

# Development Control A Committee Agenda



**Date:** Wednesday, 6 September 2017

**Time:** 2.00 pm

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

## Distribution:

**Councillors:** Tom Brook, Stephen Clarke, Mike Davies (Vice-Chair), Kye Dudd, Steve Jones, Olly Mead, Celia Phipps, Jo Sergeant, Clive Stevens, Chris Windows (Chair) and Mark Wright

**Copies to:** Zoe Willcox (Service Director - Planning), Gary Collins, Peter Westbury, Laurence Fallon, Jon Fellingham and Rachael Dando

**Issued by:** Jeremy Livitt, Democratic Services  
City Hall, PO Box 3167, Bristol BS3 9FS  
Tel: 0117 92 23758  
E-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)  
**Date:** Tuesday, 29 August 2017

[www.bristol.gov.uk](http://www.bristol.gov.uk)



# Agenda

## **1. Apologies for Absence and Substitutions**

Councillor Celia Phipps has given her apologies for this meeting (Councillor Harriet Bradley substituting).

**(Pages 4 - 5)**

## **2. Declarations of Interest**

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

## **3. Minutes of the previous meeting**

**6.05 pm**

To agree the minutes of the last meeting held on Wednesday 26<sup>th</sup> July 2017 as a correct record.

**(Pages 6 - 14)**

## **4. Appeals**

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

**(Pages 15 - 21)**

## **5. Enforcement**

To note recent enforcement notices.

**(Page 22)**



## 6. Public Forum

Up to 30 minutes is allowed for this item.

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. Public Forum items should be emailed to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk) and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest **5pm on Thursday 31<sup>st</sup> August 2017.**

Petitions and Statements - Petitions and statements must be received on the working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest **by 12pm on Tuesday 5<sup>th</sup> September 2017.**

**Please note, your time allocated to speak may have to be strictly limited if there are a lot of submissions. This may be as short as one minute.**

## 7. Planning and Development

The Committee is requested to consider each of the following Planning Applications.

**(Page 23)**

- a) Application Number 16/06594/P - Land At The Adjoining Callowhill Court, Broadmead and the Horsefair**

**(Pages 24 - 90)**

## 8. Date of Next Meeting

The next meeting is scheduled to be held at 10am on Wednesday 18<sup>th</sup> October 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](http://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](mailto: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 A**  
**Committee**



**26 July 2017 at 6.00 pm**

**Members Present:-**

**Councillors:** Chris Windows (Chair), Mike Davies (Vice-Chair), Harriet Bradley, Tom Brook, Stephen Clarke, Kye Dudd, Olly Mead, Paula O'Rourke, Celia Phipps and Mark Wright

**Officers in Attendance:-**

Gary Collins, Peter Westbury, Matthew Bunt, Jon Fellingham and Jeremy Livitt

**1. Apologies for Absence and Substitutions**

Apologies were received from Councillor Steve Jones, Clive Stevens (Paula O'Rourke substituting) and Jo Sergeant (Harriet Bradley substituting).

**2. Declarations of Interest**

Councillor Paula O'Rourke stated that, whilst Application Numbers 16/03473/F and 16/03474/LA (Goldney Hall) were in her ward, her fellow Ward Member had been dealing with this application. She, therefore, felt that she would be able to participate and vote on this issue.

**3. Minutes of the previous meeting**

The Committee agreed to include a reference to the view of the interior as an additional reason that Councillor Mead would be abstaining from the Empire Sports Club (223 Newfoundland Road) application (Paragraph 11).

Resolved – that the minutes of the above meeting be approved as a correct record and signed by the Chair subject to the addition of the above reference.

**4. Appeals**

**Somerset House** – Following the Inspector's decision to dismiss this appeal on the grounds of amenity of neighbouring properties, officers had now received a letter from the Planning Inspector indicating that the Inspector should have also expressed concern over the setting of listed buildings. Officers indicated that to receive such a letter from the Inspectorate after a formal decision had been given was unusual.



**Chocolate Factory** – Officers referred to the Inspector’s decision on this issue. He drew members’ attention to the decisions made on 30<sup>th</sup> November 2016 and 22<sup>nd</sup> February in respect of this application as follows:

30<sup>th</sup> November 2016 where a late offer of six affordable housing units had been reported but the £46,000 contribution towards bus stop enhancements had been withdrawn, the Committee’s decision was to defer pending:

- (a) further consultation with local stakeholders about the need for more affordable housing on the site including discussions about,
  - (i) the possibility of a trade-off between the need for retaining the existing buildings and provision of further affordable housing on the site
  - (ii) further analysis of the viability appraisal reports used in the assessment process as appropriate
  - (iii) negotiations with the developers about the mix of uses on site and potential flexibility with the site allocation policy
- (b) further discussions with the developers about parking and traffic

and, following an appeal by the applicant against non-determination, a further Committee decision on 22<sup>nd</sup> February 2017 as follows:

1. That if the Committee had the power to determine the application it would have GRANTED planning permission, subject to the obligations (including the delivery of 6 affordable units) set out in the report to committee on 30<sup>th</sup> November 2016 and the associated Amendment Sheet, to be secured by an agreement or undertaking under s106 of the Town & Country Planning Act 1990, and all of the proposed conditions;
2. That the Head of Development Management be authorised to advise the Planning Inspectorate of this resolution and that the Council does not intend to defend the Appeal.

Officers then confirmed that the decision had been made following written representations via an Inspector’s letter dated 28<sup>th</sup> June 2017. He outlined the main points made by the Inspector as follows:

The Appeal was allowed as he felt that there was a consensus between the developer and the Council’s Independent Adviser which had concluded that it would not be commercially viable to provide affordable housing and gave significant weight to this. He had not been provided with any other substantive evidence to demonstrate that the provision of affordable housing would not be economically viable to provide any affordable housing would not render the scheme economically unviable. This led the Inspectorate to conclude that currently it would not be economically viable to provide any affordable housing on this site.



There had been significant concerns expressed regarding the additional traffic generated by the proposal and the issue of the parking availability, with the number of car parking spaces being marginally below the recommended standards. The appeal site lies within an urban residential area and it is highly likely that some of the future occupiers would wish to make use of public transport. As a result, the Inspector attached significant weight to the improvement of public transport facilities in the locality.

Based on the evidence before him the Inspector considered that the bus stop enhancement monies required by BCC were necessary to make the development acceptable in planning terms.

In conclusion, the appeal was allowed with zero affordable housing but with a requirement for a £46,000 contribution towards bus stop enhancements.

In relation to the issue of costs, the National Policy Guidance lists a number of examples of unreasonable behaviour that may give rise to a substantive award of costs against a local planning authority. One of these examples refers to preventing or delaying development which clearly should be permitted, having regard to the development plan, national policy and any other material consideration.

The proposal was deferred by Committee contrary to the advice of the Council's professional officers who recommended approval. The proposal was allocated in the Development Plan and was supported by Development Plan policy. Authorities are not bound to accept the recommendations of their officers but if their professional advice is not followed then reasonable planning grounds for taking a contrary decision need to be provided supported by relevant evidence.

The first reason for deferral relates to further consultation about the need for more affordable housing and discussions about potential alternatives to the proposal that was before the Council. Viability reviews had been provided by both the appellant and consultants acting for the Council, both of which concluded that an affordable housing contribution would not be viable. Despite this and with no specific alternative evidence provided in this regard, the proposal was deferred.

The scheme was judged by Officers to be acceptable and the Inspector noted from the published Minutes the advice from Officers that Councillors were required to determine the application before them. Therefore by deferring the application in order to investigate a hypothetical alternative scheme in order to potentially achieve better affordable housing provision, Members acted in a manner contrary to established case law in this regard. Furthermore, the reason given is unacceptably vague in that by neither local stakeholders nor details as to who should carry out the consultation and by what mechanism were adequately defined.

The Council's Transport Development Management Team (TDM) considered that the parking shortfall would only be minimal and considered the development to be acceptable subject to the imposition of planning conditions and obligations. Despite this consultation response from TDM the Committee Members sought further discussions with the developer about "parking and traffic". . In the Inspector's mind, these were vague reasons that were not supported by objective analysis.





Therefore, costs were awarded against the Council as the Council had delayed development which ought reasonably to have been permitted, acted contrary to well-established case law and had made vague assertions in regard to affordable housing and parking provision which were not supported by any objective analysis. The Inspector considered that this constituted unreasonable behaviour on the part of the local planning authority. Consequently, the applicant's costs in mounting the appeal were unnecessarily incurred and the award of costs was therefore justified.

Officers stressed the importance with all applications of Committee members considering the evidence before them and sticking to the core issue. In addition, officers would ensure that contentious issues were brought earlier in the process to Councillors (ie through pre-application briefings) and discussions concerning potential issues arranged with all appropriate parties as early as possible, as had recently happened concerning the Blackberry Hospital site.

Officers responded to Councillor's questions as follows:

- (1) Whilst due weight needed to be given to the scale and volume of objections, this should not unduly influence Councillors in making their decision. The issues relating to each application needed to be at the forefront of their decision;
- (2) Costs were not yet clear. However, it is possible that the decision by the Committee not to defend the appeal and the use of written representations would keep costs reduced;
- (3) Whilst the developer had originally offered to provide 6 affordable houses as a commercial response to Councillors' concerns about the application, this did not form part of the evidence that was available to the Inspector in the form of the viability appraisal which was agreed by the Council's Adviser.

Councillors also made the following comments:

- (4) Whilst officers had clearly explained the reasons behind the decision, it was undemocratic not to take into account the numbers of people objecting to a scheme. Members needed to be made aware with such decisions that they were faced with no choice
- (5) The Committee had not made a good decision in this instance. The Council would be lucky if it was able to keep costs below £30,000. Councillors needed to bear in mind the quasi-judicial nature of their role on the Committee;
- (6) Whilst Councillors should avoid deferring an application wherever possible, there were situations when Councillors had acted contrary to officers' advice and the Inspector had indicated that their decision was not an unreasonable one to make. It would be helpful if officers could provide a briefing to Councillors on lessons learnt on this issue, particularly in terms of viability;
- (7) There were lessons to be learned in relation to the need to comply with the necessary rules. There were situations where Councillors needed to take decisions that they did not feel comfortable with.

## 5. Enforcement

There were no enforcement notices served since the last meeting.



## 6. Public Forum

Members of the Committee received public forum statements in advance of the meeting. The statements were heard before the application they related to and were taken fully into consideration by the Committee prior to reaching a decision.

## 7. Planning and Development

The Committee considered the following Planning Applications.

## 8. Planning Application Numbers 16/03473/F and 16/03474/LA - Goldney Hall, Lower Clifton Hill, Bristol

The representative of the Service Director (Planning and Development) introduced the report and made the following points:

- (1) There were a lot of works required to facilitate this development taking place. Control would be given by the Local Planning Authority to ensure that this takes place;
- (2) Details of the consultation were set out in the amendment sheet;
- (3) Photos showing the collapsed wall were provided
- (4) Felling of trees was required
- (5) Of the application was approved, Condition 17 would require a construction method statement

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

- (6) It was proposed to strengthen the wall to reduce the likelihood of any further collapse;
- (7) The application for consideration (including the wall) was as indicated in the report
- (8) It would not be possible to extend Randall Road to the adjoining parking zone since this was outside the Planning Act. This would not be enforceable off the back of a Planning Application. However, officers indicated that they could report back to Councillors to confirm whether or not the applicants were prepared to give consideration to this as part of a Management Plan;
- (9) It would not be possible to add a condition limiting the size of the wall. The protection of the listed wall was a statutory duty and had been approved by Bristol City Council's Conservation Team and Historic England;
- (10) The sign at Randall road indicating that HGV's were unsuitable was noted. It was acknowledged that this was not an ideal situation;
- (11) The suggestion that smaller vehicles are used was noted. However, it would depend on the material being transferred. In addition, the proposed lorry size would avoid the disruption period being unnecessarily being extended. Members' attention was also drawn to the Construction Management Plan which would arrange deliveries at certain times and keep disruption at a minimum



- (12) The suggestion of a condition to ensure safety for schools by limiting deliveries to certain times was noted. Officers confirmed that they could arrange this with the applicant

Councillors made the following comments:

- (13) It was clear that officers had considered all possible alternatives and come up with the best solution;
- (14) There was no alternative to the proposal. However, the size of the lorries that would be used remains a concern;
- (15) It was clear that the works were required. The proposal was the least worst option available.

It was moved by Councillor Kye Dudd, seconded by Councillor Harriet Bradley and, upon being put to the vote,

**Resolved (unanimously) - that the recommendations contained in the report be approved.**

## **9. Planning Application Numbers 15/05673/F and 15/05674/LA - Empire Sports 223 Newfoundland Road**

The Service Director (Planning and Development) introduced the report and made the following points:

- (1) This application had been approved at the last meeting on 14<sup>th</sup> June 2017 subject to clarity regarding future residents' eligibility to the Residents' Parking Scheme (RPS) being reported to the Agenda Meeting and if necessary the full Committee. Whilst the Secretary of State did not want to call in this application, the issue of enforceability of the RPS scheme needed to be further discussed;
- (2) Members' attention was drawn to the Amendment Sheet which proposed an advice note as a means of addressing the issues that had been raised following the investigation into the RPS parking issues;
- (3) The application was in a very accessible location in the City Centre;
- (4) The provision of cycle facilities in the development was an effective means of meeting the policy requirement for appropriate cycle parking;
- (5) The capacity for the RPS was approximately 67%. However, so far only 750 permits had been issued out of 2,300. Therefore, based solely on this figure there would be capacity within the RPS to accommodate the additional vehicles associated with 22 residential dwellings
- (6) However, this does not reflect the actual situation as it should be noted that the parking restrictions are only enforced between 9am to 5pm Monday to Friday. As a consequence outside of these hours and at weekends there are likely to be additional vehicles parked. Furthermore due to the proximity of the city centre there is an element of people parking in this location to utilise the facilities of Cabot Circus in the evening. It is, therefore, likely that the actual capacity will be much lower than the 67% set out above;



- (7) The usual advice note and the proposed amended one relates to the proposal being treated as a car free/low car use development. As such it should be noted that it would be ineligible for parking permits. Although this advisory is meant to control and regulate vehicle ownership in the RPS, it can only control vehicle parking within the restricted hours. As a consequence vehicle owners which operate outside these ie utilise their car between 9am to 5pm will still be able to park outside of these times. Therefore, it has the potential not to deter car users from this location. Also, the existing RPS TRO wording does not give the Council as Transport Authority sufficient power to reject permit applications from occupiers of new developments;
- (8) Resident Parking Schemes are to be reviewed with Local members and amended TROS may come forward, for example relating to hours of control. Any new TROs are planned to be in place by April 2018 and they won't apply retrospectively. Whilst the development would have an Advice Note, this would only act as a deterrent since the TRO won't be in place.
- (9) In view of the accessible location of the site and the existing available capacity, officers did not believe the impact would be significant and were, therefore, recommending approval.

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

- (10) Whilst it was acknowledged that this could continue to be an issue for any resident who found out about this situation concerning the RPS until April 2018, the forthcoming TRO's would prevent any further difficulties in future cases. In addition, there was a need to promote other forms of transport.
- (11) Officers believed that a similar situation applied to all RPS zones with the exception of the Central Parking Zone;
- (12) Officers noted the suggestion that car club spaces would be desirable at the site. However, they pointed out that the site was landlocked which would make this impossible. Nevertheless, he stated that he would discuss the possibility of car club spaces forming part of any new TRO with transport officers and also suggested that the Ward Member present did likewise.

Councillor Mead indicated that, whilst the written description of the development was good and it was within easy walking distance of the City Centre, he would nevertheless be abstaining on this issue due to the heritage impact issues.

Councillor Mike Davies moved, seconded by Councillor Harriet Bradley and, upon being put to the vote, it was

**Resolved: (8 for, 1 against, 1 abstention) – that the recommendations contained in the report be approved.**

## **10 Planning Application Number 17/01813/F - 135 Highridge Road Bishopsworth Bristol BS13 8HT**

The representative of the Service Director (Planning and Development) introduced the report and made the following points:



- (1) He referred Councillors to additional consultation that had been received concerning this application, in addition to a note of clarification concerning Paragraph (G) (Arboricultural Issues) and clarification of the issue relating to materials;
- (2) Relevant plans indicating the proposed site
- (3) Officers proposed that the application be refused on the grounds that the site was within a designated Important Open Space, would be harmful to the character and appearance of the conservation area and that the further access would be detrimental to the site and affect the amenities of properties at 133 and 135 Newfoundland Road;
- (4) The property would be over 7 metres in height and consisting of 5 bedrooms;
- (5) Officers did not believe that public benefit outweighed harm to the site.

In response to questions from Councillors, officers made the following comments:

- (6) The Post Box would be re-located wherever possible. As this was not a Planning issue, it could not be addressed by officers;
- (7) Whilst the site would affect the Development Plan as it currently stood (since it was currently designated as an area of important open space), Councillors remained free to approve it contrary to this. However, Councillors were requested to give due weight to the existing plan and not to act in a way that would be premature, as Important Open Space designations would be reviewed as part of the forthcoming Local Plan review.

Councillors made the following comments:

- (8) There did not seem to be a significant amount of harm to the Conservation Area from this proposal. A family home would be less obtrusive than the previously approved flats. The application had been well thought through and was designed to only provide what the family needs. It would cause less than substantial harm;
- (9) The arguments concerning harm to amenity did not seem convincing. There was unlikely to be very much traffic arising from one house with a small access lane. In addition, the site was only 20 metres from Dundry and, therefore, there was green space nearby.

The Committee noted that the applicant had already arranged with Royal Mail to re-site the Post Box in the wall.

It was moved by Councillor Olly Mead, seconded by Councillor Mike Davies and, upon being put to the vote, it was

**Resolved: (unanimously) – that the application be approved with appropriate conditions.**

## 11 Date of Next Meeting

It was noted that the next meeting was scheduled to be held at 2pm on Wednesday 6th September 2017.



Meeting ended at 8.20pm

**CHAIR** \_\_\_\_\_



# DEVELOPMENT CONTROL COMMITTEE A

6th September 2017

## REPORT OF THE SERVICE DIRECTOR - PLANNING

### LIST OF CURRENT APPEALS

#### Public inquiry

Item	Ward	Address, description and appeal type	Date of inquiry
1	Central	<p>Old Bristol Royal Infirmary Building Marlborough Street (South Side) City Centre Bristol BS1 3NU</p> <p>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.</p> <p>Appeal against refusal</p> <p>Committee</p>	21/11/2017

#### Written representation

Item	Ward	Address, description and appeal type	Date lodged
2	Easton	<p>28 York Road Easton Bristol BS5 6BJ</p> <p>Enforcement notice appeal for the erection of a porch to the front.</p> <p>Appeal against an enforcement notice</p>	21/04/2017
3	Horfield	<p>73 Filton Grove Bristol BS7 0AW</p> <p>Removal of existing garage and construction of a 2 bedroom attached dwelling.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	08/05/2017
4	Filwood	<p>129 Leinster Avenue Bristol BS4 1NN</p> <p>1 no detached 2 storey house.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	23/05/2017

5	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
6	Hartcliffe & Withywood	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
7	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
8	Stockwood	52 Dutton Road Bristol BS14 8BW Erection of 2 storey, 2 bed dwelling. Appeal against refusal Delegated decision	10/07/2017
9	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
10	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
11	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
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	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
14	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
15	Clifton	78 Princess Victoria Street Bristol BS8 4DB Erection of a new two storey dwelling. Appeal against refusal Delegated decision	02/08/2017
16	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
17	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
18	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
19	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

20	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
21	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
22	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
23	Brislington West	116 Repton Road Bristol BS4 3LZ Two bedroom two storey dwelling. Appeal against refusal Delegated decision	23/08/2017

### List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
24	Cotham	58 Ravenswood Road Bristol BS6 6BP Retention of existing single-storey side extension with alterations to the roof. Appeal against refusal Delegated decision	Appeal dismissed 02/06/2017
25	Clifton Down	101 Queens Road Clifton Bristol BS8 1LW Internal alterations to accommodate an additional bedroom (Flat 2) together with associated internal and external alterations. Appeal against refusal Delegated decision	Appeal dismissed 13/07/2017

26	Avonmouth & Lawrence Weston	11A High Street Shirehampton Bristol BS11 0DT Demolition of existing domestic garage and erection of detached two storey dwelling. Appeal against refusal Delegated decision	Appeal allowed 03/08/2017  Costs awarded
27	Avonmouth & Lawrence Weston	16 Green Lane Bristol BS11 9JD Conversion of single dwelling house into two self contained one bedroom flats. Appeal against refusal Delegated decision	Appeal dismissed 03/08/2017
28	Brislington West	65 Winchester Road Bristol BS4 3NH Erection of detached dwelling house. Appeal against refusal Delegated decision	Appeal dismissed 03/08/2017
29	Brislington East	26 Capgrave Crescent Bristol BS4 4TW Demolition of existing 16 No. residential garages and construction of 3 No. three bedroom dormer bungalows. Appeal against refusal Delegated decision	Appeal dismissed 03/08/2017  Costs not awarded
30	Ashley	Land To Rear Of 173 North Road Bishopston Bristol BS6 5AH Erection of single dwelling house (Revision to consent granted under app.no. 13/03853/F). Appeal against refusal Delegated decision	Appeal dismissed 07/08/2017
31	Central	Southey House 33 Wine Street Bristol BS1 2BQ Change of use of part of the lower ground floor from ancillary storage space (A1 Use Class) to residential (C3 Use Class) with ancillary selfcontained storage space. Appeal against refusal Delegated decision	Appeal dismissed 07/08/2017
32	Hengrove & Whitchurch Park	131 East Dundry Road Bristol BS14 0LP First floor extension to the rear of the property. Appeal against refusal Delegated decision	Appeal dismissed 18/07/2017
33	Clifton	Trinity House Kensington Place Bristol BS8 3AH Remodelling of the front boundary treatment to form vehicular access. Appeal against refusal Delegated decision	Appeal dismissed 24/07/2017

34	Hotwells & Harbourside	13 Christina Terrace Bristol BS8 4QB Installation of a new side elevation window, at ground floor level. Appeal against refusal Delegated decision	Appeal dismissed 03/08/2017
35	Windmill Hill	Land At St Johns Lane Site Adjacent To South-east Corner Of Railway Bridge Bristol BS3 5BE Replacement of an existing 48-sheet advertising display with a 48-sheet LED advertising display. Appeal against refusal Delegated decision	Appeal dismissed 03/08/2017
36	Windmill Hill	164-188 Bath Road Totterdown Bristol BS4 3EF Removal of the three existing advertisements (2x 12mx3m displays, 1x 6mx3m display), to be replaced with two internally illuminated digital advertisements. Appeal against refusal Delegated decision	Appeal allowed 04/08/2017
37	Bedminster	(Land At 64) Bedminster Down Road Bristol BS13 7AB Removal of the existing illuminated advertisement, measuring 12m x 3m, to be replaced by an internally illuminated digital advertisement, measuring 6m x 3m. Appeal against refusal Delegated decision	Appeal dismissed 04/08/2017
38	Horfield	47 Montreal Avenue Bristol BS7 0NB Erection of a single dwellinghouse, attached to existing property. Appeal against refusal Delegated decision	Appeal dismissed 14/08/2017
39	Lockleaze	Land To Rear Of 1 Dorchester Road Bristol BS7 0LA Application for planning permission for a new two bedroom dwelling. Appeal against refusal Delegated decision	Appeal dismissed 17/08/2017
40	Filwood	32 Creswicke Road Bristol BS4 1UD Proposed two storey side extension. Appeal against refusal Delegated decision	Appeal dismissed 04/08/2017

41	Hengrove & Whitchurch Park	Parkview Office Campus Whitchurch Lane Whitchurch Bristol BS14 0TJ Prior approval for the change of use from office floor space within Use Class B1 (a) to 305 units of residential accommodation falling within Class C3 (dwelling houses). Appeal against refusal Delegated decision	Appeal withdrawn  04/08/2017
----	-------------------------------	--	------------------------------------

## **DEVELOPMENT CONTROL COMMITTEE A**

**6th September 2017**

### **REPORT OF THE SERVICE DIRECTOR - PLANNING**

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

No Enforcement Notices to report

## Development Control Committee A 6 September 2017

### Report of the Service Director - Planning

#### Index

#### Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Central	Grant subject to Legal Agreement	<p>16/06594/P - (Land At The Adjoining Callowhill Court, Broadmead &amp; The Horsefair) Bristol BS1 3HE</p> <p>Outline Application - Demolition of existing buildings and structures and the comprehensive mixed-use redevelopment of land at and adjoining Callowhill Court, Broadmead/ The Horsefair comprising up to 102,480 sq m of mixed use retail, commercial, leisure and hospitality floorspace (Use Class A1, A2, A3, A4, A5, C1, D2), as well as providing up to 150 Use Class C3 residential units, car parking, access, landscaping, public realm works and other associated ancillary works. All matters reserved other than customer vehicular access and access for servicing.</p>

**WARD:** Central **CONTACT OFFICER:** Peter Westbury

**SITE ADDRESS:** (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol  
BS1 3HE

**APPLICATION NO:** 16/06594/P Outline Planning

**DETERMINATION DEADLINE:** 6 March 2017

**Outline Application - Demolition of existing buildings and structures and the comprehensive mixed-use redevelopment of land at and adjoining Callowhill Court, Broadmead/ The Horsefair comprising up to 102,480 sq m of mixed use retail, commercial, leisure and hospitality floorspace (Use Class A1, A2, A3, A4, A5, C1, D2), as well as providing up to 150 Use Class C3 residential units, car parking, access, landscaping, public realm works and other associated ancillary works. All matters reserved other than customer vehicular access and access for servicing.**

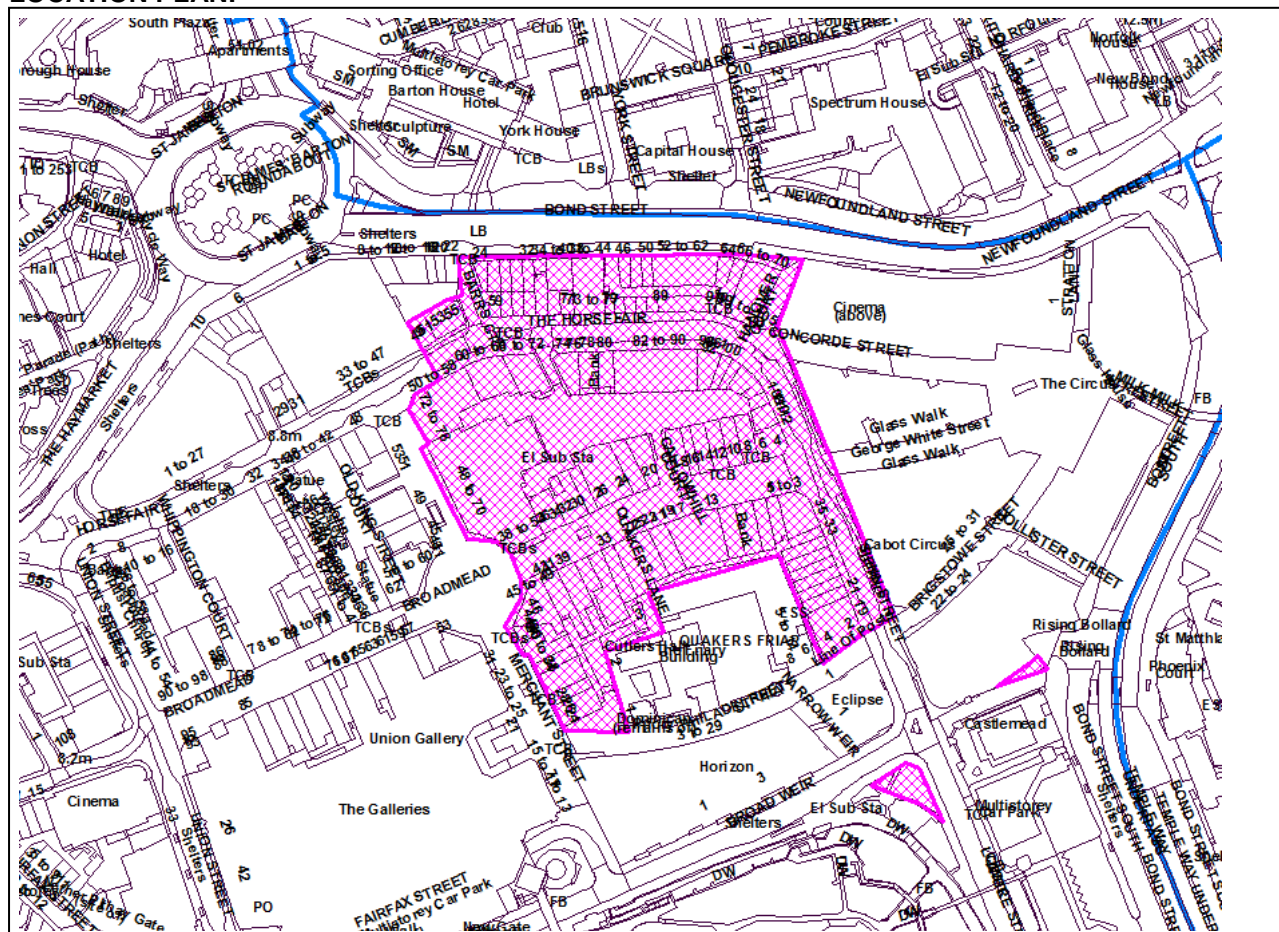
**RECOMMENDATION:** Grant subject to Legal Agreement

**AGENT:** Turley  
40 Queen Square  
Bristol  
BS1 4QP

**APPLICANT:** Bristol Alliance Limited Partnership  
c/o agent

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

**LOCATION PLAN:**





**Development Control Committee A – 6 September 2017**

**Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

**Table of Contents**

<b>1.0</b>	<b>Summary</b>
<b>2.0</b>	<b>Background</b>
<b>3.0</b>	<b>Site Description</b>
<b>4.0</b>	<b>Relevant History</b>
<b>5.0</b>	<b>Application Details</b>
<b>6.0</b>	<b>Environmental Impact Assessment</b>
<b>7.0</b>	<b>Equalities Assessment</b>
<b>8.0</b>	<b>Response to publicity and consultation</b>
<b>9.0</b>	<b>Relevant Policies</b>
<b>10.0</b>	<b>Key Issues</b>
<b>11.0</b>	<b>Proposed Conditions</b>
<b>12.0</b>	<b>Conclusion</b>

**1.0 SUMMARY**

- 1.1 This application is brought to Committee on account of its strategic importance to the future planning of the city centre.
- 1.2 This is an application for outline planning permission for the significant redevelopment of part of the Bristol Shopping Quarter. All matters are reserved for subsequent approval with the exception of access. An access strategy for the site has been developed for this large site including the provision of 580 parking spaces and alterations to the streets within the site.
- 1.3 Following further discussion with the applicant and during the detailed consideration of the application, the description of development has been revised to read:
 

“Demolition of existing buildings and structures and the comprehensive mixed-use redevelopment of land at and adjoining Callowhill Court, Broadmead/ The Horsefair comprising up to 102,480 sq m of mixed use retail, commercial, leisure and hospitality floorspace (Use Class A1, A2, A3, A4, A5, C1, D2), as well as providing up to 150 Use Class C3 residential units, car parking, access, landscaping, public realm works and other associated ancillary works. All matters reserved other than customer vehicular access and access for servicing.”
- 1.4 Following the change in the description of development and the submission of amendments to the access strategy for the development, a further round of consultations was undertaken.
- 1.5 There is strong national and development plan policy support for enhancing existing city centre uses. This application must be seen in the context of the aspiration to strengthen and diversify the Bristol Shopping Quarter with a wide range of uses including additional retail development and city centre housing.

**2.0 BACKGROUND**

- 2.1 Bristol Alliance Limited Partnership ('BALP') is the owner of Cabot Circus Shopping Centre, Quakers Friars and the surrounding shops in Bristol City Centre. The freehold of much of the Callowhill Court site is owned by Bristol City Council ('BCC'), with the majority of the various leasehold interests held by BALP.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 2.2 In support of their application BALP highlight that the proposed development has the potential to generate up to 3,705 additional jobs (both directly and indirectly) on site and in the wider area (EIA, Chapter 17, Table 17.17)
- 2.3 The applicant's overall vision for the development is to:
- “... improve both the environmental quality and connectivity of the site, whilst transforming the overall consumer experience, with the objective of drawing greater numbers of visitors to Bristol City Centre as well as retaining retail expenditure within the City, to the benefit of the wider sub-region.” (Planning Statement, paragraph 1.6)
- 2.4 It is noted that on 15 August 2017, the Cabinet considered a report which sought in principle the agreement for the Council to use Compulsory Purchase Order (CPO) powers if necessary to enable to redevelopment of Callowhill Court.
- 2.5 The Cabinet agreed to support the re-development of Callowhill Court in Broadmead as an important part of our City Centre strategy. They agreed to use CPO powers if necessary, to enable the development of Callowhill Court. The powers will be used if BALP are not able to agree to terms with the various leasehold interests that need to be acquired prior to re-development. The use of the powers will be subject to a list of preconditions (to be developed, but to include a formal request being made by BALP that the Council makes a CPO, planning permission in place, development agreement in place and BALP to cover all related costs) in accordance with the CPO legislative framework. The Cabinet agreed that if CPO is required and all pre-conditions have been met then the decision will be brought back to Cabinet for final resolution.

**3.0 SITE DESCRIPTION**

- 3.1 The site comprises 3.48 hectares of land located within the Bristol Shopping Quarter Primary Shopping Area. It is immediately adjacent to the Cabot Circus Shopping Centre and bound by Quakers Friars/Philadelphia Street to the south and Bond Street to the north, the latter of which is the only part of the site that is classed as a secondary shopping area.
- 3.2 Merchant Street forms the western boundary of the application site, with The Horsefair/Penn Street bounding the site to the east. Broadmead runs through the heart of the site with The Podium forming a distinctive feature at the site's western boundary.
- 3.3 The site is predominantly in retail use with an urban fabric which has received piecemeal upgrades since it was originally developed in the 1950's. This provides a disjointed urban realm which contrasts with the relatively modern Cabot Circus (2008). The Horsefair, Merchant Street and The Arcade contain a number of shop units in need of refurbishment, and some areas of low environmental quality. The severance of Cabot Circus from the remainder of Broadmead by vehicular traffic adversely affects the pedestrian environment and functional relationship between areas of the Shopping Quarter.
- 3.4 The total estimated floorspace of existing uses within the application site (occupied and vacant premises combined) is 24,182 sq m (gross). This includes a small proportion of existing residential floorspace (approximately 93 sq m). Main town centre uses located within the application site extend to approximately 24,089 sq m (gross). The scale of surrounding buildings range from 12m in height to 28.5 metres in height.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 3.5 In a report by DTZ (Bristol City Centre Retail Study: Stages 1 & 2, 2013) the Shopping Quarter is characterised by a range of national multiples and high-end retailers, as well as a number of entertainment, leisure and community facilities. The centre contained 30 of the 'top 31' major retailers, and benefitted from the presence of anchor stores as well as high-end and fashion multiples. The centre also contained a range of mainstream and midmarket multiples, independents and some convenience operators. The breath and critical mass of the centre's retail offer continues to be a key strength of Bristol.
- 3.6 The vast majority of the site is not within but adjacent to the conservation areas of Portland and Brunswick Square to the north, St. James' Parade to the north west, City and Queen Square to the south. There are a number of listed buildings located in proximity to the site along its western boundary but none are within the site. A number of historic assets, including the Dominican Friary and Friends Meeting House at Quakers Friars, are located adjacent to the application site.
- 3.7 The Friary has been restored and its surroundings at Quakers Friars have been redeveloped to become an important landmark within this part of the city. Quakers Lane provides a pedestrian connection from Broadmead to Quakers Friars. The historic area of the Friary precinct may extend into the site.

**4.0 RELEVANT HISTORY**

- 4.1 The application site has an extensive and complex planning history spanning a number of years, primarily related to the piecemeal upgrading of the existing retail and commercial uses.

**5.0 APPLICATION**

- 5.1 The applicant, Bristol Alliance Limited Partnership (BALP), has submitted an outline planning application with all matters reserved except access for:
- “Demolition of existing buildings and structures and the comprehensive mixed-use redevelopment of land at and adjoining Callowhill Court, Broadmead/ The Horsefair comprising up to 102,480 sq m of mixed use retail, commercial, leisure and hospitality floorspace (Use Class A1, A2, A3, A4, A5, C1, D2), as well as providing up to 150 Use Class C3 residential units, car parking, access, landscaping, public realm works and other associated ancillary works. All matters reserved other than customer vehicular access and access for servicing.”
- 5.2 The plans submitted for approval are the Location Plan (which defines the geographical extent of the proposed development); the parameter plans; and, the proposed access plans, which define in detail the proposed access and highways proposals for the development.
- 5.3 Other plans, including the illustrative masterplan and those included within the Design and Access Statement ('DAS') are illustrative and only illustrate how the development could be delivered. They would not be listed in the planning conditions in the event that Members were minded to grant planning permission.
- 5.4 Specifically this application is seeking consent for the following:
- A total 'build zone' of approximately 3.15 ha;
  - Demolition of existing buildings and structures within the 'build zone';

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- Highways and public realm works in the defined wider area beyond the build zone (an area of approximately 8 ha);
- The construction of up to 102,480 sq.m. Gross External Area (GEA) of retail (A1-A5) and leisure (Use Class D2, and Use Class C1 hospitality of up to 150 hotel beds);
- Up to 150 residential units (Use Class C3) with provision for 40% affordable housing to be secured by legal agreement with the caveat that the mix will be agreed at the appropriate time.
- The realignment of The Horsefair and removal of vehicles from Penn Street;
- The anticipated closure of the eastern end of The Horsefair and the northern end of Penn Street;
- The western length of The Horsefair to be made a two-way cul-de-sac with access via Union Street. A turning facility is proposed at the eastern end of the retained length of The Horsefair;
- The anticipated new one-way eastbound bus link between the junction of Penn Street/Lower Castle Street/Broad Weir and Bond Street South between the southern edge of Cabot Circus and Castlemead office building;
- Additional highways works and pedestrian routes to serve the access to the development, and to ensure continued movement of vehicles through and around the development and the wider highway network;
- The retention and enhancement of the area known as 'The Podium'/'The Hub', including the retention of defined frontages to the immediate west of the build zone;
- The provision of level changes and new circulation opportunities, including a new pedestrian access from Cabot Circus via Glass Walk over Penn Street;
- New car parking facilities, which are to be located on the northern site boundary, accessed from Bond Street, providing up to 580 spaces. This is a reduction from 1,000 spaces when the application was first submitted).
- Cycle routes throughout the site and enhanced cycle parking, including the provision of 670 spaces.
- Servicing space, including within a new basement accessed from Bond Street; and new and remodelled buildings.

**6.0 ENVIRONMENTAL IMPACT ASSESSMENT**

- 6.1 In July 2016, the Local Planning Authority provided a screening opinion confirming that as the proposals could have significant environmental impacts there was a need to provide an Environmental Impact Assessment (EIA) (Application Reference 16/04043/SCR). Therefore in addition to the technical assessments in support of the planning applications, an Environmental Statement (ES) has been submitted.
- 6.2 The ES includes chapters on the following:
- Ecology and Nature Conservation
  - Flood Risk, Drainage and Hydrology
  - Noise and Vibration
  - Soils and Ground Conditions
  - Landscape and Visual
  - Transport and Access
  - Air Quality
  - Archaeology
  - Built Heritage
  - Socio-Economics
- 6.3 A summary of the key findings of the EIA are included in an Appendices A and B to this Report.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

6.4 The main conclusion of the EIA is:

“Based on the results of the EIA undertaken against the worst-case scenario, the Proposed Development, when taken as a whole, is predicted to result in a limited number of significant effects. These effects include both adverse and beneficial effects.” (Environmental Statement, paragraph 18.12)

**7.0 EQUALITIES ASSESSMENT**

- 7.1 The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.
- 7.2 “S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-
- (a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
  - (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.
- 7.3 During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In their assessment of these applications your officers are satisfied that any adverse impacts can be addressed and mitigated through the detailed design of the buildings and the imposition of appropriate conditions

**8.0 RESPONSE TO PUBLICITY AND CONSULTATION**

- 8.1 Neighbours of the site were notified of the applications by letter and the wider public was notified by site notices and press advertising.

General response from the public

- 8.2 At the time of the preparation of the Committee Report, 51 representations had been received on the application making the following comments:

IN OBJECTION:

Principle of development

- Land should be used for housing and the provision of affordable housing
- Concern about the economic impact on the existing retail provision – The Galleries.
- All public realm should be public.

Transport

- Concern at the provision of a 1,000 space car park and its impact on the city and specific routes (for example Gloucester Street).
- The proposal will increase pollution and congestion on the M32.
- Concern that the proposed access to the car park from Bond Street will delay traffic

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- Development is counter to transport policy in terms of sustainable movement.
- Congestion on the highway network.
- Lack of measures to reduce car dependency and promote sustainable movement (MetroBus)
- Travel Plan is not robust.
- Contributions should be sought to create a southbound bus lane on High Street from Wine Street to Bristol Bridge.
- Cycling: A contraflow (downhill) segregated cycle lane should be introduced on Union Street
- The unattractive two-stage crossing on Bond Street near Gloucester Street should be replaced with a wide single-stage toucan crossing.
- Disabled parking needs to be close to where people work.
- Brunswick Square is just recovering from years of problems and is beginning to be enjoyed by local residents and visitors. It pairs well with its better known neighbour, Portland Square, and the two squares are an historical feature of Bristol. It looks from the plans that residents in Gloucester Street will be affected by the extra traffic, and the character of Brunswick Square is likely to be affected in a negative way. There should be a way to access Bond Street via an underground route.

**Environmental Concerns**

- Air quality impacts from increased car dependency. It is “unbelievably old fashioned thinking” to encourage people to drive to a city centre location”.
- The applicant should be requested to adopt the hierarchy of renewable energy sources, i.e. consider wind power before solar PV. Wind would require planning permission but there is no obvious reason why the tallest buildings on this site could not accommodate turbines.
- Concern that provision is made for electric cars

**Impact on existing users of the site**

- Displacement of existing retailers and subsequent redundancies in other parts of the Shopping Quarter and associated impacts on vitality of the centre.
- Rents forcing smaller retailers out of the Shopping Quarter.
- Impact on retailer diversity and consumer choice.
- Polarisation of retail health and vitality across the primary shopping area.
- Limit access to existing residential occupiers in 51.02 and Brunswick Square

**Design**

- General height and massing is inappropriate in the context of neighbouring heritage assets.
- Tall buildings are counter to local design vernacular.
- Creation of quasi-public space and social inclusion implications.
- Design to respond to the context of surrounding heritage assets. There is a significant impact on historic squares due to traffic routing through York St.

**Housing**

- There should be the provision of 50% affordable housing.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

## Other comments

- Concern about disruption during construction
- Dismay at the lack of publicity - and therefore opportunity for comment - on this potentially major development.
- The scheme should not become privatised “as Cabot Circus has”.

## IN SUPPORT

- Welcome the provision of hundreds of additional jobs
- This development is required to modernise and bring in more people to this area. There is a huge amount of potential users i.e. students etc. etc. and this is only boost Bristol as an attractive place to visit.
- Welcome the provision of a green roof

## NOTABLE REPRESENTATIONS INCLUDE

## Bristol Cycling Campaign

## 8.3 Object to the application on the following grounds:

1. Further hinder access to the shopping area by cycle. A major through route is closed to cyclists and cycle parking provided only at the periphery rather than within the area development.
  2. Do not provide protected cycling space on main roads, or remove through motor traffic.
  3. Make cycling more dangerous for cyclists and other vulnerable road users, with poor design features.
  4. Hinder the development of Bristol Council's proposed strategic cycle network
  5. Demonstrate a general lack of competence in cycle facility and urban environment design.
- There is also insufficient attention to detail resulting in omissions and puzzling features.

## National Car Park Limited (NCP)

## 8.4 NCP is concerned at the level of parking proposed which for which they consider there to be “no necessity”. They add:

“The inclusion of the car parking element of this proposal does not conform to the Local Plan regarding car parking and directly counters the objectives for the Joint Local Transport Plan (JLTP) for the city centre. The proposed access road to the new car park would create delays and disruption to buses which would delay pedestrians and put cyclists following the shared bus lane at risk.”

## South West Transport Network (SWTN)

## 8.5 SWTN state their belief that there should be an enhanced local bus network with priorities through Broadmead, greater use made of Park &amp; Ride sites around Bristol including a new one to the North of Bristol rather than building a multi-storey car park.

The scheme should also include better public realm, dropped kerbs, bus borders and street furniture.

A fixed link to Temple Meads would enable much better use of the Portishead line and the Henbury loop and existing lines.

**Development Control Committee A – 6 September 2017**

**Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

We also want to local independent shopping retained.

**RESPONSE FROM EXTERNAL CONSULTEES**

Highways England

8.6 The TA considers the transport implications of a proposed development at Callowhill Court, Bristol.

8.7 Highways England raise concerns regarding the methodology used in the TA. In particular:

- The trip generation should consider the likely full trip making potential of the site;
- Trips should be distributed to the Strategic Road Network (SRN), and depending on this distribution the SRN should be assessed.

8.8 Planning permission should therefore not be granted for a period of 3 months to give the applicant time to provide the additional information requested. Officers will comment on this at the Committee Meeting.

Historic England

8.9 In summary Historic England comment as follows:

“We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 128, 132 and 137 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas, and section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.”

8.10 Refer to Key Issue D.

Bath and North East Somerset (BANES)

8.11 BANES confirmed that they have no comments to make.

North Somerset Council

8.12 No comments received.

South Gloucestershire Council

8.13 No comments received.

Destination Bristol



**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

8.14 Destination Bristol has written in support of the application:

“It is clear to the Destination Bristol Board that the Bristol Shopping Quarter has improved dramatically over the last decade, but we all acknowledge that more investment is required and we really welcome the proposed additional investment”

Bristol Urban Design Forum (BUDF)

8.15 The BUDF highlighted a number of points as follows:

1. The interconnectivity with the surrounding areas of the city is important in determining the plan, making pedestrian and cycling connections through the area to improve the permeability of the development in this important part of the city. This should also be informed by the emerging spatial framework for the Old City and its environs. The project layout should be based on a clear understanding of the local movement patterns and make proposals for improving them, given that Broadmead currently has significant shortcomings. High legibility and ease of route-finding should be measures of the success of this approach.

2. Bus travel is of crucial and growing importance for gaining access to the city centre. The proposals to remove the significant bus movements from within Broadmead, without disadvantaging the travelling public or impairing city centre movements, will require careful and detailed justification.

3. (With reference to the provision of a 1,000 space car park) Strong justification needs to be made for increasing the volume of parking at this location, which currently suffers from high volumes of traffic to the detriment of urban quality.

4. The Panel were concerned about the internalisation and privatisation of former public space and the attendant powers to restrict normal behaviours and incidental (and planned) events that can happen in the public domain. To emphasise the point, the Panel described Broadmead as a “memorable place” - a quality that a shopping development is unlikely to attain. It was therefore proposed that the new pedestrian “streets” being created should be part of the public domain, open to the sky, albeit with partial rain sheltering (canopies, etc.) where necessary, as is the case in parts of Broadmead today.

5. Two point blocks were described, one being a hotel and the other a residential development. The Panel was of the opinion that the latter was poorly located and probably not an appropriate use for this particular development. Concern was also expressed that such towers were random in their location and not part of a coherent strategy for high buildings in the city centre.

6. The active frontage being created should not be limited to inward facing aspects of the development, but should be organised to contribute to the wider streetscape. In this respect the improved frontage to depth ratio was welcomed.

7. The relationship (ratio) of building height to the width of public spaces should be carefully considered to ensure that the proportion of streets was appropriate to the area as is currently the case, avoiding overbearing “canyon-like” streets with limited daylight, etc.

8. The inclusion of soft landscape, including appropriate scaled street trees, was considered essential to create an elegant and enjoyable additional quarter to the city. A suggestion was presented for a strategy of green roof-scapes, which was cautiously welcomed (it was pointed out that trees rarely thrive on roofs). The concept of an elevated urban park was suggested as a means of creating further outdoor space and attractive roof-scape. Indeed, it was suggested

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

that the appearance of the roof-scape should be carefully considered as it is overlooked from many vantage points in the surrounding area.

9. The Panel were concerned that the streetscape should also be carefully considered, noting that the paving, signage and furniture installed at Cabot Circus was of high quality and sets a good standard to match.

8.16 In conclusion the Panel welcomes this development, in principle, as a potentially significant contributor to quality of life in the city. The suggestions set out above seek to ensure that the emerging proposals are well grounded in the history and form of the city as it has developed and will work well to enhance the wider area in the future. In summary the scale and proportion needs to be carefully assessed and finessed; a robust transport and travel (particularly active travel) strategy needs to be based on further research and guidance on the plans for the wider area; and the streetscape, wherever possible, should be preserved, enhanced and not privatised.

8.17 The Panel would welcome further consultation on the proposals as they develop.

Bristol Civic Society

Comments on the revised proposals:

8.18 In its response of the 3rd February 2017, the Society supported the proposed scheme. The Society supports the scheme except for inclusion of a new 520-place multi-storey car park.

The multi-storey car park

8.19 It is unnecessary for the Society to recite National and local planning policy to reduce private car use in towns and to improve air quality in city centres. The city centre's air quality continues to deteriorate. The emerging Clean Air Zone Policy should also be a material consideration in this application. The strategic questions appear to be whether a new city centre, 520-bay, short-stay car park is acceptable having regard to the position of the car park in the hierarchy of vehicular routes and the desirability of reducing car use in favour of more sustainable modes of transport. The Society strongly supports the objections made in 'Living Heart's' earlier response to this application.

8.20 If the Council is satisfied that the Bristol Alliance cannot support the volume of retail and leisure expansion without more car parking the alternative is to expand one of the existing multi-storey car parks. When considering additional car parking, the Society suggests that the Council should review the car parking provision for the whole Shopping Quarter. The omission of the car park would give the opportunity to increase the residential content of the scheme and to create a more human and inclusive external elevation to Bond Street.

8.21 The proposed access from the eastbound carriageway of Bond Street (north) If, contrary to the adopted planning advice, the Council permits the multi-storey car park the Society objects to the proposed new access. Customers would approach the car park via Gloucester Street, Brunswick Square and York Street, and a straight-ahead southbound movement across a two-stage signal controlled junction with Bond Street (north) (the access loop). The proposed new access would cause substantial harm to Gloucester Street, Brunswick Square and York Street in the Portland and the Brunswick Square Conservation Area. The Bond Street light control would cause cars to back up in the access loop. Following generations of neglect the conservation area has become a City Design Team area of success. Recently, the area has received a large influx of new residents. The area is now popular with families, students, local workers and visitors. Small children now play in

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

Brunswick Square, Brunswick Cemetery Gardens and Portland Square. A sense of community has begun to develop. The area is extensively used by pedestrians. It is not acceptable to increase the traffic noise and pollution which would substantially harm the lives of the residents of the large block of Gloucester Street flats. This is a narrow setted street, the homes are built at the back of the pavement. There is conflict between this traffic engineer's solution and the ambition of the City Design Team to enhance this formerly neglected but now rapidly evolving historic conservation area. The City Design Team is in the process of delivering a safe, welcoming and inclusive mixed residential area that is a credit to the city. This proposal would be a retrograde step, it would be a return to the earlier age of car dominated highway planning. The proposal must be reconsidered. This development should provide planning gain money to improve Brunswick Square, not kill it with cars.

- 8.22 A cycle route is shown on a diagonal through Brunswick Square is another engineering solution that fails to recognise the significance of a planned urban space. The route indicated should be around the square, which is too small a public space to be able to absorb a cycle route.
- 8.23 To determine this application the Council must apply the balance that Part 12 of the National Planning Policy Framework describes. If the Council is to achieve the Core Strategy's spatial vision to deliver "A prosperous, cohesive and sustainable city made up of thriving neighbourhoods with a high quality of life", the highway engineering solution is outweighed by the harm that access loop would cause to the non-car users, pedestrians and residents near Brunswick Square.

The Horsefair service access

- 8.24 The Society supports the new access link from the westbound carriageway of Bond Street (north) leading to a basement below the development with an exit route westbound along The Horsefair. If further discussions succeed the Society also supports the proposal to allow large HGVs to deliver to the large stores at the west end of The Horsefair.
- 8.25 The strategic re-routing of all bus services away from The Horsefair and Penn Street. The Society welcomes the conclusion that there are no transport related reasons why bus services cannot be rerouted to enable Union Street (north), The Horsefair (east) and Penn Street to become virtually free of traffic.
- 8.26 To determine this application the Council must apply the balance that Part 12 of the National Planning Policy Framework describes. If the Council is to achieve the Core Strategy's spatial vision to deliver "A prosperous, cohesive and sustainable city made up of thriving neighbourhoods with a high quality of life", the highway engineering solution is outweighed by the harm that access loop would cause to the non-car users, pedestrians and residents near Brunswick Square.

The Kingsdown Conservation Group

- 8.27 The Kingsdown Conservation Group have several objections to this proposal: The inclusion of a large multi-storey car park is contrary to both local and national policy. On this issue we support the well-argued response by Living Heart. The existing Cabot Circus car park seldom reaches capacity and the introduction of the new Metrobus and a park and ride on the M32 will provide alternative sustainable means of travel to this destination.
- 8.28 The inward looking nature of the proposal, turning its back on adjacent areas, is undesirable and having a car park as a main elevation to the old city is unacceptable. Instead the Bond Street elevation should feature shops and/or a landmark building linking directly through to the

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

new development.

- 8.29 The arbitrary inclusion of tall buildings is to be resisted as, in our opinion, an unnecessary fashion that more often blights surrounding areas rather than enhances them.
- 8.30 The loss of public space to private ownership is to be resisted, and to this end the retention of the historic street pattern, albeit as pedestrian only routes should be considered. We would prefer to see the Horsefair closed in its entirety for reasons of safety and an improved environment with vehicular access for services restricted to outside normal shopping hours, with no bus or taxi access through the area.
- 8.31 We would have expected to see a greater housing provision as an integral part of the development.

St Pauls Planning Group

- 8.32 St Pauls Planning Group supports the redevelopment of this site, but opposes another multi-storey car park in central Bristol, preferring BCC's policy of encouraging access to the City Centre by modes other than the private car. If this car-park is built, another central car park should be withdrawn from use to compensate.
- 8.33 It is important that the new shopping centre on this site should have shop fronts facing Bond Street. This may be a traffic artery now, but may not be in the future.

#### RESPONSE FROM INTERNAL CONSULTEES

City Design Group

- 8.34 In the main CDG supports the potential investment into the Broadmead Shopping Quarter recognising many of the shortfalls of the existing buildings, lack of efficient floorspace, existing barriers to movement and mixed quality of public realm. The DAS provides a useful assessment of the potential to greater intensify of the site to provide an improved mix of uses, a more sustainable form of development that is better connected, more attractive to shoppers and provides a significant improvement to the public realm.
- 8.35 Detailed comments form part of Key Issue C.

BCC Transport

- 8.36 See comments set out in Key Issue C.

BCC Contaminated Land

- 8.37 Recommend the imposition of standard conditions.

BCC Archaeology

- 8.38 The archaeological desk-based assessment for this site has clearly indicated that there is potential for archaeological remains within the development area.
- 8.39 A programme of archaeological works will be required should this application receive Consent and this should be secured by condition.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

BCC Flood Risk Manager

- 8.40 The outline drainage strategy is acceptable and therefore no objection is raised.

BCC Sustainable Cities

- 8.41 BREEAM Communities – this is a planning policy requirement. Any alternative approach should be agreed at the pre-app stage through the submission of detailed justification and proposals for an alternative equivalent assessment mechanism.
- 8.42 BREEAM at building level – we'd strongly encourage a building specific pre-application to be submitted at the pre-app stage for all applications for full planning consent to ensure any site-specific constraints are considered.
- 8.43 BCS14 sustainable energy – the policy requires a 20% CO2 reduction beyond residual emissions. Residual emissions should be calculated in accordance with relevant guidance.
- 8.44 Heat network – the applicant should discuss feasibility of connection with BCC's energy service.  
BCC Air Quality
- 8.45 See Key Issue F.

**9.0 RELEVANT POLICIES****National Planning Policy Framework (March 2012)****Bristol Core Strategy (June 2011)**

BCS2 Bristol City Centre  
 BCS5 Housing Provision  
 BCS7 Centres and Retailing  
 BCS9 Green Infrastructure  
 BCS10 Transport and Access Improvements  
 BCS11 Infrastructure and Developer Contributions  
 BCS13 Climate Change  
 BCS14 Sustainable Energy  
 BCS15 Sustainable Design and Construction  
 BCS16 Flood Risk and Water Management  
 BCS17 Affordable Housing Provision  
 BCS20 Effective and Efficient Use of Land  
 BCS21 Quality Urban Design  
 BCS22 Conservation of the Historic Environment  
 BCS23 Pollution

**Bristol Central Area Plan (March 2015)**

BCAP1: Mixed-use development in Bristol City Centre  
 BCAP2: New homes through efficient use of land  
 BCAP3: Family sized homes  
 BCAP5: Development and flood risk  
 BCAP6: Delivery of employment space in Bristol City Centre  
 BCAP9: Cultural and tourist facilities and water-based recreation  
 BCAP10: Hotel development  
 BCAP13: Strategy for retail development in Bristol City Centre

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

BCAP14: Location of larger retail development in Bristol City Centre  
 BCAP16: Primary shopping frontages in Bristol City Centre  
 BCAP17: Secondary shopping frontages in Bristol City Centre  
 BCAP19: Leisure use frontages in Bristol City Centre  
 BCAP22: Habitat Preservation  
 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  
 BCAP33: Key city spaces  
 BCAP34: Coordinating major development in Bristol City Centre  
 BCAP36: Bristol Shopping Quarter

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

DM1 Presumption in Favour of Sustainable Development  
 DM7 Town Centre Uses  
 DM9 Local Centres  
 DM14 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  
 DM30 Alterations to Existing 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

**10.0 KEY ISSUES****(A) IS THE OUTLINE PROPOSAL INCLUDING THE MIX OF DEVELOPMENT ACCEPTABLE IN PRINCIPLE?**

- 10.1 There is strong National planning policy and Development Plan Policy backing for the principle of mixed use development, including retail and housing development in this sustainable city centre location.

## Policy Context

- 10.2 The National Planning Policy Framework (NPPF) states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. They should provide customer choice and a diverse retail offer reflecting the individuality of town centres.
- 10.3 Bristol Core Strategy Policy BCS2 states that Bristol City Centre's role as a regional focus will be promoted and strengthened. Development will include mixed uses for offices, residential, retail, leisure, tourism, entertainment and arts and cultural facilities.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.4 The Site Allocations and Development Management Policies, adopted July 2014, supports the delivery of the Core Strategy and sets out detailed citywide development management policies applicable to all development.
- 10.5 Policy DM1 reflects the presumption in favour of sustainable development contained in the NPPF to secure development that improves the economic, social and environmental conditions in the city.
- 10.6 The Bristol Shopping Quarter (including the application site) forms the core of Bristol City Centre's retail offer. Bristol Central Area Plan Policy BCAP13 states that major retail growth will be focused upon sites within Bristol Shopping Area. Policy BCAP36 states that alongside major new retail developments and the retention of retail dominated primary shopping frontages, the offer in Bristol Shopping Quarter will be strengthened and diversified with a wider range of uses, including a greater proportion of leisure uses such as cafes, restaurants, pubs and bars within the shopping areas. Referring specifically to Callowhill Court, the Policies Map Site KS02) allocates the site for major retail-led mixed use redevelopment and may include a proportion of leisure uses as appropriate to the Bristol Shopping Quarter Primary Shopping Area.
- 10.7 The policy requirement is for the development to provide:
- A range of unit sizes to ensure continued diversity of retail provision in the area;
  - Improved routes and links between shopping frontages on Broadmead, the Horsefair, Bond Street, and through to Quakers Friars;
  - Active ground floor uses where possible to all public frontages as appropriate within a Primary Shopping Area;
  - Improvements to the pedestrian environment in the Horsefair.
- 10.8 In addition Allocation KS03 is relevant. The land between Union Street, Silver Street and All Saints Street is within the application site and identified as being capable of provide the following:
- A range of unit sizes to ensure continued diversity of retail provision in the area;
  - Active ground floor uses where possible to all public frontages as appropriate within a Primary Shopping Area;
  - Improvements to the pedestrian environment in Union Street and Broadmead;
  - Retention and refurbishment of historic and landmark buildings.
- 10.9 The application proposal for a comprehensive redevelopment of approximately three hectares of the City Centre. The outline proposals are consistent with these policy aims and can therefore be supported in principle. They accord with the retail hierarchy and would reinforce the City Centre as the principal destination for shopping and leisure. It will provide a greater intensity and mix of uses on this underused site.
- Provision of Housing.
- 10.10 The provision of 150 housing units in this city centre location is consistent with Development Plan policy. The exact location within the site and the mix and size of the accommodation will be addressed at reserved matters stage.
- 10.11 Policy BCS5 aims to deliver 7,400 homes in the city centre over the plan period. Development of new homes will primarily be on previously developed sites across the City. There is also a requirement in Policy BCS17 that development proposals will be expected to make the provision of 40% affordable housing.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.12 Policy BCAP3 seeks to ensure developments of new homes throughout the city centre contain a proportion of family sized homes.
- 10.13 In this case, the applicants have indicated that up to 150 dwellings will be provided. They have indicated that they will provide a policy compliant 40% affordable housing provision. This will be secured by legal agreement. The agreement will include a mechanism for the mix of the affordable housing to be secured at the appropriate time, mindful that Condition 1 includes a longer period for the implementation of the permission. This is consistent with the aims of Policy BCS18.
- 10.14 Overall, the outline proposal, including the mix of development is acceptable in principle.

**(B) IS THE IMPACT ON THE HIGHWAY NETWORK ACCEPTABLE AND DOES THE PROPOSED DEVELOPMENT PROMOTE SUSTAINABLE TRANSPORT?**

Policy Context

- 10.15 In identifying Bristol City Centre's role as a regional focus, Core Strategy Policy BCS2 states that street design will give priority to pedestrian access, cycling and public transport. Policy BCS10 states that the Council will support the delivery of significant improvements to transport infrastructure to provide an integrated transport system. Part of that is making the best use of existing transport infrastructure through improvement and reshaping of roads and junctions where required to improve accessibility and connectivity and assist regeneration and place shaping. Policy BCS11 explains that development will provide, or contribute towards the provision of measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of planning obligations. Infrastructure, facilities and services required to support growth will be secured through a Community Infrastructure Levy (CIL) for Bristol.
- 10.16 Policy DM23 seeks to ensure development does not give rise to unacceptable traffic conditions and will be expected to provide, where appropriate, enhancements to the pedestrian and cycle network. An appropriate level of safe, secure, accessible and usable parking and appropriate servicing and loading facilities are to be provided, and should make effective and efficient use of land and be integral to the design of the development.
- 10.17 Policy DM28 seeks to create developments which contribute to a safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and encourages appropriate levels of activity and social interaction.
- 10.18 The Bristol Central Area Plan Policy BCAP29 states that proposals for long-stay public car parking will only be acceptable where it would replace existing provision and would be appropriately located within the hierarchy of vehicular routes in the city centre. It states that long-stay private non-residential car parking should be limited to the essential operations needs of the proposed development.
- 10.19 The City Council's Transport Development Management Team (TDM) has maintained regular dialogue with the applicant throughout the application process, and welcomes this continued and detailed involvement in the proposals, given that the complexities and impacts of such a scheme are wide-ranging and need to be fully understood in their entirety with regard to traffic impact, the ability of public transport to serve the development, the need for safe and segregated cycle facilities and the specific needs of numerous other movement and parking demands, including deliveries, taxis, community transport and disabled users. TDM have not advised that the application should be refused on highways grounds.



**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.20 In view of the above, TDM have indicated that they would not support fragmented and separate reserved matters applications submitted following the granting of outline consent and would prefer that any future application for the site is submitted as a full application that provides for the requirements of the Callowhill Court development in its entirety. The advice of your Officers is that while an argument can be made that this would be preferable (to allow for strategic transport planning across the entire site), there is no means by which the Local Planning Authority can insist upon it. Moreover, it may not assist in achieving a phased development of this large, complex, city centre site. However, a relevant condition requiring that a more detailed masterplan is submitted to inform the evolution of an overall access strategy is recommended.
- 10.21 During the consideration of this application, some key and fundamental changes to what was originally proposed were made. A summary of those considerations are set out in the following table. The amendments raise the following outstanding issues that can be addressed by relevant condition and at reserved matters stage.

**Table 2.1 – Resubmission**

Issue	Original Submission	TDM response	Resubmission
Access	All movements signal junction to Bond Street	Generates conflict with the westbound bus lane and introduces a right turn lane which could block back to St James Barton roundabout.  Conflict with / loss of coach parking / pick up / drop off facilities on Bond Street.	No entry into car park from Bond Street, Right / Left Out retained, all entrance to car park from York Street.  Coach drop-off / pick up facilities being considered in undercroft of existing Cabot Circus Car Park (subject to separate application).
Officer Note: Cycle access across new junction needs to be re-assessed, as does potential impact / closure of cut through from City Road.  The Applicants have confirmed that there would be no access for cyclists to the multi-storey car park at this point.			
Parking	1,000 parking spaces	Considered to be too many parking spaces for this location with detrimental impacts upon congestion and bus journey times. Residential uses should not be reliant on parking in this location	580 Car Parking spaces including 38 free disabled spaces (displaced from elsewhere) – residential car free, except for electric / disabled parking / car club.
Officer Note: A contribution of £50,000 towards a Car Club will form part of the recommendation.			
Deliveries	All deliveries to access a new westbound Horsefair from Bond Street	Conflict with Bond Street bus lane and potential for unwittingly providing a cut-through for general	Deliveries to be time and security restricted from Bond Street but may require to serve more than

## Development Control Committee A – 6 September 2017

Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE

		traffic to avoid St James Barton roundabout	Callowhill Court due to loss of Union Street northbound link.
<p>Officer Note: Other deliveries to Horsefair to be considered via Union Street or Lewins Mead – subject to further investigation.</p> <p>A condition requiring a Delivery Strategy to address (amongst other things) the access arrangements to Horsefair and Union Street or Lewins Mead is proposed.</p>			
Horsefair	One way option westbound, linking Bond Street and Union Street	Uncomfortable with inviting rat run into Horsefair in avoidance of St James Barton roundabout	Horsefair revised to become two-way cul-de-sac with no through route – relocated disabled parking provides additional scope for taxi bays
Union Street North	Reconfigured 3-movement pedestrian crossing at Horsefair junction	Any provision here needs to safely accommodate cyclists in a southbound direction to avoid cycles using footway. Buses will need to overtake buses at stops.	Addressed – segregated cycle lane provided southbound, sufficient widths for buses to overtake stops.
Union Street/ Nelson Street junction	Buses will be able to turn right (up the hill) or left (as at present) from the direction of Nelson Street	This introduces several conflicts, in terms of ensuring cycles turning into Nelson Street and up / down Union Street are able to do so in a way that is safe to themselves and pedestrians crossings.	
Officer Note: TDM note that a revised scheme is being worked up and will form part of the Delivery Strategy that is to be secured by condition.			
Union Street (south)	Southern section to become southbound, reversing current one-way order	Full implications of bus re-routing to be known and assessed – concerns over implications for disabled bus users – cyclists will require segregated northbound lane	Issues have been addressed – contraflow cycle lane proposed and
TDM note that a revised scheme is being worked up and will form part of the Delivery Strategy that is to be secured by condition.			
Union Street (top)	Ped Crossings across all three arms of the junction with Wine Street	Needs to incorporate cycle facilities at junction to link to potential cycle route through Castle Park to Bristol Bridge	
TDM note that a revised scheme is being worked up and will form part of the Delivery Strategy that			

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

is to be secured by condition.			
Broad Weir	Additional bus stop provision along northern side, relocation of delivery accesses	Capacity of bus stops to be confirmed	
TDM note that a revised scheme is being worked up and will form part of the Delivery Strategy that is to be secured by condition.			
Castle Street	Proposed bus only link between Castlemead Tower and Cabot Circus to minimise loop around City Centre.	Further work required to properly understand safety and construction implications	Potential alternative for route around Old Market Roundabout + bus priority on approach to and within roundabout to be delivered in any event.
TDM note that a revised scheme is being worked up and will form part of the Delivery Strategy that is to be secured by condition.			

- 10.22 TDM will require relevant conditions to ensure that outstanding matters are picked up as part of any subsequent application for the entirety of the site. These comments therefore focus primarily on the acceptability of the car park access and the transport conditions and obligations that will be required going into the future.

#### Car Park Access and Traffic Impact

- 10.23 The proposed access to the new car park is illustrated within Drawing 0775-031A within the TAA. This confirms the provision of a single straight-on entry to a 580-space car park from York Street. This is considered preferable to the conflict that would arise with the City's most used 24hr bus lane if a left turn in were to be provided. Likewise, TDM did not accept a right-turn lane into the car park from the west given the blocking back this could cause to St James Barton.
- 10.24 However, this has meant that traffic arriving at the car park will need to effectively circle the GEC building on Bond Street to enter the car park from the west via Brunswick Square, or U-turn at St James Barton before circling GEC if approaching from the M32, or approach via St Paul Street if travelling northbound from the direction of Temple Way.
- 10.25 The car park ramp has sufficient stacking space on for a total of 35 cars and this is considered sufficient to cope with peak periods of demand and that when / if the car park does become full, BCC's Variable Message Signage (VMS) will inform motorists accordingly to seek parking elsewhere.
- 10.26 The proposed car parking provision relates to a net additional figure of 500 spaces when taking into account spaces lost within Horsefair / Callowhill Court and also the undercroft of the Cabot Circus Car Park which will be considered for a coach set down and pick up facility as part of a separate application. This is to make up for the loss of coach set-down provision along Bond Street as a result of the proposed development access.
- 10.27 This level of parking is comfortably within the Local Plan standards which require a substantial reduction in parking from the maximum standard in the central area. The applicant has also confirmed that it accommodate 'click and collect' parking within the car park, which would

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

allow those collecting goods twenty minutes' grace to return to their car and leave the car park through the barriers. This will assist in restricting Horsefair only to delivery vehicles and taxis.

- 10.28 A number of disabled customer spaces are to be provided outside of the car parking charging barrier and therefore free to use to maintain the current free on-street arrangement which would be removed as part of these proposals.
- 10.29 As detailed in the Table above, TDM did not accept the initial junction design on the basis that it attempted to accommodate too many movements / stages that would lead to a detrimental impact on the free flow of traffic along Bond Street and serve to cause significant additional delay on the network., and when coupled with the number of parking spaces proposed at the time (1,000) and the resultant trip generation of this, TDM could not support this level of parking in what is a sustainable location where the promotion of walking, cycling and public transport is key. A provision of 500 spaces is therefore around 40% of the total maximum parking standard (1,250) set out in the local plan.

**Trip Generation**

- 10.30 The peak period trip generation of the 500-space car park for the weekday evening and Saturday afternoon peak periods of demand are presented in the TAA and confirmed below in

**Table 3.1 – Trip Generation of Development**

Period/Time	Trip Generation – 500 space car park		
	Arrivals	Departures	Total
<b>Weekday peak</b>			
4pm-5pm	60	113	173
5pm-6pm	81	100	181
6pm-7pm	86	86	172
<b>Saturday peak</b>			
12pm-1pm	106	89	195
1pm-2pm	122	121	243
2pm-3pm	137	134	271

- 10.31 The proposed new junction has been modelled to run the entry to the car park on the same signal stage as the right and left turns out of the car park. TDM has raised concerns about how cyclists would navigate through this junction particularly from the north (York Street) without conflicting with vehicle turning manoeuvres running at the same time and we therefore require this to be addressed before any detailed approval of the scheme takes place.
- 10.32 Considering the arrival and departure profile of trips on a Saturday and Weekday afternoon peak, these trips are split across the network as illustrated in Annex TAA-F of the Transport Addendum. The arrival trips can be quantified for the peak hours of demand as follows in Table 3.2

**Table 3.2 Distribution & Assignment of Arrival trips –Weekday and Saturday Peaks**

Trips From	Weekday peak	Saturday peak	Weekday peak	Saturday peak
	Arrivals		Departures	
<b>M32 (N)</b>	15%	16%	26%	23%

**Development Control Committee A – 6 September 2017**

**Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

	12	22	26	31
<b>A4044 Bond Street (S)</b>	25%	24%	14%	17%
	20	33	14	23
<b>A38 Haymarket</b>	18%	24%	27%	31%
	15	33	27	42
<b>B4051 Marlborough Street</b>	15%	15%	24%	15%
	12	21	24	20
<b>A38 Stokes Croft</b>	27%	21%	9%	14%
	22	29	9	19
<b>TOTAL</b>	<b>81</b>	<b>137</b>	<b>100</b>	<b>134</b>

- 10.33 The above distribution allows for an assessment to be made using the S-Paramics City Centre model in addition to a standalone LINSIG model of the new junction of Bond Street, York Street and the car park access. The results of the S-Paramics modelling are included within TAA-G and summarised below.
- 10.34 The modelling assessment has shown that, since the network is relatively uncongested during the Saturday peak period, the impacts from the proposed development during this period are largely confined to St James Barton Roundabout, although additional forecast queuing resulting from the new access is experienced on Bond Street westbound (16 vehicles) and eastbound (10 vehicles) during the Saturday peak hour. TDM are comfortable this will not lead to blocking back to adjacent junctions.
- 10.35 During the weekday evening peak however, the westbound queue along Bond Street extends to over 20 vehicles with other additional delays experienced at the Old Market roundabout. The latter could however be attributable to other changes being considered elsewhere as part of the development.

#### Deliveries and Servicing

- 10.36 It is intended that the Callowhill Court delivery bay on Bond Street will operate similar to that which serves Cabot Circus from Temple Way where a driver informs the control room sufficiently in advance of their arrival, are directed to park in a nearby layby and await further instructions before being verified and allowed into the service area whilst maintaining dialogue with the control room who monitor the whole process via CCTV. This way it is ensured that the correct delivery vehicles enter the site and the vehicle is not waiting outside the existing bollards and blocking buses using Bond Street.
- 10.37 How many vehicles, the times of control and what other uses the delivery access will serve is however a matter for discussion and we require to see this resolved prior to any further application on this site. The reversal of the one-way system on the southern side of Union Street means that there is no other way to access Horsefair other than if the link at the end of Nelson Street were opened to all delivery vehicles. TDM have concerns over such an approach due to conflict with pedestrians and require that a strategy is devised which avoids this situation whilst also avoiding overloading the newly proposed Bond Street delivery access in such a way that would serve to inhibit and conflict with the existing bus lane on Bond Street.
- 10.38 It is estimated that around 14 delivery vehicles in the peak hour would need to access Callowhill Court and if other retailers along Horsefair were to also use this access this would bring the numbers up to a total of around 42 (following survey work carried out by the applicant of the existing servicing bays off Horsefair). Whilst this is not a large number, TDM would seek

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

sufficient comfort that such a scheme would not impede buses, mindful that many delivery / servicing trips are made by much smaller and more frequent vehicles, eg vans, small rigids etc. A suitably worded condition will be required to ensure sufficient thought is paid towards this and whether an alternative scheme previously considered via a right turn from Lewins Mead / Haymarket would provide a more suitable alternative for deliveries as well as public transport.

#### Public Transport

- 10.39 TDM note that the outline application proposal suggests three fundamental changes to the road network in this area which need to be considered in the context of public transport movement, namely:
- The closure of Penn Street to all traffic
  - The closure of the eastern end of Horsefair to all traffic
  - The reversal of the northbound one-way on the southern section of Union Street.
- 10.40 It is noted that this presents a challenge to accommodate public transport within Broadmead when two sides of the current loop used by the vast majority of bus services are suggested to be removed. TDM will therefore in the future need to be satisfied that a workable solution is delivered.
- 10.41 The Applicant has undertaken a study of bus routing and available kerb space which details where current services would need to board and alight as a result of these proposals. This has found that additional pressure is put upon Union Street, Newgate and Broad Weir which would effectively replace Horsefair and Penn Street as the circulatory route for public transport around the Broadmead area. Officers are currently considering this work and liaising with the applicants on this matter and further examination of the options will be the subject of a condition. Members will be updated on this at the Committee Meeting.
- 10.42 As part of the conditioned Public Transport Strategy, there is a requirement for exploration of the possibility of a new bus only link between Broad Weir and Bond Street between the Castlemead Tower and Cabot Circus (H&M) building. At present, TDM are not certain of the deliverability of this suggested piece of infrastructure. Further investigative work is undertaken to define whether BCC consider it to be acceptable.

#### Taxi Provision

- 10.43 Taxi provision is catered for in a number of locations around the site, including dedicated bays on Horsefair, Union Street and Castle Street. A net increase in taxi parking provision is proposed and the removal of through traffic from Horsefair and Union Street will assist in providing greater reliability for taxi users and drivers.

#### Cycling Provision

- 10.44 TDM has identified a number of cycle desire lines that will need to be fulfilled with high quality infrastructure if the development is to be considered acceptable. These routes are:

Stokes Croft – Bond Street via York Street

York Street – Horsefair via shared space between development and Debenhams, continuing along Union Street (southbound) and right into Nelson Street

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

Brunswick Square – Ambulance Station / Castle Park via existing Toucan crossing adjacent to McDonalds and continuing south along the (former) Penn Street and Castle Street footway

Union Street (both directions) tying into existing infrastructure at Lower Maudlin Street and Castle Park via upgrade to route south of Wine Street.

- 10.45 Your Officers have been in dialogue with the applicant on these matters and it is expected that upgrades to the above routes that form part of the developers' works would be conditioned and delivered through a section 278 agreement, whilst other off-site works would be delivered by BCC via a section 106 contribution.
- 10.46 We would insist that all of the above routes benefit from the requisite physical segregation from vehicular and pedestrian traffic. However, there may be locations, on lightly trafficked streets (i.e. Horsefair – post-closure) where cyclists travelling along a quiet street is considered acceptable
- 10.47 The applicant has committed to providing cycle parking for nearly 700 users within the development and this complies with the minimum local plan standard for these uses. TDM expect to see such facilities being located in overlooked and surveyed areas with the opportunity to deliver a number of innovative cycle hub style facilities as part of the development. TDM expect to see such facilities being located in overlooked and surveyed areas with the opportunity to deliver a number of innovative cycle hub style facilities being maximised.

#### Conclusion

- 10.48 To conclude, the comments made by TDM underline the necessity for further work to be undertaken as the proposals for the development move towards detailed reserved matters applications. However the overall access to the site is acceptable and the application can be supported.

#### **(C) ARE THE PARAMETER PLANS FOR THE DEVELOPMENT ACCEPTABLE AND WHAT WILL BE THE KEY DESIGN CONSIDERATIONS?**

- 10.49 NPPF paragraph 9 states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including replacing poor design with better. NPPF paragraph 17 states that a core planning principle is to always secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- 10.50 Development Management Policy set out in the Site Allocations and Development Management Policies includes Policy DM7 that directs retail and other main town centre uses to identified centres. Policy DM8 expects development within Primary Shopping Areas to maintain or provide active ground floor uses. Policy DM26 requires development proposals to contribute towards local character and distinctiveness and states that development should retain existing buildings and structures that contribute positively to local character and distinctiveness. Policy DM27 states that the layout, form, pattern and arrangement of streets, open spaces, development blocks, buildings and landscapes should contribute to the creation of quality urban design and healthy, safe and sustainable places. Policy DM29 requires new buildings to be designed to a high quality, responding appropriately to their importance and reflecting their function and role in relation to its public realm.
- 10.51 Proposals for new buildings will be expected to (amongst other things) be clearly organised in terms of their form and internal layout and circulation to reflect the hierarchy and function they

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

will accommodate, the uses they will serve and the context they will address. It should incorporate opportunities for green infrastructure and incorporate exteriors and elevations that provide visual interest from a range of viewing distances.

- 10.52 The Bristol Central Area Plan Policy BCAP31 seeks to ensure active ground floor uses and active frontages in Bristol City Centre particularly on primary pedestrian routes.
- 10.53 The outline application requires a process of ongoing design development to achieve an architectural solution that will provide a form that complements modern retail practices, provides three levels of retail floorspace around a new focal space, improves connectivity between Cabot Circus and Debenhams at upper levels. The indicative proposal includes a mix of uses including leisure and residential and provides improved green infrastructure and public realm. Whilst all of these are worthy aspirations the current outline design is essentially illustrative and requires further testing at the reserved matters stage. As such, it is understood that the illustrative scheme, whilst setting out broad parameters at this stage, should not be seen to overly prejudice ongoing design refinements and delivery.
- 10.54 In particular, the increased height with taller buildings suggested onto Bond Street, Merchant Street North and Penn Street/Broadmead East needs to be tested before they can be considered fully acceptable. The suggested increased height of buildings on Penn Street/Broadmead East will need to take into account the setting of Quakers Friars, but also the wider contribution to the skyline including the relationship with the Eclipse residential tower.
- 10.55 CDG highlight a number of issues that should inform the detailed design stage and the consideration of further reserved matters applications:
- Creating an active edge onto Bond Street
- 10.56 CDG express concern that there is an active edge on Bond Street. They note that this is increasingly important given the proposed MetroBus stop to the north of the redevelopment area where it is expected to attract increased numbers of bus users, and as such justifies a need to achieve a more open and attractive relationship with the retail development. CDG note that there is a danger that the area to the north west of the site will provide an increasingly hostile environment for pedestrians finding themselves on the Bond Street Frontage. In response to this, the Applicants have indicated that the detailed proposals for Bond Street would include active ground floor uses.
- 10.57 CDG note that within the outline proposal there is an indication that a taller residential tower will be located where McDonalds currently sits. If the access is retained through to Penn Street then this offers an opportunity to provide a Harvey Nichols type arrangement as a focus for pedestrian movements from the north into Broadmead, close to the vicinity of Bond Street. The nature of deep retail units should also in principle give us some confidence that a more active frontage onto Bond Street can be an objective of any Reserved Matters application.
- Enhancing the Penn Street Corridor
- 10.58 It is noted that a retained Penn Street without buses or through traffic provides a further opportunity to provide an enhanced public realm within the Broadmead context. The closing of Horsefair and the implied reworking of the development footprint to accommodate deeper retail units at the north of the site, has inherent implications for loss of existing mature trees. The outline footprint suggests an ambiguity about the design intent for Penn Street. In urban design terms there should be a more positive and proactive approach to Penn Street to deliver a high quality shopping street with enough width to deliver both appropriate movement and servicing arrangements as well as adequate space for replacement street trees within a high quality landscape response.
- Maintaining the role of Broadmead East



**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.59 Another aspect that is currently unclear within the application is the status and protection of Broadmead East as a street and public realm space. The ambiguity related to retaining the width of the street, the retention of mature trees and the character of the street retained as part of the main east-west route through Broadmead is unclear. The issue of the protection of the public realm has been raised a number of times by both CDG and the BUDF and others and remains a key principle within the application. There is a concern that even a partially covered narrowed route would prejudice the ability to retain street trees and provide a generosity of public realm that will help to both retain the appropriate relationship with the Hub buildings as well as the entrance to Cabot Circus, particularly given the proposed increase in the scale of buildings. As such Reserved Matters applications will need to further justify the inclusion of a 'semi-covered street' within Broadmead East to ensure that sufficient space and the retention or replacement of the existing large scale street trees can be accommodated.
- Incorporating and complementing existing features of Townscape Merit
- 10.60 With the current outline application there is an acknowledgement with regard to the intention to redevelop around the west and north of Quakers Friars and the direct effect and potential benefits that that this will have. In principle this should aim to enhance the relationship of new buildings to the historic group, and in particular raise the profile and setting of Cutler's Hall. With regard to the other assets highlighted by Historic England, the issues are in the main with regard to the setting of these buildings which will potentially be affected by both the scale of the new buildings and public realm improvements to Merchant Street and the Hub public space.
- 10.61 There is concern about the impact of such significant development on the Podium. There is a question of the scale of the development immediately behind the Hub buildings – the blue 'Overview Volume' plan (3310-FBA-00-00-DR-PL-00\_10-501) submitted with the outline application for Callowhill Court suggests potentially an upward extension of approximately two storeys directly above the 'Retained Structure Podium'. This is unlikely to be resolvable in a way that protects setting and appearance of the formal group of four buildings and as such more clarification needs to be included within any approved drawings, with the likely outcome being a significant setting back of the mass of the new buildings.
- 10.62 The advice from CDG indicates that the site is capable of accommodating the quantum of development proposed. However, there will be major design challenges, for example in reconciling the height of new build on Bond Street with surrounding development and the treatment of the Podium buildings. There is however no design objection in principle that could sustain a reason for refusing this application.

**(D) WOULD THE APPLICATION PROPOSAL HAVE A HARMFUL IMPACT ON HERITAGE ASSETS?**

- 10.63 Section 66 of the Planning (Listed Building 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 architectural or historic interest which it possesses.
- 10.64 Section 72 of the same Act requires local planning authorities 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].

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.65 Section 12 of the National Planning Policy Framework (NPPF) 2012 states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing heritage assets, and the desirability of new development to make a positive contribution to local character and distinctiveness. It also 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.
- 10.66 Guidance in Paragraph 133 of the NPPF states that where a development proposal will lead to substantial harm to or total loss of significance of a designated heritage asset then planning permission should be refused.
- 10.67 In addition, the adopted Bristol Core Strategy 2011 within Policy BCS22 and the adopted Site Allocations and Development Management Policies within Policy 31 seek to ensure that development proposals safeguard or enhance heritage assets in the city.
- 10.68 The representation received from Historic England (HE) provides a helpful overview of the historic context of Broadmead. HE note that the site identified for re-development encompasses the eastern half of the Broadmead shopping centre constructed after building clearance following the Blitz. The 1950's reconstruction follows the former historic street layout, with the grid of the Horse Fair, Broadmead, Rosemary Street, Old King Street and Merchant Street defining the new layout. Architecturally, the new Broadmead defined the post war convention of linear, modernist blocks with echoes of the fading pre-war fashions, enclosing wide boulevard-type thoroughfares. This could be considered a notable chapter in the urban fabric of Bristol, although the simplicity of its design has been somewhat eroded through the intensification of commercial activity, signage and incremental additions.
- 10.69 HE note that while the area was completely cleared in the late 1940's, some key historic buildings were retained, although their settings and contexts subsequently changed quite significantly. The submitted heritage assessment has identified a study area within the broader setting of the application site, although highly-graded heritage assets within the site boundary will be most affected. These include most notably; Quakers Friar (Grade I and Scheduled Ancient Monument), Merchant Taylors' Almshouses (Grade II\*), Lower Arcade (Grade II\*) and Wesley's Chapel (Grade I). These heritage assets are in the top 6% of listed buildings, and therefore, greater weight should be given to their conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'. The contribution of the setting of heritage assets to their significance requires a proper and proportionate assessment.
- 10.70 The site is bordered to the north by Portland and Brunswick Square Conservation Area, City and Queen Square Conservation to the south and west, St James' Parade Conservation Area to the west and Old Market Conservation Area to the east. Each of these conservation areas include key, highly-graded heritage assets where their settings contribute to their overall significance.
- 10.71 The outline application includes wholesale demolition of all buildings, with the exception of designated heritage assets and the modern range of buildings forming the courtyard to the east of Quakers Friar. While this is primarily a 1950's development this will almost completely remove a significant phase of Bristol's urban fabric.
- 10.72 HE confirms that the principle of re-developing this part of the city centre could offer some limited benefits to the historic environment, and on balance we would not object to the clearance of existing buildings.

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- 10.73 HE note that the impact of tall buildings upon the setting of heritage assets and historic areas can be far-reaching, and indicate that they would expect a proportionate assessment at the point when the massing and height of specific elements of the proposed development are clearer. There is concern that any tall buildings located specifically on the northern boundary of the site are likely to have an impact upon Brunswick Square and Portland Square with Grade I buildings that line all four sides. It is acknowledged that this will require proper assessment at that stage.
- 10.74 Commenting on the provision of a 1,000 space car park, HE expresses concern about the impact on heritage assets of a significant multi-storey car park on Bond Street. We consider that this would exacerbate the poor north-south permeability, already resulting from the inactive northern border of Cabot Circus. We understand that the application will also consider the highway implications and the provision of new vehicular routes and parking. We urge you to consider the wider impact of these potential changes on the pedestrian movements through and to and from the surrounding city.
- 10.75 The representation of Historic England highlights the necessity for a detailed assessment of the impact on all heritage assets to be undertaken at reserved matters stage. However, there are no grounds to withhold outline planning permission on the grounds of harm to heritage assets.

**(E) IS THERE A SUSTAINABLE APPROACH TO DESIGN AND ENERGY?**

- 10.76 NPPF Policy 96 states that in determining planning applications, local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply, unless it can be demonstrated by the applicant, having regard to the type of development, involved and its design, that this is not feasible or viable and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 10.77 Core Strategy Policies BCS13, BCS14 and BCS15 set out the Council's key policies for climate change and sustainable development.
- 10.78 In terms of climate change, Policy BCS13 requires that development should contribute to mitigating and adapting to climate change and meeting targets to reduce carbon dioxide emissions through the design and use of resources in buildings, the use of decentralised renewable energy and sustainable patterns of development which encourage walking, cycling and public transport rather than journeys by private car.
- 10.79 Policy BCS14 requires that within heat priority areas, development should incorporate infrastructure for district heating and where feasible low-carbon energy generation and distribution. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions by at least 20%.
- 10.80 In respect of the outline proposals, the degree to which the detailed proposals comply with Policies BCS13 and BCS14 will be assessed at reserved matters stage.
- 10.81 Policy BCS15 requires that non-residential development achieve a minimum sustainability standard of BREEAM level "Very good". However for the retail development the Applicants state:
- 10.82 "The retail elements of the redevelopment will target a BREEAM 'Excellent' rating, in line with the expectations of the local policy, requiring an assessment score of at least 70% and the relevant mandatory credit awards, although there are likely to be technical and commercial

**Development Control Committee A – 6 September 2017****Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

constraints that may preclude ‘Excellent ‘for other function areas.’ (Sustainability Statement, Executive Summary)

- 10.83 Relevant conditions are proposed to secure a sustainable scheme. These issues will be addressed at reserved matters stage.

**(F) WOULD THE APPLICATION PROPOSAL HAVE AN UNACCEPTABLE IMPACT ON AIR QUALITY TO WARRANT REFUSAL OF THIS APPLICATION?**

- 10.84 Core Strategy Policy BCS23 confirms that development should be sited and designed in a way as to avoid adversely impacting upon the environmental amenity of the surrounding area by reason of fumes, dust, noise, vibration, smell, light or other forms of air, land or water pollution.
- 10.85 Central Bristol experiences high pollution levels currently as demonstrated by the nitrogen dioxide monitoring network put in place by the Council. In many locations close to the development site, the EU and UK limit values for nitrogen dioxide are exceeded by a considerable margin. An air quality management area (AQMA) has been declared covering those locations where we are in breach of these limit values and the development site falls within that AQMA. The Council has a duty to achieve compliance with these limit values in the shortest time possible and local planning policy is written to reflect that requirement and states that “Development will not be permitted if mitigation cannot be provided to an appropriate standard with an acceptable design, particularly in proximity to sensitive existing uses or sites” (DM33 of the Site Allocations and Development Management Policies).
- 10.86 At the current time there is insufficient information to confirm that the impact on air quality of the provision of an additional 580 car parking spaces. An update on this will be provided at Committee.

## **11.0 PROPOSED CONDITIONS**

- 11.1 A list of relevant conditions will be provided ahead of the Committee Meeting. However, conditions will be included to cover the following matters:
- Time Limit: Given the complexities of the site and the work that needs to be undertaken to bring forward development, it is recommended that a time limit of seven years be included
  - Requirement for a Masterplan to inform the phasing of development and to ensure that each reserved matters application is consistent with (amongst other things) the overall Transport Strategy
  - A Delivery Strategy
  - A Transport Strategy
  - A Demolition and Construction Phasing Plan
  - A Tall Building Assessment
  - A Heritage Assessment for each reserved matters application.
  - A Construction Traffic Management Plan
  - A Construction Environmental Management Plan
  - A Construction Noise Management Plan
  - Details of hard and soft landscaping
  - Staff Travel Plan
  - The maximum parameters of the approved development. The development hereby approved shall comprise up to a maximum of 74,000 sqm (gross internal area) of Class A1, A2, A3, A4, A5 and D2 floorspace; up to 7,500 sqm (gross internal area) of Class C1 floorspace; and up to 150 Class C3 units.
  - Contamination mitigation

**Development Control Committee A – 6 September 2017**

**Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

- Details of earthworks
- Archaeological watching brief
- An Asbestos Survey prior to all demolition work
- An Unexploded Ordinance desk study
- Prior to first occupation, a Flood Warning Evacuation Plan
- Foundation Works Risk Assessment (including monitoring)
- BREEAM Certification
- A Security and Counter Terrorism Strategy
- A Signage a Wayfinding Strategy

**12.0 CONCLUSION**

- 12.1 Given the size and complexity of the application site, any application for outline planning permission is likely to raise questions about what form the detailed proposals for the site will come forward. However, as with all outline applications, there is always the requirement for applicants to submit further applications for the approval of reserved matters at the appropriate time. These applications would also be brought before a Planning Committee, following a further round of consultation.
- 12.2 This application must be negotiated in order for the applicants to have confidence to move forward with the detailed design work to enable this development to come forward.
- 12.3 Subject to the successful completion of a relevant legal agreement and the imposition of relevant conditions, the access arrangements that have been submitted are acceptable and can be supported.
- 12.4 The application proposal for a comprehensive redevelopment of approximately three hectares of the City Centre. The proposed outline proposals are consistent with these policy aims and can therefore be supported in principle. They accord with the retail hierarchy and would reinforce the City Centre as the principal destination for shopping and leisure. It will provide a greater intensity and mix of uses on this underused site.

**RECOMMENDATION**

**That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense:**

- **The submission of an assessment of daylight/ sunlight impacts in support of the application as part of the Environmental Statement.**
- **A planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the applicant, Bristol City Council and any other interested parties to cover the following matters:**
  - (a) The provision of 60 affordable units with a mix to be agreed when that phase of the development comes forward.**
  - (b) The provision of £50,000 as a contribution towards a Car Club Scheme**
  - (c) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in this recommendation.**
  - (d) The provision of a sum to be reported at Committee to secure the following:**

**Development Control Committee A – 6 September 2017**

**Application No. 16/06594/P: (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE**

**(d1) The funding of a safe and / or segregated cycle routes:  
between Stokes Croft and Bond Street along York Street  
between Wine Street and Bristol Bridge**

**(d2) A financial contribution towards the obtaining of new / upgraded bus stop facilities to serve re-routed bus services, including Shelters, Real-Time Information, Display Cases and Lighting.**

**(d3) The financial contribution towards securing a safe and / or segregated cycle routes:**

**between Stokes Croft and Bond Street along York Street  
between Wine Street and Bristol Bridge**

**(e) A financial contributions towards the programming, consultation, design and delivery of any TRO schemes that are required as a direct result of this development. These could include, but not be limited to:**

- **Bus stop clearways**
- **Bus Lanes**
- **Cycleways**
- **Loading Restrictions**
- **Parking restrictions**
- **Relocation of / provision of new metered parking bays**
- **Weight / access restrictions**
- **New signalised crossings and signal junctions**

APPENDIX A – EIA Chapter 18 - Conclusions to the Environmental Impact Assessment (EIA)

APPENDIX B – EIA Addendum – Including update to the Conclusions to the EIA

## 18. Conclusions

- 18.1 This chapter of the ES presents a summary of the key environmental issues associated with the Proposed Development, as identified via the environmental impact assessment work undertaken. The content of this summary section is taken from the individual ES chapters.
- 18.2 The EIA process has been carried out with reference to accepted methods covering, for example: the approach to surveys and defining baseline conditions; methods for assessment; definitions and criteria for identifying and determining key potential impacts; and ascribing significance levels to possible environmental effects. Consultation has also played a key role in this, with stakeholders and statutory bodies inputting to the methodologies and scope of assessments undertaken to ensure that all relevant issues have been fully considered. This ES is a full and detailed summary of the assessments carried out and the ES clearly identifies significant effects, where these are considered likely to occur, as well as any necessary mitigation measures to reduce such effects to acceptable levels.
- 18.3 The potential impacts of the Proposed Development were identified and then assessed by considering, for each potential impact, both the magnitude of the impact (which may include spatial extent, duration and frequency) and the sensitivity of the receptor (which may consider its vulnerability, recoverability and value or importance) in question.
- 18.4 Significance of effect was judged according to a matrix or similar (see **Chapters 8-17**). Effects arising, both adverse and beneficial, have been graded on a scale ranging from negligible up to major. Unless otherwise specified within the respective technical chapters, effects rated as 'moderate' to 'major' are considered to be 'significant' and will usually require mitigation.
- 18.5 Best practice mitigation has been identified to further reduce the significance of effects. Examples of the mitigation and monitoring measures identified in this ES include a Construction and Environmental Management Plan (CEMP), Construction Noise and Vibration Management Plan (CNVMP), Site Waste Management Plan (SWMP), and a Flood Evacuation Plan.
- 18.6 Further information regarding the EIA methods is provided in **Chapter 7**. Wherever variations to the standard approach have been adopted, this is clearly set out within the individual topic chapters.
- 18.7 In preparing the EIA it is acknowledged that there are elements of the scheme for which full details are not available at this Outline application stage. The ES has therefore provided a realistic worst-case assessment based on the information that is available at this stage, and is based on stated assumptions and professional judgement, including, where applicable, topic-based definitions of the worst-case assumption (**Chapters 8-17**).
- 18.8 Extensive work has been undertaken through discussion with the LPA and third parties in relation to traffic flows arising from the Proposed Development and the impact on the highway

network. Final details of the bus and vehicle diversions and associated highways and public realm works will be the subject of ongoing discussion with the relevant stakeholders and consultees. A further update to the ES may be required prior to determination of the Outline planning application in order to confirm the impacts and significance of some effects as further traffic modelling and associated information becomes more certain. This work may include further consideration of the required extent of the Assessment Area, and is likely to require further assessment to be provided in relation to **Chapter 13** Transport and Access, **Chapter 10** Noise, and **Chapter 14** Air Quality. Further clarity and assessment may also be required to be provided to address any knock-on effects arising in respect of other topic chapters.

- 18.9 A summary of the potential significant effects identified at this Outline stage by **Chapters 8-17** is provided in **Table 18.1** below. Where proposed, additional mitigation to address the significant effects arising is included, and the significance of the residual impact following mitigation, is provided.
- 18.10 Significant cumulative effects are only included in **Table 18.1** if the level of significance is different to the significant effect identified for the proposed development on its own.
- 18.11 Where there are differing significant effects between construction and operation phases on a receptor these are shown separately in **Table 18.1**.

**Table 18.1: Summary of Predicted Significant Effects**

Chapter & Description of Impact	Significance of Effect	Possible Mitigation Measures	Residual Effect
<b>Chapter 9: Hydrology</b> (Decommissioning Phase) Water Quality	Moderate Adverse	Construction Environment Management Plan	Negligible to Minor Adverse (not significant)
<b>Chapter 10: Noise</b> (Construction Phase) Annoyance due to noise from construction and demolition activities; existing receptors	Moderate Adverse	Best Practicable Means, including Continuous Flight Auger piling, acoustic barriers and enclosures	Negligible (not significant)
<b>Chapter 10: Noise</b> (Construction Phase) Annoyance due to noise from construction and demolition activities; new receptors	Major Adverse	Best Practicable Means, including Continuous Flight Auger piling, acoustic barriers and enclosures	Minor Adverse (not significant)
<b>Chapter 10: Noise</b>	Major Adverse	Best Practicable Means, including	Minor Adverse



(Construction Phase) Annoyance due to vibration from construction and demolition activities; new receptors		Continuous Flight Auger piling, notification to the neighbours before undertaken the most intrusive tasks (demolition, piling)	(not significant)
<b>Chapter 12: Townscape and Visual</b> (Construction and Operation Phases) Townscape, Receptor 1, Street Trees	Major Adverse	Planting of new trees to offset the potential loss of existing trees.	Moderate Adverse (significant)
<b>Chapter 12: Townscape and Visual</b> (Construction Phase) Townscape, Receptor 2, Portland & Brunswick Square Place Conservation Area	Moderate Adverse	Mitigation is not prescribed at this Outline stage. If mitigation were deemed necessary to protect particular Conservation Area features, adjusting the height of the Proposed Development could be considered. However, this would need to be balanced by the fact that high quality architectural design and an improved public realm would also be of benefit to the southern boundary of the Conservation Area. Mitigation will be further considered during the preparation and determination of reserved matters applications which will, as required, be subject to environmental assessment	Moderate Adverse (significant)
<b>Chapter 12: Townscape and Visual</b> (Construction Phase) Townscape, Receptor 6, Quakers Friars	Major Adverse	During Construction, the existing square should be able to continue functioning, but may be impacted by noise and dust. Parts of the listed buildings are likely to be protected by hoardings for a temporary period which may result in them not being seen.	Major Adverse (significant)
<b>Chapter 12: Townscape and Visual</b> (Operational Phase) Townscape, Receptor 6, Quakers Friars	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 12: Townscape and Visual</b>	Moderate Adverse	Mitigation is not prescribed at this Outline stage. Mitigation will be further considered during the preparation and determination of	Moderate Adverse (significant)

(Construction Phase) Townscape, Receptor 8, Wesley's New Room		reserved matters applications which will, as required, be subject to environmental assessment.	
<b>Chapter 12:</b> <b>Townscape and Visual</b> (Construction Phase) Townscape, Receptor 9, Broadmead	Moderate Adverse	Mitigation is not prescribed at this Outline stage, but the most effective mitigation could be the refinement of the parameter blocks into defined buildings with the additional character and subtlety that this would bring. This would be balanced with the fact that the Development Area has lost much of its finer historic street pattern and would benefit from proposed improved connectivity.	Moderate Adverse (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b> (Construction Phase) Townscape, Receptor 10, Lewins Mead and St James Barton	Moderate Adverse	Mitigation is not prescribed at this Outline stage, but any changes to the road network would be an opportunity to improve pedestrian and cycle connectivity and to plant new street trees to combat pollution. Street trees would also help create a more human scale in the presence of taller buildings. This could result in the significance of effect reducing.	Moderate Adverse (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b> (Construction Phase) Visual, Viewpoints 2-7, 9, 11, 12, 21, 22, 23, 26, 29, 32, 35.	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b> (Operation Phase) Visual, Viewpoints 2, 4- 7, 9, 11, 12, 20, 22, 23, 26, 32, 35.	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 12:</b>	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would	Major Adverse

<b>Townscape and Visual</b> (Construction and Operation Phase) Viewpoint 19, Bristol Bridge		be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	(significant)
<b>Chapter 12: Townscape and Visual</b> (Construction Phase) Viewpoint 20, Castle Park Ramparts	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 12: Townscape and Visual</b> (Cumulative Assessment) Castle Park	Minor Adverse	None proposed. There is currently building work at the Finzels Reach development on the south side of the Floating Harbour and a footbridge under construction which will land in Castle Park. In addition, there is a new residential development planned for the south side of Castle Park, on the site of the former ambulance station, which is not yet in planning. The Assembly development is also planned next to Temple Way, with Glassfields on the opposite site of the road. Finzel's Reach is nearing completion making it part of the baseline, whereas the Ambulance site has been cleared and is awaiting development. With a tower planned, this is most likely to create a cumulative effect with the Proposed Development. The minor significance of the main project may increase to moderate.	Moderate Adverse (significant)
<b>Chapter 13, Traffic and Transport</b> (Operation Phase) The Horsefair East	Major Beneficial	None required	Major Beneficial ( + ) (significant)

<b>Chapter 13, Traffic and Transport</b> (Operation Phase) Penn Street	Major Beneficial	None required	Major Beneficial ( + ) (significant)
<b>Chapter 14, Air Quality</b> (Construction Phase) Dust soiling	Major Adverse	Measures to be detailed in Dust Management Plan/CEMP such as, erection of solid screens around dusty activities	Not significant
<b>Chapter 14, Air Quality</b> (Construction Phase) Human health	Moderate Adverse	Measures to be detailed in Dust Management Plan/CEMP such as, plan site layout so that dust causing activities are located as far away from receptors as possible	Not significant
<b>Chapter 14, Air Quality</b> (Cumulative Assessment) Construction phase	Major Adverse	Adhere to Dust Management Plans/CEMPs mitigation measures	Minor Adverse (not significant)
<b>Chapter 15: Archaeology</b> (Construction Phase) Non-designated parts of Blackfriars friary	Major Adverse	Preservation through detailed design where feasible and Preservation by Record (archaeological excavation) where not feasible.	Minor Adverse (not significant)
<b>Chapter 15: Archaeology</b> (Construction Phase) Medieval suburban settlement	Major Adverse	Preservation by record	Minor Adverse (not significant)
<b>Chapter 15: Archaeology</b> (Construction Phase) Post-medieval suburban settlement	Major Adverse	Preservation by record	Minor Adverse (not significant)
<b>Chapter 15: Archaeology</b> (Cumulative Assessment) Loss of archaeological deposits.	Major Adverse	Preservation by record	Minor Adverse (not significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase) Dominican Friars	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once	Major Adverse (significant)

(Quakers Friars) Scheduled Monument		its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	
<b>Chapter 16: Built Heritage</b> (Construction Phase) New Hall (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase) The Meeting House (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase) Cutlers Hall (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase) The Cottage and attached wall, piers and gates (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be	Moderate Adverse (significant)

		required to be the subject of environmental assessment.	
Chapter 16: Built Heritage (Construction Phase) Bakers Hall (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase) Merchant Taylors Almshouses (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Dominican Friars (Quakers Friars) Scheduled Monument	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) New Hall (Listed Building)	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) The Meeting House (Listed Building)	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Cutlers Hall (Listed	Moderate Beneficial	None required	Moderate Beneficial ( + )

Building)			(significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) The Cottage and attached wall, piers and gates (Listed Building)	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Bakers Hall (Listed Building)	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Numbers 7 to 13 and attached area railings (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Numbers 1 to 6 and attached area railings(Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) 31-34, Portland Square (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 16: Built</b>	Moderate	Mitigation is not prescribed at this	Moderate Adverse

<b>Heritage</b> (Operation Phase) Numbers 22 to 28 and attached area railings	Adverse	Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	(significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Church of St Paul (Listed Building)	Moderate Adverse	M Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase) Numbers 14-17 and attached area railings (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
<b>Chapter 17, Socio-Economics</b> (Construction Phase) Employment Opportunities	Major Beneficial	None required	Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Construction Phase) Economic Productivity	Major Beneficial	None required	Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Operation Phase)	Moderate Beneficial	None required, but in consideration of the cumulative Major Beneficial effect, the resulting residual significance of effect is Major	Major Beneficial ( + )



Employment Opportunities		Beneficial	(significant)
<b>Chapter 17, Socio-Economics</b> (Operation Phase) Business Rates	Major Beneficial	None required	Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Operation Phase) Council Tax	Moderate Beneficial	None required, but in consideration of the cumulative Major Beneficial effect, the resulting residual significance of effect is Major Beneficial	Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Operation Phase) New Homes Bonus	Major Beneficial	None required	Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Cumulative Effects, Operation Phase) Economic Productivity	Moderate-Major Beneficial	None required, but the significance of effect is raised from Minor Beneficial to Moderate-Major Beneficial once cumulative effects are taken into consideration	Moderate-Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> (Cumulative Effects, Operation Phase) Housing	Moderate-Major Beneficial	None required, but the significance of effect is raised from Minor Beneficial to Moderate-Major Beneficial once cumulative effects are taken into consideration	Moderate-Major Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> Labour Force (Cumulative Effects, Operation Phase)	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> Resident and Visitor Spending Power (Cumulative Effects, Operation Phase)	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial ( + ) (significant)
<b>Chapter 17, Socio-Economics</b> Nursery Education (Cumulative Effects, Operation Phase)	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional	Negligible-Minor Adverse (not significant)

		Nursery Education provision as agreed between the relevant Applicant and the Council.	
<b>Chapter 17, Socio-Economics</b> Primary Education (Cumulative Effects, Operation Phase)	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional Primary Education provision as agreed between the relevant Applicant and the Council.	Negligible-Minor Adverse (not significant)
<b>Chapter 17, Socio-Economics</b> GP Provision (Cumulative Effects, Operation Phase)	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional GP provision as agreed between the relevant Applicant and the Council.	Negligible-Minor Adverse (not significant)
<b>Chapter 17, Socio-Economics</b> Employment Opportunities (Decommissioning Phase)	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial ( + )  (significant)
<b>Chapter 17, Socio-Economics</b> Economic Productivity (Decommissioning Phase)	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial ( + )  (significant)

- 18.12 Based on the results of the EIA undertaken against the worst-case scenario, the Proposed Development, when taken as a whole, is predicted to result in a limited number of significant effects. These effects include both adverse and beneficial effects. These are listed in the above table, along with proposed mitigation measures where appropriate, and the residual significance once the proposed mitigation has been applied. A number of the significant effects predicted would be during construction phase and as such effects are temporary. For an urban regeneration development of this scale and nature such effects are not unusual.
- 18.13 It is expected that some identified significant adverse residual effects will reduce as more information about the design detail of the project becomes clear (this is particularly relevant to a number of significant adverse effects identified in **Chapter 12** Townscape and Visual, and

**Chapter 16** Built Heritage). However, further detailed design information is not available at this Outline stage and is not expected to be available until subsequent Reserved Matter(s). Thus, whilst the potential for further mitigation is explored in the relevant chapters where applicable, the assessment has nevertheless been undertaken on a realistic worst-case basis, based on the information that is available at this Outline stage. Detailed mitigation is to be provided through detailed design (at the Reserved Matters stage), to assist in addressing significant effects that have been identified and will be subject to further assessment as appropriate.

# **Callowhill Court**

## Broadmead, Bristol

### Non-Technical Summary Addendum

July 2017

Bristol Alliance Limited Partnership





# Non -Technical Summary Addendum

## Purpose of a Non-Technical Summary

1. The purpose of a Non-Technical Summary (NTS) as set out in the December 2016 ES remains valid.
2. Nevertheless, this Non-Technical Summary Addendum seeks to provide an updated assessment as set out in the Environmental Statement Addendum (ES Addendum).
3. A comprehensive Environmental Statement (ES) was prepared in December 2016 and submitted with the Outline Planning Application. The ES set out the findings of full Environmental Impact Assessment (EIA) carried out to inform the proposals for the comprehensive development of the Assessment Site.
4. An Environmental Statement Addendum has been prepared in July 2017 to update the findings of the EIA in light of changes to the proposed development, the identification of additional off-site highway work resulting in a revised EIA Assessment Site area (**Figure A1.2**); and the completion detailed transport modelling.
5. The Application Site plan remains unchanged.
6. The ES Addendum comprises:
  - Volume 1: Addendum Main Text
  - Volume 2: Addendum Technical Figures and Appendices
7. The Addendum ES evaluates whether the technical assessments within each chapter of the December 2016 ES remain valid in light of the proposed changes to the development and baseline conditions. The Addendum ES should therefore be read in conjunction with, and as an addendum to, the December 2016 ES.

## The Site Location

8. The Assessment Site, known as land at and adjoining Callowhill Court, Broadmead/The Horsefair, is located within Bristol City Centre's defined 'Shopping Quarter'. The Assessment Site has been extended to include additional off site highway works that have been identified post submission. The Assessment Site, as revised, extends to approximately 11.15 ha. The Assessment Site, as revised, continues to include a broadly rectangular block of retail and commercial uses, largely dating from the 1950s.
9. The site location and surrounding areas as set out in paragraphs 6, 7 and 8 within the Non-Technical Summary of the December 2016 ES remain valid.

## Project Overview

10. The project overview as set out in the NTS for the December 2016 ES remains valid, with the exception of Assessment Site area, which is updated as **Figure A1.2** and the description of the overall principal elements of the redevelopment. The Proposed Development, as

amended, seeks to deliver comprehensive redevelopment of the site, and includes the following principal elements:

- A total 'build zone' of approximately 3.15 ha;
- demolition of existing buildings and structures within the 'build zone';
- highways and public realm works in the defined wider area beyond the build zone (an area of approximately 8 ha);
- construction of up to 102,480 sq.m. Gross External Area (GEA) of retail (A1-A5) and leisure (Use Class D2, and Use Class C1 hospitality of up to 150 hotel beds);
- up to 150 residential units (Use Class C3);
- realignment of The Horsefair and removal of vehicles from Penn Street;
- anticipated closure of the eastern end of The Horsefair and the northern end of Penn Street;
- the western length of The Horsefair to be made a two-way cul-de-sac with access via Union Street. A turning facility is proposed at the eastern end of the retained length of The Horsefair,.
- anticipated new one-way eastbound bus link between the junction of Penn Street/Lower Castle Street/Broad Weir and Bond Street South between the southern edge of Cabot Circus and Castlemead office building;
- other highways works to serve the access to the development, and to ensure continued movement of vehicles through and around the development and the wider highway network;
- newly formed pedestrian routes;
- retention and enhancement of the area known as 'The Podium'/'The Hub', including the retention of defined frontages to the immediate west of the build zone;
- provision of level changes and new circulation opportunities, including a new pedestrian access from Cabot Circus via Glass Walk over Penn Street;
- new car parking facilities, which are to be located on the northern site boundary, accessed from Bond Street, providing up to 580 spaces;
- new cycle routes and parking;
- servicing space, including within a new basement accessed from Bond Street; and
- new and remodelled buildings.

## **Main Alternatives**

11. The position in terms of main alternatives as set out in the NTS for the December 2016 ES remains valid.

## **Consultation**

12. The position in terms of consultation undertaken as set out in the NTS for the December 2016 ES remains valid.
13. Nevertheless, following the submission of the Outline Planning Application on 2 December 2016, BALP has proactively worked with Planning, Urban Design and Highways officers of Bristol City Council. A series on post-submission meetings has taken place with BCC

Highways and Planning officers to review and refine the proposed access arrangements and wider highways strategy. Upon the completion of the detailed transport modelling that was commissioned to support the application, the proposed customer vehicular access arrangements have been amended. The proposed number of car parking spaces has also been reduced to 580 spaces. The amendments to the application submission have been discussed and developed through dialogue with BCC.

### **Environmental Impact Assessment Methods**

14. Environmental Impact Assessment Methods as set out in the NTS for the December 2016 ES remains valid.

### **Technical Assessments**

#### **Ecology and Nature Conservation (Chapter A8)**

15. The summary of the ecology and nature conservation assessment included within the NTS for the December 2016 ES remains valid.

#### **Flood Risk, Drainage and Hydrology (Chapter A9)**

16. The summary of the flood risk, drainage and hydrology assessment included within the NTS for the December 2016 ES remains valid.

#### **Noise and Vibration (Chapter A10)**

17. An assessment of potential noise impacts arising from the various aspects of the Callowhill Court Regeneration Scheme has been conducted. The assessment has considered the impacts of noise and vibration during the demolition and construction phase, and the noise effects from the both changes in traffic on the local road network and the operation of the commercial plant associated on proposed retailing units. In addition the suitability of the site for residential development has been considered.
18. A baseline noise survey has been carried out at representative locations of the nearest sensitive receptors to the redevelopment area. Those sensitive receptors include residents. Both the noise monitoring and assessment methodologies were agreed with Bristol City Council (BCC) before the start of the noise monitoring events.
19. Predictions of noise based on typical equipment indicate that impacts from noise during the construction and demolition phase would be within guideline levels recommended in the relevant British Standard. Therefore the likelihood of disturbing neighbouring sensitive receptors during the construction and demolition phase would be minimal; however, construction and demolition noise should be managed to comply with a daytime noise level of 65 dB L<sub>Aeq,period</sub>. A construction noise management plan would be submitted for approval prior to commencement of work. This would include restricted hours of construction work and onsite measures to reduce impacts on nearby noise sensitive receptors.
20. A traffic noise assessment has been undertaken based on road traffic data from the transport consultant. The construction traffic associated with the Proposed Development is predicted to result in negligible short-term increases in traffic noise. The operation of the Proposed

Development would result negligible to minor noise impacts as a result of predicted long-term changes in road traffic flows on the local road network.

21. The plant for the proposed new retailing units will be designed and installed so that the combined rated noise level from plant at the noise sensitive receptors does not exceed the background noise levels -10dB.
22. The predicted cumulative noise levels as result of the combination of the proposed redevelopment scheme with other projects in the area result in negligible noise impacts for the build zone. Cumulative noise impacts for the highways and public realm works will be assessed upon reception of road traffic data for the area.
23. After analysing all the baseline information available at the current time, it can be concluded that the combined action of all the project stages on each considered sensitive receptor results in negligible noise impacts.

### **Soils and Ground Conditions (Chapter A11)**

24. The summary of the soils and ground condition assessment included within the NTS for the December 2016 ES remains valid.

### **Townscape and Visual Impact (Chapter A12)**

25. The summary of the townscape and visual impact assessment included within the NTS for the December 2016 ES remains valid.

### **Transport and Access (Chapter A13)**

26. The assessment of the environmental effects of the Proposed Development in respect of transport has been undertaken in accordance with the established guidance. The assessment has been informed by a Transport Assessment (TA) and Transport Assessment Addendum (TAA), which form appendices to the Environmental Statement Addendum, and which examines the transport impacts of the Proposed Development. A Framework Travel Plan (FTP) has also been produced.
27. The Assessment Site forms part of the existing central shopping area of Bristol and is well served by a range of means of transport. The Proposed Development site is highly accessible by walking, cycling and public transport, including both buses and trains. In particular the central shopping area is the focus of the Bristol bus network with around 100 buses an hour passing through the site on The Horsefair and Penn Street. The Proposed Development requires the relocation of these bus services to adjacent roads and this has been the subject of a separate study as set out in the TAA.
28. The traffic flows used to assess the environmental effects of the Proposed Development opening year of 2021 have been provided from traffic modelling work undertaken by CH2M. Output from the wider 'GBATS SATURN' model and the S-Paramics model of Bristol city centre have been provided in the TA and TAA respectively. The models provide a method for the traffic flows and any proposed infrastructure works associated with committed and



reasonably foreseeable projects to be assessed. The cumulative effects of other developments have therefore been considered within the assessment.

29. The peak construction stage of the Proposed Development is estimated to generate ten HGVs two way per hour in the peak period of construction and 70 HGVs two way over the day via a construction access on Bond Street. The main road network serving the site carries relatively high traffic flows including HGVs in any event. The significance of the effects of the construction phase is considered to be negligible adverse and temporary (which is not significant).
30. The operational stage of the Proposed Development gives rise to a range of effects of varying significance. The Proposed Development 580-space car park, with access via a new signalised junction on Bond Street, is estimated to generate peak hour flows of 210 vehicles two way on a weekday afternoon. The traffic impact of the 580-space car park access on Bond Street is set out in the TAA and, in isolation, the junction is forecast to have adequate capacity. The environmental effects on Bond Street, which already carries relatively high traffic flows, is considered to be negligible adverse (not significant).
31. The complete removal of traffic from the eastern length of The Horsefair and Penn Street will give rise to major beneficial effects in the peak hours and over the day (which is significant). Minor beneficial effects are forecast on The Horsefair and on Union Street where traffic flows will reduce as a result of the Proposed Development and the associated relocation of bus services.
32. The effects on other roads are assessed as minor or negligible adverse (not significant). The minor effects are primarily forecast on roads located on the south side of the central shopping area, including Broad Weir, Newgate, Wine Street, The Pithay and on the new proposed bus link between Broad Weir and Bond Street South, where the relocation of bus services, the closure of The Horsefair and Penn Street and restrictions on the use of Union Street primarily leads to increases in traffic flows.
33. As no adverse effects of major or moderate significance are forecast, no mitigation measures are considered necessary to mitigate the residual adverse effects predicted. Mitigation measures are proposed in any event and these include a Construction Traffic Management Plan which will be provided as a condition of a planning permission.
34. The Framework Travel Plan aims to create sustainable travel choices for employees, residents, customers and visitors of the development. Promotion of this and specific Travel Plans for each land use will raise the appreciation of the benefits of alternative travel modes to the private car. The Framework Travel Plan is considered to be a mitigation measure as it has the potential to reduce traffic flows generated by the proposed development.

### **Air Quality (Chapter A14)**

35. The summary of the air quality assessment included within the NTS for the December 2016 ES has been updated and set out below.

### **Summary of the Effects on the Local Environment: Predicted Effects During the Demolition Phase**

36. **Dust soiling** – The most common impact is dust soiling and increases to local particulate matter concentrations due to dust arising from site activities. The release of heavy metals or asbestos fibres and other pollutants during demolition of some buildings can also be a problem. There is a 'high risk' of dust soiling from the Proposed Development's demolition, earthworks, construction and activities and 'medium risk' from trackout activities.
37. **Human health** – Increases in particulate matter to the air can have adverse effects on human health, especially small particulates as they can enter human lungs and bloodstream. There is a 'high risk' of human health effects from the Proposed Development's demolition, a 'medium risk' from earthworks and construction activities and 'low risk' from trackout activities.
38. **Ecological** – Impacts on vegetation or aquatic ecosystems on statutory designated sites. Dust from demolition or construction activities deposited on vegetation may create ecological stress within the local plant community and impacting functions over longer periods. There is a 'negligible risk' of ecological effects from the Proposed Development's demolition, earthworks, construction and trackout activities.
39. The dust emitting activities can be effectively controlled by appropriate dust control measures and any adverse effects can be greatly reduced or eliminated. It is anticipated that an agreement on a dust management plan (DMP) or Construction Environmental Management Plan (CEMP) will be reached with the local authority to ensure that any adverse effects are minimised. The dust risks identified have been used to define more site-specific mitigation measures.

### **Summary of the Effects on the Local Environment: Predicted Effects During the Operational Phase**

40. Concentrations of the key pollutants (NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub>) were predicted at the most relevant receptor locations for the base year 2015, for the year 2021 without the proposed development and for 2021 with the proposed development in place. The air quality impacts of the proposed development on existing receptors and the impact of future local air quality upon the proposed development receptors have been assessed.
41. The predicted long-term NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> and short-term NO<sub>2</sub> concentrations, at all the assessed receptors and for all modelled scenarios, would not exceed the relevant air quality objectives. As a result of the development, there is considered to be an overall 'negligible' air quality impact predicted with respect to annual mean NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> at existing sensitive receptors. It is considered that exposure to poor air quality at the proposed development is unlikely. Therefore, it is considered that the air quality impact of the proposed development on local air quality is not significant.
42. It is recommended that reasonable measures to further reduce air quality impacts on sensitive receptors be implemented. Development energy source details were not available at the time of writing. It is noted that, once identified, these sources may require additional assessment.

### **Archaeology (Chapter A15)**

43. The summary of the archaeology assessment included within the NTS for the December 2016 ES remains valid.

### **Built Heritage (Chapter A16)**

44. The summary of the built heritage assessment included within the NTS for the December 2016 ES remains valid.
45. The Built Heritage ES Chapter assesses the effect of the Proposed Development on the above ground historic built environment of the Assessment Site and the surrounding area.
46. The Assessment Site includes small parts of the St James Parade Conservation Area, the Brunswick and Portland Square Conservation Area and the City and Queen Square Conservation Area. There could therefore be a direct impact upon these assets. There is no direct impact upon any other designated or non-designated heritage assets and therefore any impact is indirect as a result of development in their setting.
47. The construction phase will be temporary and mitigation measures will include the implementation of a Construction Management Plan. During the construction phase it is concluded that there will be a major adverse magnitude of impact against value (which is significant) of the Dominican Friars (scheduled monument), The Meeting House (grade I listed building), Cutlers Hall (Grade II\* listed building), Bakers Hall (Grade II\* listed building) and Merchant Taylors Almshouses (grade II\* listed building) due to their proximity to the Assessment Site. There will also be a moderate adverse magnitude of impact against value for New Hall (grade I listed building) and the Cottage and a minor adverse magnitude of impact against value (which is not significant) for the Screen walls, piers wrought iron railings and gates to numbers 19 and 21.
48. Due to the extent of 'potential areas for highways and public realm works' next to the perimeter of the St James Parade Conservation Area it is anticipated that there would be a minor adverse magnitude of impact against value (which is not significant).
49. There will be a neutral/negligible impact upon all other identified designated and non-designated heritage assets during the construction phase (which is not significant).
50. During the operational phase it is concluded that there would be a moderate beneficial magnitude of impact against value for the Dominican Friars (scheduled monument), New Hall (grade I listed building), Cutlers Hall (Grade II\* listed building), Bakers Hall (Grade II\* listed building), The Meeting House (grade I listed building) and The Cottage (grade II listed building) due to the opportunity to enhance the appreciation of assets via the creation of a new square close to the buildings (which is significant).
51. The Proposed Development may result in a very limited level of harm to The Church of St Paul (grade I), Numbers 1-6 and attached area railings (grade I), Numbers 7-13 and attached area railings (grade I), Numbers 14-17 and attached area railings (grade I), Numbers 22 to 28 and attached area railings (grade I) and 31-34 Portland Square (grade I) by disrupting the

symmetry of the square. It is concluded that there will be a moderate adverse magnitude of impact against value (which is significant).

52. There will be a neutral/negligible impact upon all other identified designated and non-designated heritage assets during the operational phase (which is not significant).
53. Construction mitigation measures in the form of standard construction methods have been taken into consideration. Inbuilt mitigation measures include the specific approach to design parameters including siting of buildings and orientation of routes.
54. The assessment notes that the parameter plans constitute a 'worst-case' scenario, and that there is scope for further mitigation to be provided through detailed design (at the Reserved Matters stage), to assist in addressing significant effects that have been identified.

### **Socio-Economics (Chapter A17)**

55. The summary of the socio-economics assessment included within the NTS for the December 2016 ES remains valid.

### **Conclusions (Chapter A18)**

56. Chapter 18 of the December 2016 ES summarised the key environmental issues associated with the Proposed Development, as identified via the environmental impact assessment work undertaken.
57. This ES Addendum has assessed the amendments to the Proposed Development within each of the technical chapters
58. The following changes to the significant effects have been identified:
  - Townscape and Visual – Receptor 2 – change from minor adverse to moderate adverse at operational phase.
  - Traffic and Transport – The Horsefair East - change from major beneficial to minor beneficial at operational phase.
  - Traffic and Transport – Penn Steet - change from major beneficial to minor beneficial at operational phase.
  - Air Quality – Human Health - change from moderate adverse to major adverse at operational phase. However, with mitigation the residual effect remains not significant.
59. For completeness these have be included within the Summary of Predicted Significant Effects **Table A18.1** which provided in full below. This is a copy of the same summary table (**Table A18.1**) as provided at **Chapter A18** of the Environmental Statement Addendum.

60. Where proposed, additional mitigation to address the key effects arising is included, and the significance of the residual impact following mitigation, is provided. The symbol “(+)” indicates where residual significant effects are beneficial.

Chapter & Description of Impact	Significance of Effect	Possible Mitigation Measures	Residual Effect
<b>Chapter 9: Hydrology</b> (Decommissioning Phase)  Water Quality	Moderate Adverse	Construction Environment Management Plan	Negligible to Minor Adverse  (not significant)
<b>Chapter 10: Noise</b> (Construction Phase)  Annoyance due to noise from construction and demolition activities; existing receptors	Moderate Adverse	Best Practicable Means, including Continuous Flight Auger piling, acoustic barriers and enclosures	Negligible  (not significant)
<b>Chapter 10: Noise</b> (Construction Phase)  Annoyance due to noise from construction and demolition activities; new receptors	Major Adverse	Best Practicable Means, including Continuous Flight Auger piling, acoustic barriers and enclosures	Minor Adverse  (not significant)
<b>Chapter 10: Noise</b> (Construction Phase)  Annoyance due to vibration from construction and demolition activities; new receptors	Major Adverse	Best Practicable Means, including Continuous Flight Auger piling, notification to the neighbours before undertaken the most intrusive tasks (demolition, piling)	Minor Adverse  (not significant)

<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction and Operation Phases)  Townscape, Receptor 1, Street Trees	Major Adverse	Planting of new trees to offset the potential loss of existing trees.	Moderate Adverse (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction and Operation Phase)  Townscape, Receptor 2, Portland & Brunswick Square Place Conservation Area	Moderate Adverse	Mitigation is not prescribed at this Outline stage. If mitigation were deemed necessary to protect particular Conservation Area features, adjusting the height of the Proposed Development could be considered. However, this would need to be balanced by the fact that high quality architectural design and an improved public realm would also be of benefit to the southern boundary of the Conservation Area. Traffic routed through Brunswick Square could be mitigated by public realm improvements to address the quality of the external space. Buffering the active street frontage to the square by new planting would slightly mitigate the impact of traffic on the landscape space but it would be difficult to reduce the impact of noise and fumes. Signage advice to motorists to switch off engines while queuing may have a slightly beneficial reduction on the latter. Mitigation will be further considered during the preparation and determination of reserved matters applications which will, as required, be subject to environmental assessment.	Moderate Adverse (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction Phase)	Major Adverse	During Construction, the existing square should be able to continue functioning, but may be impacted by noise and dust. Parts of the listed buildings are likely to be protected by hoardings for a temporary period which may result in	Major Adverse (significant)

Townscape, Receptor 6, Quakers Friars		them not being seen.	
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Operational Phase)  Townscape, Receptor 6, Quakers Friars	Moderate Beneficial	None required	Moderate Beneficial  ( + )  (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction Phase)  Townscape, Receptor 8, Wesley's New Room	Moderate Adverse	Mitigation is not prescribed at this Outline stage. Mitigation will be further considered during the preparation and determination of reserved matters applications which will, as required, be subject to environmental assessment.	Moderate Adverse  (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction Phase)  Townscape, Receptor 9, Broadmead	Moderate Adverse	Mitigation is not prescribed at this Outline stage, but the most effective mitigation could be the refinement of the parameter blocks into defined buildings with the additional character and subtlety that this would bring. This would be balanced with the fact that the Development Area has lost much of its finer historic street pattern and would benefit from proposed improved connectivity.	Moderate Adverse  (significant)
<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Construction Phase)  Townscape, Receptor 10, Lewins Mead and St James Barton	Moderate Adverse	Mitigation is not prescribed at this Outline stage, but any changes to the road network would be an opportunity to improve pedestrian and cycle connectivity and to plant new street trees to combat pollution. Street trees would also help create a more human scale in the presence of taller buildings. This could result in the significance of effect reducing.	Moderate Adverse  (significant)
<b>Chapter 12:</b>	Moderate	Mitigation is not prescribed at this Outline stage. However, it would be expected	Moderate

<p><b>Townscape and Visual</b> Adverse</p> <p>(Construction Phase)</p> <p>Visual, Viewpoints 2-7, 9, 11, 12, 21, 22, 23, 26, 29, 32, 35.</p>	<p>that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.</p>	<p>Adverse</p> <p>(significant)</p>
<p><b>Chapter 12:</b> Moderate</p> <p><b>Townscape and Visual</b> Adverse</p> <p>(Operation Phase)</p> <p>Visual, Viewpoints 2, 4-7, 9, 11, 12, 20, 22, 23, 26, 32, 35.</p>	<p>Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.</p>	<p>Moderate</p> <p>Adverse</p> <p>(significant)</p>
<p><b>Chapter 12:</b> Major</p> <p><b>Townscape and Visual</b> Adverse</p> <p>(Construction and Operation Phase)</p> <p>Viewpoint 19, Bristol Bridge</p>	<p>Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.</p>	<p>Major</p> <p>Adverse</p> <p>(significant)</p>
<p><b>Chapter 12:</b> Major</p> <p><b>Townscape and Visual</b> Adverse</p> <p>(Construction Phase)</p> <p>Viewpoint 20, Castle Park Ramparts</p>	<p>Mitigation is not prescribed at this Outline stage. However, it would be expected that the visual effect of the Proposed Development would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.</p>	<p>Major</p> <p>Adverse</p> <p>(significant)</p>



<b>Chapter 12:</b> <b>Townscape and Visual</b>  (Cumulative Assessment)  Castle Park	Minor Adverse	None proposed. There is currently building work at the Finzels Reach development on the south side of the Floating Harbour and a footbridge under construction which will land in Castle Park. In addition, there is a new residential development planned for the south side of Castle Park, on the site of the former ambulance station, which is not yet in planning. The Assembly development is also planned next to Temple Way, with Glassfields on the opposite site of the road. Finzel's Reach is nearing completion making it part of the baseline, whereas the Ambulance site has been cleared and is awaiting development. With a tower planned, this is most likely to create a cumulative effect with the Proposed Development. The minor significance of the main project may increase to moderate.	Moderate Adverse  (significant)
<b>Chapter 14, Air Quality</b> (Construction Phase)  Dust soiling	Major Adverse	Measures to be detailed in Dust Management Plan/CEMP such as, erection of solid screens around dusty activities	Not significant
<b>Chapter 14, Air Quality</b> (Construction Phase)  Human health	Major Adverse	Measures to be detailed in Dust Management Plan/CEMP such as, plan site layout so that dust causing activities are located as far away from receptors as possible	Not significant
<b>Chapter 14, Air Quality</b> (Cumulative Assessment)  Construction phase	Major Adverse	Adhere to Dust Management Plans/CEMPs mitigation measures	Minor Adverse  (not significant)
<b>Chapter 15:</b> <b>Archaeology</b>	Major Adverse	Preservation through detailed design where feasible and Preservation by Record (archaeological excavation)	Minor Adverse  (not significant)

(Construction Phase)		where not feasible.	
Non-designated parts of Blackfriars friary			
<b>Chapter 15: Archaeology</b>	Major Adverse	Preservation by record	Minor Adverse (not significant)
(Construction Phase)			
Medieval suburban settlement			
<b>Chapter 15: Archaeology</b>	Major Adverse	Preservation by record	Minor Adverse (not significant)
(Construction Phase)			
Post-medieval suburban settlement			
<b>Chapter 15: Archaeology</b>	Major Adverse	Preservation by record	Minor Adverse (not significant)
(Cumulative Assessment)			
Loss of archaeological deposits.			
<b>Chapter 16: Built Heritage</b>	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
(Construction Phase)			
Dominican Friars (Quakers Friars) Scheduled Monument			
<b>Chapter 16: Built Heritage</b>	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset	Moderate Adverse

(Construction Phase)		would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	(significant)
New Hall (Listed Building)			
<b>Chapter 16: Built Heritage</b>	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
(Construction Phase)			
The Meeting House (Listed Building)			
<b>Chapter 16: Built Heritage</b>	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
(Construction Phase)			
Cutlers Hall (Listed Building)			
<b>Chapter 16: Built Heritage</b>	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
(Construction Phase)			
The Cottage and attached wall, piers and gates (Listed Building)			

Chapter 16: Built Heritage (Construction Phase)  Bakers Hall (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Construction Phase)  Merchant Taylors Almshouses (Listed Building)	Major Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Major Adverse (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase)  Dominican Friars (Quakers Friars) Scheduled Monument	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b> (Operation Phase)  New Hall (Listed Building)	Moderate Beneficial	None required	Moderate Beneficial ( + ) (significant)
<b>Chapter 16: Built Heritage</b>	Moderate	None required	Moderate

<b>Heritage</b>	Beneficial		Beneficial
(Operation Phase)			( + )
The Meeting House (Listed Building)			(significant)
<b>Chapter 16: Built Heritage</b>	Moderate Beneficial	None required	Moderate Beneficial
(Operation Phase)			( + )
Cutlers Hall (Listed Building)			(significant)
<b>Chapter 16: Built Heritage</b>	Moderate Beneficial	None required	Moderate Beneficial
(Operation Phase)			( + )
The Cottage and attached wall, piers and gates (Listed Building)			(significant)
<b>Chapter 16: Built Heritage</b>	Moderate Beneficial	None required	Moderate Beneficial
(Operation Phase)			( + )
Bakers Hall (Listed Building)			(significant)
<b>Chapter 16: Built Heritage</b>	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse (significant)
(Operation Phase)			
Numbers 7 to 13 and attached area railings (Listed Building)			
<b>Chapter 16: Built Heritage</b>	Moderate	Mitigation is not prescribed at this Outline stage. However, it would be expected	Moderate

<b>Heritage</b>  (Operation Phase)  Numbers 1 to 6 and attached area railings(Listed Building)	Adverse	that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Adverse  (significant)
<b>Chapter 16: Built Heritage</b>  (Operation Phase)  31-34, Portland Square (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse  (significant)
<b>Chapter 16: Built Heritage</b>  (Operation Phase)  Numbers 22 to 28 and attached area railings	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse  (significant)
<b>Chapter 16: Built Heritage</b>  (Operation Phase)  Church of St Paul (Listed Building)	Moderate Adverse	M Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of	Moderate Adverse  (significant)

		environmental assessment.	
<b>Chapter 16: Built Heritage</b>  (Operation Phase)  Numbers 14-17 and attached area railings (Listed Building)	Moderate Adverse	Mitigation is not prescribed at this Outline stage. However, it would be expected that the impact of the Proposed Development upon the heritage asset would reduce once its final scale, form and aesthetic qualities were finalised during subsequent application(s) for Reserved Matters consent. Such applications may, as necessary, be required to be the subject of environmental assessment.	Moderate Adverse  (significant)
<b>Chapter 17, Socio-Economics</b>  (Construction Phase)  Employment Opportunities	Major Beneficial	None required	Major Beneficial  ( + )  (significant)
<b>Chapter 17, Socio-Economics</b>  (Construction Phase)  Economic Productivity	Major Beneficial	None required	Major Beneficial  ( + )  (significant)
<b>Chapter 17, Socio-Economics</b>  (Operation Phase)  Employment Opportunities	Moderate Beneficial	None required, but in consideration of the cumulative Major Beneficial effect, the resulting residual significance of effect is Major Beneficial	Major Beneficial  ( + )  (significant)
<b>Chapter 17, Socio-Economics</b>  (Operation Phase)  Business Rates	Major Beneficial	None required	Major Beneficial  ( + )  (significant)

<b>Chapter 17, Socio-Economics</b> (Operation Phase)  Council Tax	Moderate Beneficial	None required, but in consideration of the cumulative Major Beneficial effect, the resulting residual significance of effect is Major Beneficial	Major Beneficial ( + )  (significant)
<b>Chapter 17, Socio-Economics</b> (Operation Phase)  New Homes Bonus	Major Beneficial	None required	Major Beneficial ( + )  (significant)
<b>Chapter 17, Socio-Economics</b> (Cumulative Effects, Operation Phase)  Economic Productivity	Moderate-Major Beneficial	None required, but the significance of effect is raised from Minor Beneficial to Moderate-Major Beneficial once cumulative effects are taken into consideration	Moderate-Major Beneficial ( + )  (significant)
<b>Chapter 17, Socio-Economics</b> (Cumulative Effects, Operation Phase)  Housing	Moderate-Major Beneficial	None required, but the significance of effect is raised from Minor Beneficial to Moderate-Major Beneficial once cumulative effects are taken into consideration	Moderate-Major Beneficial ( + )  (significant)
<b>Chapter 17, Socio-Economics</b>  Labour Force  (Cumulative Effects, Operation Phase)	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial  ( + )  (significant)
<b>Chapter 17, Socio-Economics</b>  Resident and Visitor Spending Power  (Cumulative Effects,	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial  ( + )



Operation Phase)			(significant)
<b>Chapter 17, Socio-Economics</b>	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional Nursery Education provision as agreed between the relevant Applicant and the Council.	Negligible-Minor Adverse
Nursery Education			(not significant)
(Cumulative Effects, Operation Phase)			
<b>Chapter 17, Socio-Economics</b>	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional Primary Education provision as agreed between the relevant Applicant and the Council.	Negligible-Minor Adverse
Primary Education			(not significant)
(Cumulative Effects, Operation Phase)			
<b>Chapter 17, Socio-Economics</b>	Minor-Moderate Adverse	The significance of effect is raised from Negligible to Minor-Moderate Adverse once cumulative effects are taken into consideration. If required, appropriate mitigation can be secured through financial contributions and/or additional GP provision as agreed between the relevant Applicant and the Council.	Negligible-Minor Adverse
GP Provision			(not significant)
(Cumulative Effects, Operation Phase)			
<b>Chapter 17, Socio-Economics</b>	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative effects are taken into consideration	Minor-Moderate Beneficial
Employment Opportunities			( + )
(Decommissioning Phase)			(significant)
<b>Chapter 17, Socio-Economics</b>	Minor-Moderate Beneficial	None required, but the significance of effect is raised from Negligible to Minor-Moderate Beneficial once cumulative	Minor-Moderate Beneficial

Economic Productivity	effects are taken into consideration	( + )
(Decommissioning Phase)		(significant)