonettes, balconies. The orientation and glazing will exploit benefits of daylighting, a high specification for the windows facing south is included to minimise solar gain in summer conditions and shading measures in the form of overhangs will be included- these measures will enable the development to adapt to climate change.

Given the proximity of the railway line and the sites location at a higher level than a main road a noise assessment has been undertaken which demonstrates that acceptable noise levels can be achieved subject to appropriate noise mitigation. These measures are considered acceptable and will be required by condition.

J. DOES THE PROPOSAL SATISFACTORILY ADDRESS THE MATTER OF CLIMATE CHANGE?

The development includes a Combined Heat Power plant within one of the common houses and this will serve the development as a whole. This is made up of a communal Air Source Heat Pump to provide heating and hot water and a PV array to provide the electricity, which will be supplemented by grid electricity to be used at time of cheaper tariffs to charger the communal battery storage system. A high level of insulation to passivhaus standard is proposed to minimise heat loss, efficient heating systems and ventilation plus low energy mechanical services will be employed to limit distribution losses. Low water use facilities will be used and water butts will be provided.

It is proposed that the scheme will meet a four star rating against the Home Quality Mark, which has been development by the Building Research Establishment in lieu of the now removed, Code for Sustainable Homes.

A Scheme of Sustainable Urban Drainage is included which includes a mixture of swales, attenuation basins and infiltration features. This is considered acceptable and will be required by condition.

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The scheme aims to be air quality neutral minimising air pollution during construction, using low VOC materials locally sourced and other measures.

Main building materials of an A or A+ green energy rating will be preferred. Pre-fabricated elements might be considered to reduce the generation of waste due to the controlled manufacturing process. Overall the development has high sustainability credentials and is to be welcomed on this basis accordingly.

K. IS THE IMPACT ON THE AMENITIES OF NEIGHBOURS ACCEPTABLE?

Some objectors have expressed concerns about the increased number of vehicles and associated noise and pollution but also noise from the workshops within the site and the railway plus light pollution.

The Noise Report considers the potential impact on the surrounding area as well as the suitability of the site for residential development - ref Key Issue G. This concludes that the construction of the common houses will be such that noise will be contained to satisfactory levels- this being a necessity for the residents of the development as well as neighbours. A condition is recommended that limits any noise from extract ventilation plant to the communal dining area to be kept to acceptable limits. The report considers the potential noise increase to near neighbours arising from vehicles from the development and looks at a worse case scenario when vehicles from all the spaces on the site leave during the morning peak. This shows a +2db increase to Morris Road which assessed against the Institute of Environmental Management and Assessment Guidelines for Environmental Noise Impact Assessment would be considered to have negligible impact in the long term and minor impact in the short term. When assessing this it is relevant to take into account that The Transport Statement anticipates a maximum of 32 vehicle trips during the weekday morning peak and therefore half that which informed the conclusions of the report.

The additional parking bays that are proposed will facilitate a through flow of vehicles, the majority of which will be outwards, and therefore reduce the tendency for waiting vehicles with associated noise and pollution. The measure that are proposed to encourage alternative modes of transport to the private car have the potential to further reduce the impact.

An external lighting scheme has been included with the submission which includes light contours and shows light fall to be contained within the site, aside from the impact on existing neighbours this is considered important to safeguard nocturnal wildlife.

The impact on privacy and light has been referred to by some objectors who abut the site on Shaldon Road and Morris Road with concerns regarding the height and location of the housing, some writers have also referred to loss of view but this is not something that can be taken into account through the planning process. The impact on privacy and light on neighbours is assessed below;

i) Shaldon Road

It is recognised that the height of the site as it abuts the eastern boundary will be increased slightly where houses are proposed as this is necessary to create a level area for construction however the intervening distance between the proposed houses and the rear elevations of the nearest house is approximately 37m. Windows on the end elevations of the proposed houses facing the existing include one to bathrooms at first floor level, which will be obscure glass, and one at ground floor level to shared use living area, here there will be a fence to delineate defensible space but an area of tree planting is also proposed along this boundary. Taking into account a combination of these factors it is not considered that there will be any undue loss of privacy caused.

Guarding has been added to the balcony to the top floor of the three storey common house to restrict any overlooking as although it is some 40m from the nearest existing houses, it is recognised that the

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height may allow overlooking of gardens.

The existing houses nearly all have substantial outbuildings facing the rear lane and shadow fall from these will absorb that from the housing when it occurs late afternoon and evening. When considering this issue it is relevant to take into account the existing shadow fall that results from the trees on site.

ii) Muller Road

Along the southern boundary, the new dwellings are in a mix of flats and maisonettes at three storeys in height with a balcony to the upper floor bedrooms. At the nearest these are approximately 26m from the rear of the Muller Road houses. A cross section has been provided of this boundary which shows that the physical impact of the new dwellings will be reduced as a result of significant excavation and while there is potential for some overlooking from the balcony, this is to a bedroom from which there is less propensity for overlooking, new tree planting is also proposed along the boundary. On balance the resulting situation is considered acceptable.

Any shadow fall along this boundary will be cast away from existing houses.

iii) Morris Road

Along the northern boundary a combination of distance and gradient will mitigate any undue any potential impact on privacy and light.

L. IS THE DEVELOPMENT CIL LIABLE?

The CIL liability for this development is £253,395.09 however social housing relief may be claimed on those residential dwellings included in the development that are to be managed by a Housing Association for the provision of affordable housing.

CONCLUSION

The development will have an impact on the ecology and landscape of the site however this has been acceptably mitigated. It is acknowledged that the scheme which is currently proposed is larger than that indicated in the site allocation but it is recognised that this has been driven by viability considerations. The scheme will provide good quality, fully sustainable, affordable accommodation, a significant amount of which will be available to existing residents of Lockleaze. It will make a significant contribution towards the housing needs of the city.

The proposed scheme of off road parking spaces will improve highway safety on Morris Road and create a situation where the additional traffic can be safely accommodated.

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RECOMMENDED GRANT subject to Planning Agreement

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. Construction Management Plan

Prior to the commencement of development there shall be submitted to, and approved in writing, a Construction Management Plan to cover the following issues;

i) Method of communication with local residents, prior to and throughout the development of the site,

i) Traffic Management Measures;

Proposed access arrangements for construction purposes,

Number and type of vehicles accessing the site; Deliveries, waste, cranes, equipment, plant, workers, visitors, size of construction vehicles and the use of a freight consolidation scheme for the delivery of materials and goods,

Means by which reduction in the number of movements and parking on nearby streets can be achieved; programming, waste management, construction methodology, shared deliveries, car sharing, travel planning, local workforce, parking facilities for staff and visitors, on site facilities.

Arrangements to receive abnormal loads or unusually large vehicles

Measures to protect vulnerable road users, (cyclists and pedestrians)

Arrangements for the turning of vehicles, to be within the site unless completely unavoidable

Means of prevention of mud being carried out onto the highway

Any necessary temporary traffic management measures - carriageway restrictions, removal of parking, changes to one way streets, hoarding licences, scaffolding licences etc.

Route plan of vehicles avoiding weight and size restrictions and reducing unsuitable traffic onto residential roads

Waiting areas and means of communication for delivery vehicles if unavailable space within or near to the site, identification of holding areas

ii) Measures to safeguard amenity

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

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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. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.

Measures for controlling the use of site lighting whether required for safe working or for security purposes.

Reason: In the interests of highway safety and residential amenity through the construction process.

3. Highway Condition Survey

Prior to commencement of any work on site, a highway condition survey shall be undertaken for the full length of Morris Road from the existing access point to the site to the junction with Shaldon with a schedule of existing defects, submitted and approved in writing by the Local Planning Authority. This should be undertaken in the presence of a council representative. The applicant will be responsible for any damage to the highway caused as a result of the development process.

Reason: To ensure that any damage to the highway sustained throughout the development process can be identified and subsequently remedied at the expense of the developer.

4. Prior to the commencement of development the parking bays on the opposite side of Morris Road, as shown on the approved plan for 'grass verge parking' shall be constructed to the satisfaction of the Highway Authority and be made available for use by residents. These parking bays shall include one space allocated for disabled use.

Reason: In the interests of highway safety.

The applicant is advised that these will need to be the subject of a Section 278 Agreement under the 1980 Highway Act.

5. Protection of Retained Trees During the Construction Period

No work of any kind shall take place on the site until the protective fence(s) has (have) been erected around the retained lime, sycamore and ash trees in the position and to the specification shown on Drawing No. 262.16.TPP1 Rev A. 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

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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.

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.

6. Notwithstanding the information submitted to date, prior to any works taking place on site, including demolition, full design and product details of the cellular confinement system, as described in the arboricultural impact assessment, including installation methodology, shall be submitted to and approved in writing by the Local Planning Authority and implemented in accordance with that approval.

Reason: In order that the Local Planning Authority may be satisfied that the trees to be retained on-site will not be damaged during the construction works and to ensure that as far as possible the work is carried out in accordance with current best practice.

7. Prior to the commencement of development on site a form of robust fencing, with warning signs attached stating 'Keep Out: Wildlife Protection Area' shall be erected along the boundary of the Site of Nature Conservation Interest as identified on the proposals map of the Sites Allocation and Development Management Local Plan July 2014.

Reason: In order to retain important wildlife habitat

8. Prior to the commencement of development (including demolition and site/vegetation clearance), written confirmation by a suitably qualified ecologist shall be submitted to and approved in writing by the local planning authority confirming that they will undertake an updated badger survey immediately prior (i.e. no more than 48 hours) to the commencement of development, demolition or commencement of site/vegetation clearance.

Reason: To protect badger setts from damage or disturbance during development operations bearing in mind that the animal and its sett are specially protected by law

9. The demolition of the two garage buildings on site shall be carried out using a 'soft strip' method. Areas of the building with relatively high bat potential shall be dismantled by hand, (see advice note 1)

Reason: To conserve legally protected bats in the event that they are found to be roosting.

10. Highway to be adopted

No development shall take place until construction details of the internal access road as shown on Drawing "7689 PL010" to achieve an adoptable standard have been submitted to and approved in writing by the Local Planning Authority. The building(s) hereby permitted shall not be occupied or the use commenced until the road(s) serving the relevant building is/are constructed in accordance with the approved plans.

Reason: To ensure the internal access roads are planned and approved in good time to include any Highway Orders and to a satisfactory standard for use by the public and that the rain garden affords adequate drainage of the highway and are completed prior to occupation.

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11. Highway Retaining Walls

No development shall take place until structural details of the proposed excavation works have been submitted to and approved in writing by the Local Planning Authority. The excavation works shall be carried out in accordance with the approved plans.

Reason: To ensure the works safeguard the structural integrity of the highway in the lead into the development both during the demolition and construction phase of the development.

12. Further details before relevant element started

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

- a) Pedestrian/cycle access arrangements (including resurfacing) to private lane at the rear of Shaldon Road
- b) Signage to indicate permit controlled parking for display within the site and how the spaces for visitors will be managed

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

13. Highway Works

Prior to commencement of development general arrangement plan(s) indicating the following works to the highway shall be submitted and approved in writing by the Local Planning Authority

- Construction of a 7.2m wide carriageway, uncontrolled pedestrian crossing facilities with dropped kerbs incorporating tactile paving, stop and give way lines and "Restricted Parking Zone" (Diagram 663.2) traffic signs as shown by Drawing "Visibility Splay Site Access"

Indicating proposals for:

- Threshold levels of the finished highway and building levels
- Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works
- Locations of lighting, signing, street furniture, street trees and pits
- Structures on or adjacent to the highway
- Extents of any stopping up or dedication of new highway

These works shall then be completed prior to first occupation of the development to the satisfaction of the Local Highway Authority and as approved in writing by the Local Planning Authority.

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

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 City Council's technical approval and inspection fees paid before any drawings are considered and approved and formal technical approval is necessary prior to any works being permitted.

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14. All clearance works on site shall be undertaken in accordance with the approved Precautionary Method of Working Statement.

Reason: in order to safeguard protected species and habitats.

15. Further details of the following before relevant element started

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

- a) Typical windows- to include full cross sections with header and cill
- b) Typical doors- to include cross sections
- c) Walling material junction details
- d) Guarding to balconies
- e) Typical eaves and soffits
- f) Typical roof valleys and ridge
- g) Retaining structures
- h) Boundary treatments

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

16. Submissions of samples before specified elements started

Samples of the facing materials and hard landscaping materials shall be provided in the form of a sample panel on site and be approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved samples before the building is occupied.

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

17. Land affected by contamination - Implementation of Approved Remediation Scheme

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

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

Reason: To ensure that risks from land contamination both during the construction phase and 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.

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18. Prior to occupation the developer shall construct the parking spaces to Morris Road, Downman Road and The Gaskins, as shown on the approved Grass Verges Parking drawing, to the satisfaction of the Highway Authority and thereafter be made available for parking.

Reason: In the interests of highway safety.

19. Prior to the occupation of the development hereby approved the bird and bat boxes as shown on drawing no. 262.16.ECO.01B and thereafter maintained and retained.

Reason: In order to safeguard protected species and habitats.

20. Implementation/Installation of Refuse Storage and Recycling Facilities - Shown on approved plans

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

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

21. Completion of Vehicular Access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

22. 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.

23. Installation of vehicle crossover - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the vehicular crossover(s) has been installed and the footway has been reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety and accessibility

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24. Completion and Maintenance of Car/Vehicle Parking -

No building or use hereby permitted shall be occupied or the use commenced until the car/vehicle parking area shown on drawing no. 7680 PL010E, to include the car club space and disabled spaces, has been completed, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development

Reason: To ensure that there are adequate parking facilities to serve the development.

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. Travel Plans - Not submitted

No building or use hereby permitted shall be occupied or the use commenced until a Travel Plan comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use has been prepared, submitted to and been approved in writing by the Local Planning Authority. The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed travel Plan Targets to the satisfaction of the council.

Reason: In order to deliver sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking & cycling.

27. Electric Vehicle Charging Points

Prior to the occupation of the development hereby approved details of the six electric vehicle charging points shall be submitted and approved in writing by the Local Planning Authority and installed in accordance with that approval and thereafter retained.

Reason: In order to promote sustainable travel and aid in the reduction of air pollution levels.

28. Car Club

Prior to the occupation of the development hereby permitted there shall be submitted to, and approved in writing by the Local Planning Authority details of a Car Club Services Scheme in accordance with a contract to be entered into by the developer and an approved Car Club provider. The Car Club Services scheme shall comprise;

The allocation of two car club parking spaces

The provision of vehicles

Provision of car club membership for all eligible residents of the development for a minimum of 3 years and the phasing at which the scheme will be introduced.

Reason: to contribute to a sustainable development

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29. SUDs

No building or use hereby permitted shall be occupied or the use commenced until the sustainable urban drainage scheme for this site has been completed in accordance with the submitted details. The sustainable urban drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

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

30. Sound insulation of residential properties

All recommendation 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: In order to achieve a satisfactory living environment

31. Details of Extraction/Ventilation System

Prior to the commencement of the development of Common House 1, details of ventilation system for the extraction and dispersal of cooking odours including details of the flue, method of odour control, noise levels and noise attenuation measures has been submitted to and approved in writing by the Council. The details provided shall be in accordance with Annexe B of the 'Guidance on the Control of Odour & Noise from Commercial Kitchen Exhaust System'. Published electronically by Department for Environment, Food and Rural Affairs. <https://www.gov.uk/government/publications/guidance-on-the-control-of-odour-and-noise-from-commercial-kitchen-exhaust>

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

Advice

Guidance on flues for the dispersal of cooking smells can be gained at 'Guidance on the Control of Odour & Noise from Commercial Kitchen Exhaust System' Published electronically by Department for Environment, Food and Rural Affairs. Product Code PB10527. <https://www.gov.uk/government/publications/guidance-on-the-control-of-odour-and-noise-from-commercial-kitchen-exhaust>

32. C1 - 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 DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11', and 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.

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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.

33. Energy and Sustainability in accordance with statement

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 statement (Energy Strategy, Hydrock, 27/3/17) and sustainability statement (Sustainability Statement, Hydrock, 27/3/17) prior to occupation. A total 54% reduction in carbon dioxide emissions beyond Part L 2013 Building Regulations in line with the energy hierarchy shall be achieved, and a 47% reduction in carbon dioxide emissions below residual emissions through renewable technologies 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), BC14 (sustainable energy), BCS15 (Sustainable design and construction), DM29 (Design of new buildings)

Post occupation management

34. Landscape (planting) works - ref. drawing nos. 262.16PP.001B and 262.16.LD 300F

The planting proposals hereby approved shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a programme agreed in writing with the council. All planted materials shall be maintained for five years and any trees or plants removed, dying, being severely damaged or becoming seriously diseased within 5 years of planting shall be replaced with others of similar size and species to those originally required to be planted. All landscaping shall be maintained in accordance with the approved Landscape Management Plan.

Reason: To ensure that the appearance of the development is satisfactory.

35. The external lighting scheme shall be installed in accordance with the approval, to include lux contours, and thereafter retained as installed.

Reason: to limit the impact of light pollution on nature conservation and local amenity.

36. 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

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37. 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.

Flood risk assessment, received 17 May 2017
 SK/002 Site levels assessment, received 17 May 2017
 SK/003 Sections, received 17 May 2017
 SK/004 Cross sections, received 17 May 2017
 30001 Fire tender - vehicle tracking, received 17 May 2017
 30002 Refuse truck- vehicle tracking, received 17 May 2017
 30002 Refuse tracking, received 17 May 2017
 Drainage maintenance manual, received 17 May 2017
 Transport statement, received 17 May 2017
 Design and access statement, received 17 May 2017
 Design proposal, received 17 May 2017
 7680PL100 House type A and B, received 17 May 2017
 7680PL130 House type C, received 17 May 2017
 7680PL150 House type E, received 17 May 2017
 7680PL160 House type F, received 17 May 2017
 7680PL170 House type G & H, received 17 May 2017
 7680PL190 House Type 1, received 17 May 2017
 7680PL200 House type J, received 17 May 2017
 7680PL201 Common house 1, received 17 May 2017
 7680PL300 Street elevations, received 17 May 2017
 7680PL001 Location plan, received 17 May 2017
 7680PL012 Site waste strategy, received 17 May 2017
 Site waste strategy, received 17 May 2017
 A531/8246/2A-A Topographical Survey, received 17 May 2017
 A531/8246/2A-B Survey, received 17 May 2017
 Appendix F, received 17 May 2017
 060480SK005P04 Appendix drainage strategy, received 17 May 2017
 Environment agency food data, received 17 May 2017
 Bat Survey, received 17 May 2017
 Hv cables location, received 17 May 2017
 Overheating analysis, received 17 May 2017
 Utilities statement, received 17 May 2017
 Energy Statement, received 17 May 2017
 External Lightning Statement, received 17 May 2017
 Daylight and sunlight assessment, received 17 May 2017
 Noise planning report, received 17 May 2017
 Habitat survey, received 17 May 2017
 Geotechnical and phase 2 contamination report, received 17 May 2017
 Ground investigation, received 17 May 2017
 Site location plan, received 17 May 2017
 Home zone street section, received 17 May 2017
 Landscape layout, received 17 May 2017
 Proposed residential development landscape management plan, received 17 May 2017
 262.16.LD10 Illustrative section, received 17 May 2017
 Habitat survey, received 17 May 2017
 262.16.PP.001 Trees - native planting, received 17 May 2017
 Absence/presence reptile survey, received 17 May 2017

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262.16.LD10 Illustrative section, received 17 May 2017
 262.16.TP1 Tree protection plan, received 17 May 2017
 Landscape and visual appraisal, received 17 May 2017
 Location view points, received 17 May 2017
 262.16.PP.002 Edible Planting, received 17 May 2017
 Statement of community involvement, received 17 May 2017
 Sustainability statement, received 17 May 2017
 Affordable housing statement, received 17 May 2017
 060480TP06008P01 Visibility Splay of Home Zones, received 5 September 2017
 7680 PL010F Plot number and Unit types, received 6 September 2017
 7680 PL220A Common House 2, received 6 September 2017
 7680 PL810A Boundary Sections, received 6 September 2017
 7680 PL8008B Site Sections 1 and 2, received 4 September 2017
 7680 PL801B Site Sections 3 and 4, received 4 September 2017
 7680 PL802A Site Section 5 and 6, received 4 September 2017
 060480 TP05006 P02 Swept Path Analyses Large Car Parking Spaces 31 and 32, received 4 September 2017
 060480 TP051001 P04 Swept Path Analysis Refuse Vehicle, received 4 September 2017
 060480 TP05002 P02 Swept Path Analysis 7.5t Box Van - Plot 28, received 4 September 2017
 060480 TP05003 P03 Swept Path Analysis 7.5t box van (Plot 09), received 4 September 2017
 060480 TP05005 P03 Swept Path Analysis Pan Technicon (Plot 9), received 4 September 2017
 060480 TP05004 P02 Swept Path Analysis Pan Technicon (Plot 28), received 4 September 2017
 060480 TP06007P01 Parking Visibility Splays 2m x 2m, received 4 September 2017
 060480 TP06004 P01 Visibility Splay Site Access, received 4 September 2017
 7680 PL230 Typical Bike and Bin Stores, received 4 September 2017
 AIA REV A Arboricultural Impact Assessment Revision A, received 13 September 2017
 PMW Precaution Method of Working Statement, received 14 September 2017
 Plan showing grass verge planting, received 28 July 2017
 262.16.ECO.01 B Bird and Bat Boxes, received 8 September 2017
 060480 TP06002 P04 Forward Visibility Splays Internal Roads, received 14 September 2017
 060480 TP06003P04 Forward Visibility Splays Including Site Layout, received 14 September 2017
 060480 TP06005 P02 Visibility Splays Home Zone, received 14 September 2017
 060480 TP06006 P02 Home Zones Visibility Splays, received 14 September 2017
 060480 TP06008 P02 Home Zone Visibility Splays, received 14 September 2017

Reason: For the avoidance of doubt.

Advices

1. Guidance: All species of bats and their roosts are legally protected. Soft stripping is a precautionary measure in case legally protected bats are roosting in a building. For example ridges and roof tiles should be lifted off vertically rather than slid off, and linings within the roof and any wooden cladding, soffits or similar which provide crevices should also be removed with care. Demolition of buildings is best carried out between April to October inclusive to avoid disturbing hibernating bats. If bats are encountered all demolition or construction work should cease and the Bat Conservation Trust (Tel 0845 1300 228) should be consulted for advice.
2. Guidance: Examples of built-in bird and bat boxes are available from:
<http://www.ibstock.com/sustainability-ecozone.asp>
http://www.nhbs.com/brick_boxes_for_birds_eqcat_431.html

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If built-in bird and bat boxes cannot be provided within built structures, they should be provided on trees (with no more than one bird box per tree).

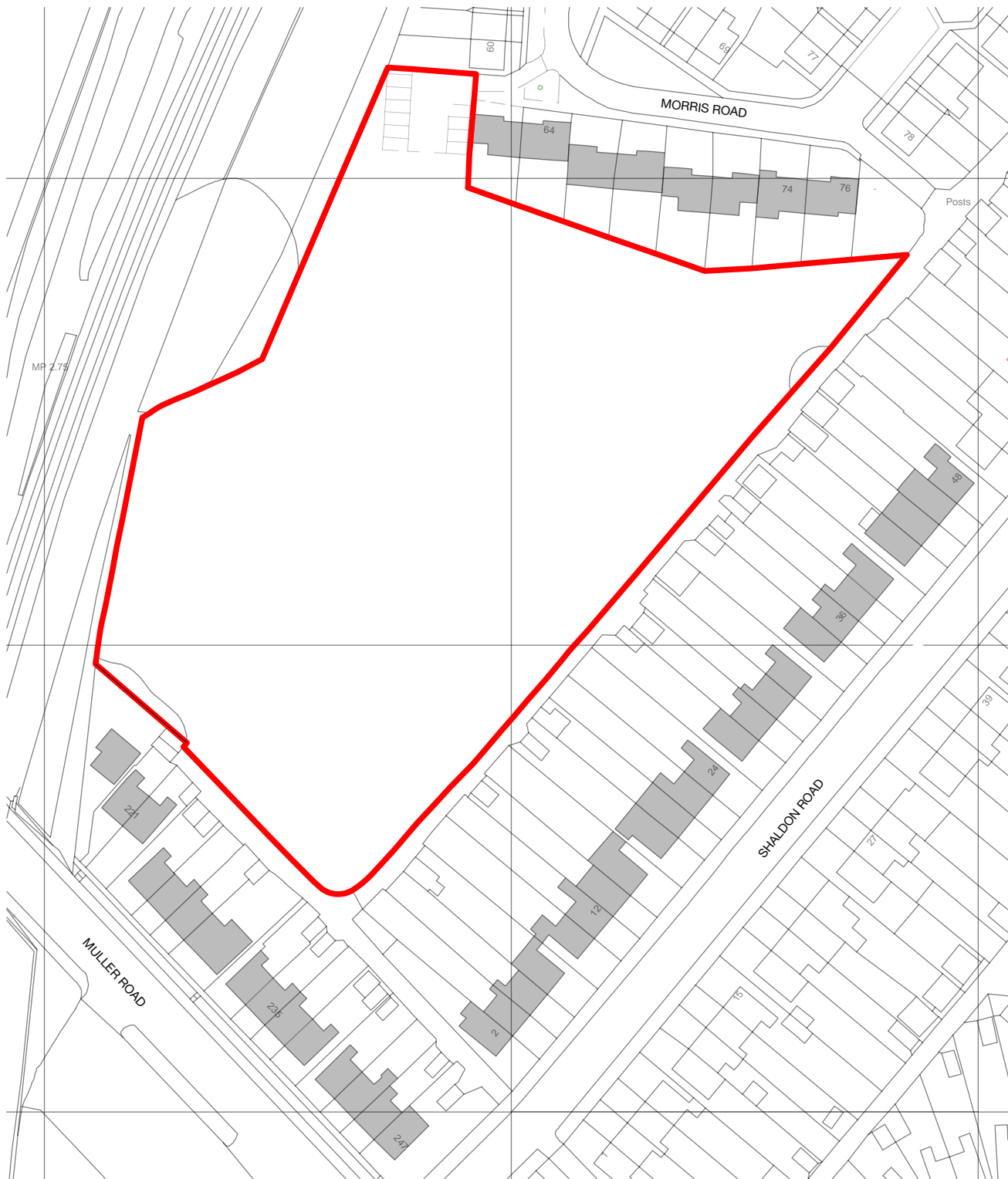
Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bat boxes should face south, between south-east and south-west. Bird boxes should be erected out of the reach of predators and at least 3.5 metres high on publicly accessible sites. For small hole-nesting species bird boxes should be erected between two and four metres high. Bat boxes should be erected at a height of at least four metres, close to hedges, shrubs or tree-lines and avoid well-lit locations. Bat boxes which are being placed on buildings should be placed as close to the eaves as possible.

3. 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.

Supporting Documents

2. Land To The South Of Morris Road

1. Site plan
2. Development master
3. Scene 7
4. Scene 8
5. Shaldon Road landscape layout



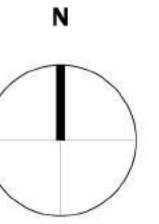
Location Plan 1:1250 @ A4



ARCHITYPE

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Project	Shaldon Road Housing	Dwg Title	Location Plan	
Client	BCLT & Page 105 Upper Communities	Dwg No.	7680 PL001	Revision A
Drawn by	EDS	Checked by	RH	Scales 1:500 @ A4
				Date 03.04.17









Entrance with feature sculpture and seat

Shared surface treatment with concrete block paving throughout

Bin stores with sedum roof

Existing Lime tree retained as feature within new communal garden

Native species woodland planting above gabion / timber cribblock retaining element

Car parking with timber pergola above

Existing mature trees retained

Retaining elements with pergolas to rear garden access

COMMUNAL GARDEN

'Home zone' style street with trees, planting and benches

Communal garden with fire circle, amphitheatre, pergolas and decking steps

CENTRAL SQUARE

COMMUNAL GARDEN

Birch woodland buffer planting

Decking steps and retaining elements to take up level differences

WOODLAND

Communal garden with retained mature tree, fire circle and small wetland area

WORKSHOP YARD

Central square with feature tree, seating and broad steps to take up level differences

COMMUNAL GARDEN

Workshop yard for residents' use

ALLOTMENTS

Localised road narrowing

Boundary ditch, culverted at pinch-point

Small raised bed 'allotments'

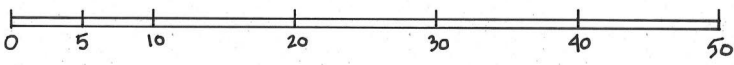
Parking spaces with timber pergola above

Birch woodland buffer planting

CYCLEWAY LINK

Attenuation pond with post, rail and netting fence and boardwalk

Shaldon Road
BCLT
Proposed Landscape
Layout



1:250 @ A0
Dwg No 262/16/ LD010