

Development Control A Committee Agenda



Date: Wednesday, 10 January 2018

Time: 6.00 pm

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

Distribution:

Councillors: Tom Brook, Stephen Clarke, Mike Davies (Vice-Chair), Margaret Hickman, 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, Angelo Calabrese, Peter Westbury, Matthew Bunt, Laurence Fallon, Jon Fellingham, Rachael Dando, David Fowler (Members' Office Manager (Conservative)), Stephen Fulham, Zarah Jama and Paul Shanks

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Date: Tuesday, 2 January 2018



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Agenda

1. Welcome, Introductions and Safety Information

(Pages 4 - 5)

2. Apologies for Absence and Substitutions

3. 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.

4. Minutes of the previous meeting

To agree the minutes of the last meeting on Wednesday 29th November 2017 as a correct record. (Pages 6 - 21)

5. Appeals

To note appeals lodged, imminent public inquiries and appeals awaiting decision. (Pages 22 - 29)

6. Enforcement

To note recent enforcement notices. (Page 30)

7. 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 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 **by 5pm on Thursday 4th January 2018.**



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 9th January 2018.**

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.

8. Planning and Development

- | | |
|--|--------------------------|
| | (Page 31) |
| a) Planning Application Number 17/04263/F - Redland High School | (Pages 32 - 62) |
| b) Planning Application Number 16/06594/P - Land At the Adjoining Callowhill Court, Broadmead and the Horsefair | (Pages 63 - 135) |
| c) Planning Application Number 17/04132/F - Olympia House, 36-38 Beaconsfield Road, St George | (Pages 136 - 185) |

9. Date of Next Meeting

The next meeting is scheduled to be held at 10am on Wednesday 21st February 2018.



Public Information Sheet

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

You can find papers for all our meetings on our website at www.bristol.gov.uk.

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

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For those with hearing impairment

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

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

Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee and be available in the meeting room one hour before the meeting. Please submit it to democratic.services@bristol.gov.uk or Democratic Services Section, City Hall, College Green, Bristol BS1 5UY. The following requirements apply:

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

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

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the committee. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).

We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement



contains information that you would prefer not to be in the public domain. Public Forum statements will not be posted on the council's website. Other committee papers may be placed on the council's website and information in them may be searchable on the internet.

Process during the meeting:

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

Webcasting/ Recording of meetings

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

**Bristol City Council
Minutes of the
Development Control A Committee**



29 November 2017 at 2.00 pm

Members Present:-

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

Officers in Attendance:-

Gary Collins - Head of Planning and Development, Jim Cliffe - Planning Obligations Manager, Laurence Fallon - Transport Development Manager, Lewis Cook, Kate Cottrell, Thomas Wilkinson, Andrew Cross and Laurence Fallon – Planning Case Officers, Allison Taylor – Democratic Services

1. Apologies for Absence and Substitutions

There were none.

2. Declarations of Interest

Councillor Wright referred to the McArthur's Warehouse application, stating that he had initially submitted an objection to the Planning Department for this application. Since then, the plans and report had been revised and he therefore felt able to consider the application with an open mind.

3. Minutes of the previous meeting

The representative of the Service Director - Planning referred to Minute 11 – Land at Hengrove Park, Whitchurch Lane and reported that the Heads of Terms for the S106 agreement had been properly reflected in the officer presentation but had not been reflected in the Amendment Sheet or minutes. The minutes needed to reflect this in order to instruct Legal Services to draft the agreement. The following amendments were agreed:-



To add to end of first sentence –

‘and also gave a PowerPoint presentation that included clarity over the Heads of Terms of the proposed s106 agreement’

To add a 10th bullet point to read –

‘10. The proposed s106 heads of terms were confirmed as:

1. The provision of 30% affordable housing in the form of 77% Social Rent and 23% Intermediate- see dwg 32507 PL50
2. £35,235 for the implementation and monitoring of a Residential Travel Plan
3. £5,395 to cover the cost of a Traffic Regulation Order for a 20mph limit
4. £15,000 to cover the cost of 10 new fire hydrants.
5. £20,000 as a contribution towards the provision of i) a new set down bus stop on The Boulevard adjacent to the site, ii) Improved cycling facilities along Airport Road and iii) Improved crossing facilities on Airport Road
6. Authority to be given to legal services to act on the authority’s behalf in respect of the section 106 agreement.’

To add to the end of the resolution:-

‘and the clarified s106 Heads of Terms’

Subject to these changes, the minutes were agreed as a correct record.

Resolved – that the minutes be agreed as a correct record and signed by the Chair.

4. Appeals

These were noted.

5. Enforcement

These were noted.

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. (A copy of the public forum statements is held on public record in the Minute Book)

7. Planning and Development

The following were considered:-

a. Planning Application Number 17/03139/F - McArthur's Warehouse, Gas Ferry Road

An amendment sheet was provided to the Committee in advance of the meeting, detailing changes since the publication of the original report.

The representative of the Service Director – Planning and Development made the following points by way of introduction:-

1. This application was to provide a mixed commercial and residential development including 147 flats. Work space, a café and car parking;
2. The site was allocated for residential/office/workshop uses so the application is appropriate for the site;
3. Officers were content with the design of the building but there had been a significant level of concern regarding the scale and intensity of the building;
5. There were also concerns regarding visual impact. Historic England had assessed the building's visual impact on the SS Great Britain and found it not to be as bad as feared although there was impact. More concerning for them was the view from the south as the building obscured some of Brandon Hill and the monument. Officers view was that these impacts caused less than significant harm and the benefits outweighed the harm;
6. With respect to amenity, the dock and boatyard were important commercial facilities. A noise insulation scheme designed on the basis of an equivalent facility elsewhere would be provided by the applicant. Pollution control officers were satisfied with the scheme. It was not possible to protect balconies in the same way;
7. Wooden slatted windows would be incorporated into the elevation facing Steamship House. Officers were satisfied the building would have a reasonable relationship with its neighbours;
8. The Planning Obligations Manager reported that there has been considerable negotiation with respect to affordable housing. The main issue with respect to the viability of affordable housing was the site value put forward by the applicant of £5.8m. The District Valuer, who had been commissioned to advise the Council on the viability issue, had the view that this was too high and should be £2.5m which would result in the provision of 18% affordable housing (27 affordable units) being viable. The applicant did not agree with this valuation and made a formal offer of 12% affordable provision and 18 affordable units – 9 would be shared ownership and 9 would be social rented and a mixture of 1/2 bedrooms and on different floors of the building. The Council's Affordable Housing Manager believed this offer should be



accepted. If the the development had not started within 18 months the it was recommended that the viability should be reviewed;

10. In summary, officers recommended approval subject to a S106 agreement. The proposal was a good quality design and an appropriate scale given its position central to Spike Island. It would provide affordable housing, an improved walkway and commercial space. An addition to the Amendment Sheet was the deletion of the reference to 'guidance and regulations' in Condition 32 of the report;

The following points arose from debate:-

1. There were on-going discussions with the Homes and Communities Agency regarding topping up affordable housing numbers through grant funding, ie outside of the planning process;
2. There were two elements of harm. There was visual harm with respect to views and scale, the view was intermittent on Coronation Road. Some consultees stated the design was harmful, planning officers considered that the benefits outweighed the harm. The other harm was the potential harm to a working dock. It was not possible to state there would be no impact on the docks but all measures had been put in place to ensure that the docks could continue to operate and therefore it was officers' conclusion that there was no harm to this heritage asset in this regard;
3. Councillor Dudd asked what mitigation there was to protect industrial based businesses in the area. He was informed that this related to two businesses – Rolt's Boat Yard which was in operation and the Dry Dock to the west which was currently vacant. An acoustic engineer took readings from a similar facility at Sharpness Docks and that model was used for this noise mitigation scheme. The fabric of the building and windows were high grade materials, the windows would be mechanically ventilated and there would be an acoustic screen on the west elevation. The Sound Insulation condition listed as Condition 11 would have to be implemented before the building was occupied. Pollution Control officers advised that residents could make a statutory nuisance claim against the businesses but if they operated to reasonable standard this should not be a consideration;
4. Councillor Dudd questioned the robustness of negotiations as the independent District Valuer's report had recommended 27 units and 18 were now being offered. The Planning Obligations Manager replied that this was down to land value. The applicant had not accepted 27 units but then very late into the process offered 18 units. The District Valuer was asked to review the offer without a change to the land value. The District Valuer's view was that the developer had moved a long way with this offer. This was a balanced view for officers and was based on the following factors – there was not great evidence to support low land values, the site had been derelict for some time and the Affordable Housing Manager's view that this was a reasonable offer. The recommendation was not scientific but had involved a great deal of assessment. The Head of Development Management added that officers always negotiated on affordable housing and tried to strike an agreement in the interests of housing delivery. On this occasion, there was a counter offer which had moved more to the City Council's position than to the developer's own initial position. It was valid to request that officers negotiated 27 units but that might not be achieved. It was feasible that the current offer could be withdrawn if the Committee resolved that a higher number be provided;
5. Councillor Clarke asked whether there were any legal guarantees to protect surrounding businesses from noise complaints by residents and was informed that residents had the right to complain but it was



hoped that the reasonable noise mitigations as set out in Condition 11 would prevent them needing to. The mitigation attempted to strike a balance with dock side operations and residential development;

6. If Committee resolved to grant today, there would be a further period where the S106 agreement would need to be completed. Should a decision be deferred the applicant could appeal against non-determination;

6. Councillor Stevens believed the benefits of affordable housing outweighed the harm to heritage assets but asked why the developer was prepared to give away profit as the prices were 40 % of market value when they had previously been 55 %. The Planning Obligations Manager replied that the open market values were lower in the City Centre as competition was not there. 40% was the market value a Housing Association was prepared to pay in the City Centre. It was confirmed that viability did not take into account who the developer was and whether the site was bought or not made no difference to appropriate value. The applicant did not own the site but was obligated to purchase it if planning permission was secured by a certain date. Buyers took all the risk when trying to secure planning permission;

7. The Affordable Housing Manager had assessed all 3 types of affordable housing for the development. There was a real need for social rented accommodation in the City, the other types of affordable housing, including shared ownership, addressed lower priority aspects of the city's housing need;

8. Councillor Stevens struggled with the current level of affordable housing outweighing the harm caused to heritage assets;

9. Councillor Wright, as the local ward Councillor, highlighted 3 main issues –

- i) The design and materials were not in keeping with the area but he had some sympathy with the industrial materials as the building looked industrial. He was content with the shape;
- ii) As the local Councillor he was not supportive of residents when they had complained regarding noise from the boatyards. On balance he felt the design of the building would mitigate noise well;
- iii) He had previously thought the building was too high but he had now mellowed on that view for the sake of achieving affordable housing as if a floor was removed it would eliminate 18 affordable housing units. The public benefit was getting rid of a derelict building and regenerating the area. He would not vote against but had not decided as yet whether to abstain;

10. Councillor Jones' main concern was noise and he asked whether the application could be conditioned to prevent complaints from residents about noise from the local businesses. The Head of Development Management replied that this issue had been considered at a recent application near the Thekla (and reference made to a recent appeal decision regarding a development close to the Ministry of Sound in London). The Mayor of London had determined that application and the same principles should be followed in this case. The S106 Agreement could flag-up potential noise sources to potential buyers. This struck the right balance as citizens could not be curtailed from complaining but businesses had to operate responsibly and thrive;

11. Councillor Brook stated that he liked the design and appreciated that the building had been derelict for 20 years but the level of affordable housing was unacceptable as the developer was paying too much for the site. The benefits did not therefore outweigh the harm;

12. Councillor Mead found the design acceptable but was disappointed that there was such a low level of affordable housing. This benefit did not therefore outweigh the harm to heritage assets and he was minded to vote against it;



13. Councillor Clarke was disappointed that the applicant, a Housing Association, was acting more like a 'normal' developer. He agreed with Councillor Dudd that affordable housing negotiations had not been robust and he had concerns regarding noise so would vote against approval;

14. Councillor Stevens believed that the viability price needed to be raised by £0.5m. The Planning Obligations Manager replied that the instruction to the District Valuer was from housing colleagues. He accepted the point that a higher figure would achieve an extra couple of units;

14. Councillor Davies asked whether all affordable housing could be lost if the application was refused and the applicant went to appeal and the Inspector found that the land value was a reasonable one. He was informed that this was feasible. The fact was that City Centre land could trade at more than £2m. It could go either way at appeal and was a risk. If granted today, 18 units were secured, if refused or deferred that offer might remain or the applicant could immediately withdraw it. The Elizabeth Shaw Chocolate Factory application set an example of what could happen when a decision was deferred and the offer of all affordable housing was withdrawn;

15. The Head of Development Management drew the Committee's attention to guidance on noise. The Central Area Plan – BCAP 8 – maritime industries, protects uses but this site was allocated for residential development. Officers had tried to address both factors by maximising the housing on site whilst securing the best noise mitigation possible as contained in Condition 11;

16. Councillor Mead believed the application was finely balanced but proposed that the officer recommendation to grant be overturned because of its potential impact on the boat yard and the adverse impact on businesses there. In summary the public benefit of the development did not outweigh the harm. This proposal was not seconded;

16. Councillor Davies moved the officer recommendation for approval and this was seconded by Councillor Wright. Councillor Stevens proposed an amendment to impose a pre-commencement condition setting affordable housing levels at 30/35 (20%/25%) including grant funded units. This was seconded by Councillor Dudd. The Head of Development Management advised that this was not lawful as it was not possible to confirm the level of affordable housing through planning conditions and the planning process could not secure grant funded affordable housing units. It was advised that the S106 was the mechanism to deliver the higher level of 27 units. In summary the Committee could approve subject to a S106 agreement on basis of 27 affordable housing units, 9 social rented, 9 shared ownership and 9 to be determined with the developer. Councillor Stevens accepted the wording of the amendment and this was seconded by Councillor Clarke. On being put to the vote, it was carried 10 for, 1 abstention.

The amended motion was then put to the vote and it was:-

Resolved – (6 for, 4 against, 1 abstention) That planning permission be granted subject to the planning agreement as set out in the report (as altered by the amendment sheet) except for Planning Agreement A i) to be amended to read:

The provision of 27 affordable housing units on site – 9 of which are social rented, 9 of which are shared ownership and 9 to be determined.

b. Planning Application Number 17/02916/FB and 17/02917/LA - Colston Hall



An amendment sheet was provided to the Committee in advance of the meeting, detailing changes since the publication of the original report.

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

1. This application was the next phase (Phase 2) in the long-term comprehensive project to modernise and extend Bristol's largest venue hall into a modern and sustainable venue that could maximise cultural offer of the city and the income and revenue potential for the long term. It looked to address identified deficiencies including poor acoustics, uncomfortable seating, poor accessibility for the disabled users, and stage management the general poor condition of the building;
2. Committee was informed that the Grade II Listed with St Michaels Hill and Christmas Steps Conservation Area, surrounded by other numerous other Conservation Areas and Listed Buildings as set out in the report. Originally built in 1897 is had burnt down twice and as a result had been remodelled numerous times to reflect the changing periods and requirements as a music venue. The last main remodelling of the hall was in 1950's through the installation of the current Festival of Britain main auditorium;
3. The Committee was then taken through the main areas impacted by the proposals. The main auditorium (Hall 1) - existing Festival of Britain auditorium - element key to the special interest building of particular note were the attractively formed gallery fronts, with relief panels of cherubs, the wall and ceiling lighting, and the rhythmic waves of timber panels along the flank walls, culminating in the main stage area. However significant issues with the operation of a modern venue i.e. large gallery overhang hampers acoustics and the area below got very poor sound, poor accessibility for audience and performers and the stage was very cramped. The remodelling included the total loss of the Festival of Britain auditorium albeit elements such as the cherubs/lighting would be re-used. The proposed new auditorium space would meet modern expectations for a performance venue with a new interior and replacement roof, flexible accessible seating and stage area to enhance audience and performer experience and to aid hall /crew management and turnaround and a more open arrangement to enhance acoustic experience;
4. The backstage facilities- were outdated and would be enhanced; level access created to all performance areas and a complete change in access for staging away from the narrow restrictive access from Trenchard Street which has hampered the ability to accommodate some touring shows to a larger stage entrance on Colston Street;
5. The Lantern Building - Hall 2 retained a great deal of the original 1870s decorative scheme, but this had been impacted upon by later evolutions of the room. Proposals would open up infilled windows and decorative cornicing restored along with enhanced performance and audience facilities. The Lantern lobby would be opened up and made accessible to the Lantern Room and main auditorium all at one level for all users and a new staircase proposed down to the mezzanine level below replacing the existing staircase;



6. Rear Lower Cellar area was vaulted and atmospheric but completely underutilised. It was proposed for conversion to enhanced education facilities for the existing education programmes on site including studio rooms and another performance venue Hall 3. These areas would be heavily impacted by the proposed changes;

7. The front section of the lower cellar level was the former grand entrance to the Hall and was currently under-utilised and had been altered over time. Proposed works would open up the full length of the Loggia and the Colston Street façade would have a screen of glazing inserted behind the columns to discourage anti-social behaviour and increase the internal floor for the restaurant and provide an active frontage on to the street; a new entrance would be made onto the piazza;

7. The Committee was advised that viewed as a whole, there was both substantial harm and also significant public benefit in the scheme. The greatest harm being the total loss of the Festival of Britain auditorium and to a lesser extent the vaulted cellar and Lantern building and loggia. All these changes were extremely regrettable. Committee was also advised that as a result Officers had undertaken the assessment required under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF and have given special regard to the desirability of preserving the building, its setting and its features of special architectural or historic interest which it possesses and have given the identified harm caused considerable importance and weight. In accordance with the requirements of planning policy officers have then considered whether the identified substantial harm or loss was necessary to achieve substantial public benefits that outweighed that harm or loss. In balancing the substantial harm posed against demonstrable public benefits the committee was advised that the substantial public benefits identified were the delivery of performance venues for the city of national and even international standard; provision of new incomes streams to enable a sustainable future and continued use of the hall for its intended function, an expanded education role supported by new and improved facilities, delivery of performance venues in line with current requirements in terms of the experience of those using the venue including audience and performer experience and accessibility; underused areas of the heritage asset being brought back into active use; exemplary design quality of new elements particularly Hall 1; greatly improved environmental performance of the building; and benefits in the restoration of areas of higher significance in the 1873 entrance block and Hall 2;

9. The applicant had worked closely with consultees and officers to address concerns and where practicable and substantially revised the proposals during the determination period seeking to minimise the degree of harm posed. Whilst the harm remains of a substantial nature there were now heritage gains in the scheme which with further detailed design secured by the suite of conditions below would better reveal the most significant elements of the original design of the Hall.

10. Highway safety, amenity, noise, trees and nature conservation issues were all addressed in the report and were all considered acceptable by officers subject to conditions and financial obligations;

11. In summary, officers on balance supported the application and recommend approval as it was concluded that there were adequate and significant public benefits from the proposals that outweighed the substantial harm posed;

12. Objections were maintained by 20th Century Society, Victorian Society and concern maintained by Heritage England and therefore the Committee was asked to endorse the recommendation to approve and to refer the application to the Secretary of State for Communities and Local Government.



The following points arose from discussion:-

1. Transport Officers were happy with the location of the loading bay on Trenchard Street;
2. The new pedestrian crossings were uncontrolled and the surfaces would delineate their location so that they were sensitively incorporated into the area;
3. There were long term aspirations for the area around the Hatchet and Frogmore Street and the Colston Hall would undertake some of the works that related to that area but could not fund the whole of the area;
4. The current and proposed capacities were as follows:-
 - Main auditorium
 - current standing - 1932, proposed standing – 2176;
 - current seated – 2055, proposed seated – 1833.
 - Lantern Room
 - current standing – 350, proposed standing – 500;
 - current seated – 239, proposed seated – 296.
 - New Hall 3.
 - Standing – 250,
 - Seated – 100.
5. The Chair stated that he wished for a venue suitable for the 21st century and would therefore be voting for approval;
6. Due to recent events of terrorism, hostile vehicle mitigation measures have been worked up within the proposals the details measures will be secured by condition;
7. Enhanced refuse facilities were conditioned and loading would take place Trenchard Street;
8. Councillor Mead observed that much effort had gone into the application to reflect current needs. It was important to attract good performers to the venue and the enhanced backstage facilities were important for a large performance venue. He did not feel the harm was significant as the building was not defunct. It would struggle to be an acceptable building with asbestos. It was right to remove the asbestos and at the same time make it a suitable 21st century venue and secure its financial future. He would vote for approval;
9. Councillor Wright stated the works were long overdue. Regarding potential harms, he failed to see why the auditorium was listed as he found it unremarkable and therefore not a great loss. The square outside the foyer did not currently work so opening it up would help. The Cellar was fine but he did not care for the opened up staircase. He would vote for approval;
10. There were no conditions on operating hours. The new Hall could operate as a nightclub type venue but it was mid-building so would not cause spill out of noise. It was a City Centre location with late night venues and student accommodation nearby and it was therefore unreasonable to impose a restrictive condition;



11. Councillor Mead moved the recommendations and this was seconded by Councillor Davies.

On being put to the vote it was unanimously:-

Resolved -

1. That the application together with responses to the publicity and consultations, the Committee report and members' comments be referred to the Secretary of State for Communities and Local Government.

If the Secretary of State makes no comment within the 21 day period from receipt of notification, then planning permission be granted subject to conditions as set out in the report.

2. That the application together with responses to the publicity and consultations, the Committee report and members' comments be referred to the Secretary of State for Communities and Local Government.

If the Secretary of State makes no comment within the 21 day period from receipt of notification, then listed building consent be granted subject to conditions as set out in the report.

8. Planning Application Number 17/04986/F - 270 Church Road

The representative of the Service Director – Planning and Development made the following points by way of introduction:-

1. The application had been referred to Committee by Councillor Craig, as local ward Councillor, on the basis that higher density development was an aspiration of the Council and the application would deliver housing on a site in a poor state of repair;
2. Two errors in the report were corrected. The external elevation was 4.6m in height and not 5m as set out in the report and the width was 0.8m and not 0.5m as set out in the report;
3. The application sought to construct 2 storeys on the existing 2 storey building with a rear extension to the second storey. The third and fourth storey would provide a new 2 bedroom dwelling. The third story would match the design and materials of the existing building and the fourth storey would comprise a timber clad box like structure. The existing barber shop on the ground floor would be retained but would undergo minor alterations. The sole access to the new dwelling would be via an external staircase from the rear yard to the fourth storey;
4. Cycle and refuse storage were policy compliant;
5. There was no car parking provision which was considered acceptable to transport officers;
6. In assessing, the principal of the development in a sustainable location was supported, however officers objected to the design as it did not accord with key design policies Four storeys and timber cladding on the roof were contrary to policies DM26 and 27 and Policy BCS21 of the Bristol Core Strategy;
7. Officers did not support the materials proposed for the box like structure which was out of keeping with the area;



8. The additional two storeys were contrary to Policy DM30 which states that extensions should be visually subservient to the host building and not dominate by virtue of siting and scale. The additional two storeys would appear visually dominant with the existing building and the street scene;
9. Officers could accept a scheme of a smaller scale such as a single storey extension but did not accept the fourth storey and believed the existing staircase was unsafe and the new dwelling was not a quality living environment;
10. In summary, the principal of an additional residential dwelling in a sustainable location was supported but this was balanced against an unacceptable scheme. In the absence of a revised scheme, officers recommended refusal.

The following points arose from discussion:-

1. It was not possible to redesign the scheme to make it acceptable. The scale was not helped by the use of very different materials;
2. Councillor Wright accepted the 3rd floor extension and staircase but could not support the fourth storey which was very visible and of a strange appearance;
3. Councillor Davies accepted the proposal was not ideal but it was not within a Conservation Area. It was untidy but this was outweighed by the provision of additional housing so would, on balance, support approval;
4. Councillor Mead noted that the applicant had been given an opportunity to redesign a scheme. The proposal was contrary to Policy DM30 so he would not support approval;
5. Councillor Brook support additional housing. The proposal was not visually acceptable but he believed this was not grounds to refuse. He accepted the access arrangements were constrained by the building. On balance he would support approval;
6. The Chair stated the fourth storey was visually unacceptable and very apparent on the roof top. He would vote against approval;
7. Councillor Mead moved the recommendation to refuse and this was seconded by Councillor Wright. On being put to the vote it was:-

Resolved – (8 for, 2 against, 1 abstention) That planning permission be refused for the following reasons:-

- 1. The proposed development by virtue by its height, scale and design would fail to respect the character of the existing property and the surrounding street scene, most notably in the relationship of the corner plot with the two storey terraces on Sherbourne Street. As an extension to the existing building, it would appear visually dominant, while the proposed modern box design of the fourth storey would be an incongruous addition to a highly visible corner property. Consequently, the proposed development is contrary to Policy BCS21 (Quality Urban Design) of the Bristol Core Strategy (June 2011) and DM 26 (Local Character and Distinctiveness) DM 27 (Layout and Form) and DM 30 (Alterations to Existing Buildings) of the Site Allocations and Development Management Policies Local Plan (July 2014).**



2. The development proposes that the sole access to the new third and fourth floor storey dwelling would be a 4.6m high external staircase. This is not considered a safe and inclusive form of access for a new dwelling and it would limit potential occupants of the dwelling. The proposed development would subsequently fail to provide a high quality environment for future occupants. Consequently, the proposed development is contrary to Policy BCS18 (Housing Type) and Policy BCS21 (Quality Urban Design) of the Bristol Core Strategy (June 2011).

9. Planning Application Number 17/03021/F - Merchants Academy, Gatehouse Avenue

The representative of the Service Director – Planning and Development made the following points by way of introduction:-

1. The application was for the proposed relocation and expansion of the school to create a combined two-form entry primary school with a nursery and Autistic Condition Spectrum School;
2. The existing St Johns Ambulance building would be demolished and would become a car park and drop off facility for the Autistic Condition Spectrum School;
3. Trees - 3 A grade trees would be removed, it wouldn't be possible to retain these trees without a fundamental redesign. 33 trees would be removed and replaced with 73 on site in accordance with the Bristol Tree Replacement Standard;
4. Scale – the building would consist of one and two storey masses, the materials would be white render and timber cladding. It was considered that the design and scale would cause no harm to the character and appearance of the area given the limited visibility from the street;
5. Amenity – this was a key issue. It was accepted that the site was not ideal for a school but the applicant had looked at alternative locations but this was considered the most suitable as the existing school site had been identified under the Priority Schools Building Programme as beyond its life and requiring rebuilding and it would be difficult to achieve the desired increase in capacity at the current site. Locating all elements of the school on the same site would improve cross phase working and sharing of resources. The proposed site was largely disused as car parking and a walled garden area. To expand in any other location would impact negatively on the designated Important Open Space and would compromise the playing and sporting facilities;
6. The site would be approximately 23m from the rear elevations of properties along Gatehouse Avenue. There would be some overshadowing of some sections of rear gardens at certain times of the day and of some sections of the properties in the Winter. The end terrace property – No 8, Smithmead would be 6m away from the new school building. As a consequence of officer concerns regarding overbearing the scheme was redesigned to reduce the impact. Officers were now satisfied following a balanced assessment that the overbearing impact on No.8 Smithmead would not be harmful enough to warrant refusal in this instance.
7. In conclusion, it was considered that the public benefits of providing an



important educational establishment outweighed the harm and was therefore recommended for approval.

The following points arose from discussion:-

1. There was no case law regarding the tipping point on overshadowing. It should be considered on a case by case basis and with the scheme as a whole. It was primarily gardens and only some properties in the Winter months that would be affected by overshadowing and it was therefore, on balance, considered not harmful enough to warrant refusal;
2. Officers were satisfied that BREEAM would achieve 'very good' and 'not excellent' for the reasons set out in the report;
3. Councillor Stevens referred to policy BCS9 which states that A grade trees should be retained wherever possible. He believed that the developer should have designed around these trees and applied this policy at the outset. In response, the Committee was informed that trees were A grade but not considered worthy of TPO protection. A fundamental redesign would be required to retain these trees. The 33 trees lost would be replaced with 73 as mitigation;
4. Councillor Sergeant remarked that it was important to provide good quality school buildings but this appeared unacceptably close to neighbouring gardens albeit the impact would not be as significant at all times of the year. She believed residents would be very disappointed if the Committee approved it;
5. Councillor Dudd stated that he was initially open-minded but now agreed with the previous comment – it was unacceptably close and was a loss of privacy for neighbouring properties. He believed this would not come forward had it been in Clifton;
6. Councillor Mead noted that the loss of a view was not a material planning consideration. The overshadowing was not a big issue for him but agreed with the previous comment regarding the area for such a proposal. He did not support the scheme design and was minded to reject on those grounds. He also noted that there was an existing primary school site nearby and questioned whether this could have been redeveloped;
7. Councillor Jones agreed with previous comments stating that the development was incongruous and overbearing. He appreciated the importance of education establishments but the nature of the building and its proximity to neighbouring properties meant he would vote against it;
8. Councillor Stevens would vote against for the reasons of loss of privacy, amenity and trees;
9. Councillor Clarke would vote for the proposal as it would provide a much needed autistic facility. He felt the BREEAM condition should be changed to 'excellent';
10. Councillor Brook noted the need for good quality schools and facilities for autistic disorders. Its design was outweighed by the need for a school;
11. The Head of Development Management in responding to comments regarding where the proposed development was, robustly defended officers protecting amenity in every area of Bristol. This decision could have been taken under delegated authority but was brought to Committee due to level of objections received. The decision was clearly a balanced one for the need for a school and amenity due to the proximity to nearby properties. He highlighted to the Committee paragraph 72 of National Planning Policy Framework which states that great weight should be given to the need for schools. He referred to



the shadow diagrams and stated that Committee needed to be satisfied of the impacts and balance these against the great weight to the need for schools;

12. Councillor Dudd moved that the application be rejected for the reasons of overshadowing, overlooking and the loss of A grade trees. This was seconded by Councillor Stevens. On being put to the vote, it was:-

Resolved – (6 for, 4 against, 1 abstention) That planning permission be refused for the following reasons:-

- i. Overlooking, overbearing and overshadowing of neighbouring dwellings;
- ii. The loss of 3 A Grade trees.

10 Planning Application Number 17/05307/F - 6 All Saints Lane

The representative of the Service Director – Planning and Development made the following points by way of introduction:-

1. Councillor Paul Smith had referred this application to Committee for the reasons that it eroded employment uses in the City Centre and over intensive use of a listed building;
2. The application was for a change of use from A2 to C 3 student accommodation. Minor alterations were proposed within the building envelope;
3. In respect to consultation, there were no comments from nearby neighbours. Those comments received included over intensity of student accommodation in the City Centre, loss of employment space, over intensive use of the site;
4. Highway officers commented on the lack of out-door space which meant there was only space for 2 cycle storage stands but on balance they accepted the proposal;
5. The site had been marketed for office use but there had been no interest shown hence the owners application for change of use;
6. Residential amenity - The standard of accommodation was good and well exceeded space standard requirements. There was good communal living space and communal study room. All bedrooms had natural light;
7. Design – there was no changes to the external heritage assets. The inside had been designed in accordance with conservation officer advice;
8. Sustainability – there was no on-site renewable energy provision however other measures are proposed to improve performance;
10. In summary, the application for planning permission and listed building consent was recommended for approval subject to conditions.

The following points arose from discussion:-



1. Cycle storage was one for one provision which was well in excess of standards. There would be 8 cycles in the basement and 4 outside;
2. The applicant had classified the application as C3 but it was confirmed that larger scale HMO's were normally sui generis. It was not possible to change the description of the development unilaterally but officers had assessed the application as sui generis student accommodation;
3. Councillor Dudd referred to BCS18 regarding housing balance. He believed there was now a tipping point and there were no longer mixed communities and asked whether there were enforcement powers. He was informed that currently all policies were not aligned. BCAP4 - specialist student accommodation was acceptable unless there was a harmful concentration in any given area. Until a different policy was in place, applications were assessed on the current policy;
4. This was low density in student accommodation numbers and not a multi-flatted tower block;
5. Councillor Stevens asked whether the proposal was specialist student accommodation or an HMO so it could be judged against the correct policies and was informed that it was both HMO and specialist accommodation for students. It was confirmed that there was no difference between specialist student accommodation and an HMO;
6. Councillor Sergeant asked for the definition of student accommodation and whether there were any mitigation costs and was informed that in planning terms there was no real difference. The site could be marketed for students or a mix. It was not liable for affordable housing contributions but was for other planning provision mitigations;
7. Councillor Clarke was familiar with the site and noted that it was within the night time economy area and there were few nearby residents and he would therefore vote for approval;
8. Councillor Wright remarked that the preservation of a listed building by becoming an HMO was unacceptable and the site should be maintained as a commercial site. He would vote against approval;
9. Councillor Sergeant expressed concern regarding more HMOs in the city. Waste was poorly managed in HMOs. It was vital that owners of HMOs took responsibility for the management of their tenants. Councillor Davies observed that this could be dealt with through the Local Plan review and the planning officer added that grant was subject to adhering to a Management Plan which included waste arrangements which would be for the life time of the development;
10. Councillor Dudd noted that there were some residents further down the lane. He did not wish to lose employment space and shared concern on the future of the heritage of the building. He would vote against approval;
11. Councillor Davies moved the recommendation (to approve) which was seconded by Councillor Mead. On being put to the vote, it was lost (4 for, 7 against);
12. Councillor Wright therefore moved that the application be refused for the loss of employment space, the harm to the listed building by its use as an HMO and the over intensive use of the building. This was seconded by Councillor Dudd. On being put to the vote it was:-

Resolved – (8 for, 3 against) That planning permission be refused for the following reasons:-

- i. The loss of employment space;**
- ii. The harm to the listed building by its use as an HMO;**
- iii. The over intensive use of the building.**



11 Date of Next Meeting

10 January 2018 @ 6pm.

End: 6.40pm

Chair



DEVELOPMENT CONTROL COMMITTEE A

10th January 2018

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF CURRENT APPEALS

Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Clifton	North Villa 48 Canynge Road Bristol BS8 3LQ Erection of extension to side. Appeal against refusal Delegated decision	08/11/2017
2	Avonmouth & Lawrence Weston	448 Portway Bristol BS11 9UA Application for retention of 1.65m high, featherboard fencing around the front boundary wall of the property (approximately 22m in length) with an additional 3.5m of fencing to run up to meet the existing fencing for the side garden. Appeal against refusal Delegated decision	22/11/2017
3	Stoke Bishop	9 Bowerleaze Bristol BS9 2HJ Proposed first floor side extension. Appeal against refusal Delegated decision	04/12/2017
4	Westbury-on-Trym & Henleaze	23 Eastover Close Bristol BS9 3JQ Re-ordering and excavation of front garden to create a single parking space. Appeal against refusal Delegated decision	04/12/2017
5	Bishopston & Ashley Down	10 Brent Road Bristol BS7 9QZ Notification of prior approval for the erection of a single storey, rear extension that would extend beyond the rear wall of the original house by 5.5 metres, have a maximum height of 3.97 metres and have eaves that are 2.79 metres high Appeal against refusal Delegated decision	12/12/2017

6	Brislington West	72 Callington Road Bristol BS4 5BP To remove wall to front garden. To create new tarmac area for parking. To drop kerb to allow access. Appeal against refusal Delegated decision	12/12/2017
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Public inquiry

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

Written representation

Item	Ward	Address, description and appeal type	Date lodged
8	Hartcliffe & Withywood	85 Fair Furlong Bristol BS13 9HY Proposed new dwelling on the land at the rear of 85 Fair Furlong Appeal against refusal Delegated decision	29/09/2017
9	Avonmouth & Lawrence Weston	16 Portview Road Bristol BS11 9GQ Proposed erection of a two storey two bedroom semi detached dwelling, sited on the land adjoining the property. Appeal against refusal Delegated decision	12/10/2017
10	Bishopston & Ashley Down	29 Church Road Horfield Bristol BS7 8SA Erection of a single storey, rear extension and a rear roof extension. Appeal against refusal Delegated decision	26/10/2017

11	Hillfields	70 Thicket Avenue Bristol BS16 4EH Two storey extension to accommodate single dwelling. Appeal against refusal Delegated decision	03/11/2017
12	Filwood	24 Kildare Road Bristol BS4 1PS Erection of attached two storey dwelling. Appeal against refusal Delegated decision	03/11/2017
13	St George West	9 Ebenezer Street Bristol BS5 8EF Application to approve details in relation to conditions 2 (Windows details), 3 (Construction Management Plan), 4 (Solar Panels), 5(Further details) and 6 (Premises Management Plan) of permission 16/06074/F Conversion of existing film studio to provide 3 No cluster flats and 1 No single flat. Appeal against refusal Delegated decision	03/11/2017
14	St George West	9 Ebenezer Street Bristol BS5 8EF Variation of conditions 6 (premises management) and 12 (on-site supervision) attached to planning permission 16/06074/F (for the conversion of existing film studio to provide 3 No cluster flats and 1 No single flat). Appeal against refusal Delegated decision	03/11/2017
15	Ashley	10 Williamson Road Bristol BS7 9BH Enforcement notice appeal for excavation and engineering works at the front of the property to form an off street parking area. Appeal against an enforcement notice	28/11/2017
16	Avonmouth & Lawrence Weston	448 Portway Bristol BS11 9UA Enforcement notice appeal for the erection of fencing in excess of 1 metre high around the boundary of the property facing the highways of Hung Road and the Portway. Appeal against an enforcement notice	28/11/2017
17	Westbury-on-Trym & Henleaze	Red Maids School Westbury Road Bristol BS9 3AW Erection of modular classroom building to provide music and art space, shared between Senior and Junior School, together with external works to provide footpath links. Appeal against refusal Delegated decision	30/11/2017

18	Clifton Down	Avon Court Beaufort Road Clifton Bristol BS8 2JT Proposed replacement of external windows and doors with UPVc replacement windows with wood effect and UPVc doors to residential apartments and aluminium door to communal areas. Appeal against refusal Delegated decision	30/11/2017
19	Bishopsworth	Site To Rear Of United Reformed Church Church Road Bishopsworth Bristol Proposed construction of 6 no, 3 bedroom town houses each with an integral garage and parking place with associated external works and bin stores with removal of existing modern red brick wall building and vehicular access via fernstead road. Appeal against refusal Delegated decision	01/12/2017
20	Frome Vale	1 Eaton Close Fishponds Bristol BS16 3XL Enforcement notice appeal for the change of use of the property and its occupation as an 8 bedroom House in Multiple Occupation. Appeal against an enforcement notice	04/12/2017
21	Brislington East	2 Newbridge Road Bristol BS4 4DH Replacement of a 48-sheet advertising display with an illuminated 48-sheet digital advertising display. Appeal against refusal Delegated decision	06/12/2017
22	Bishopston & Ashley Down	332 Gloucester Road Horfield Bristol BS7 8TJ 1 x fascia sign. Appeal against refusal Delegated decision	06/12/2017
23	Brislington East	Land At St Anne's Road St Annes Road St Annes Bristol Replacement of existing 1no illuminated 48 sheet advertising display with 1no illuminated 48 sheet digital LED advertisement. Appeal against refusal Delegated decision	06/12/2017
24	Central	White Harte 54-58 Park Row Bristol BS1 5LH Installation of replacement signs to include 2no. written house name logos and 2no. pictorial projecting signs attached to existing hanging frame (externally illuminated). Appeal against refusal Delegated decision	13/12/2017

25	Lawrence Hill	Land Adjacent To 90 West Street St Philips Bristol Removal of two illuminated 96-sheet advertisements and installation of a single 96-sheet digital display. Appeal against refusal Delegated decision	13/12/2017
26	Redland	13 Purton Road Bristol BS7 8DB Excavation and construction of structure to create a Car Port accessed from Elton Lane. Appeal against refusal Delegated decision	14/12/2017
27	Southmead	Southmead Convenience Store 327 Southmead Road Bristol BS10 5LW Retention of an ATM installed through the shop front, two user protection bollards and alteration to existing security shutter to allow access to the ATM. Appeal against refusal Delegated decision	14/12/2017
28	Southmead	Southmead Convenience Store 327 Southmead Road Bristol BS10 5LW Illuminated polycarbonate black and green surround signage with illuminated white lettering "cash withdrawals and free balance enquiries" and "cash zone" Halo illumination to polycarbonate surround. Illuminated signage to ATM fascia. Green acrylic sign with white lettering "cashzone" and accepted card logos. Appeal against refusal Delegated decision	14/12/2017
29	Central	Outside 5-7 Bridewell Street Bristol Application for prior notification of proposed development by telecommunications code system operators - Telephone Kiosk - replacement of existing kiosk with new design. Appeal against refusal Delegated decision	14/12/2017
30	Hillfields	1A Fitzroy Road Bristol BS16 3LZ Single storey extension to rear of ground floor flat. Appeal against refusal Delegated decision	14/12/2017
31	Lawrence Hill	90 West Street St Philips Bristol BS2 0BW Application to retain non-illuminated display of 48-sheet advertisement hoarding to side of the building gable. Appeal against refusal Delegated decision	14/12/2017

32	Avonmouth & Lawrence Weston	163 Long Cross Bristol BS11 0LZ Demolition of existing outbuildings (garage and store) and erection of 1 no. dwelling. Appeal against refusal Delegated decision	19/12/2017
33	Eastville	60 Thingwall Park Bristol BS16 2AE Demolition of existing garage, conservatory and flat roof extension to side elevation. Conversion of existing dwelling into 5 x 1-bedroom flats. Erection of dormer window to side elevation and insertion of roof light to front elevation. Appeal against refusal Delegated decision	19/12/2017
34	Clifton Down	First Floor Flat 35 Upper Belgrave Road Bristol BS8 2XN Proposed balcony fitted to the rear of the property. Appeal against refusal Delegated decision	21/12/2017
35	Hengrove & Whitchurch Park	53 Loxton Square Bristol BS14 9SE Proposed two storey side extension and conversion into new 2no. bed dwelling house. Appeal against refusal Delegated decision	21/12/2017

List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
36	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	Appeal dismissed 30/11/2017
37	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	Appeal dismissed 07/12/2017
38	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	Appeal dismissed 28/12/2017

39	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	Appeal dismissed 08/11/2017
40	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	Appeal dismissed 23/11/2017
41	Brislington West	116 Repton Road Bristol BS4 3LZ Two bedroom two storey dwelling. Appeal against refusal Delegated decision	Appeal dismissed 15/12/2017 Costs not awarded
42	Hengrove & Whitchurch Park	24 Chiltern Close Bristol BS14 9RH Proposed two storey dwelling. Appeal against refusal Delegated decision	Appeal dismissed 24/11/2017
43	St George Central	Land To Rear Of 67 Burchells Green Road Bristol BS15 1DT Outline application for 1 bedroom bungalow (access, layout and scale to be considered). Appeal against refusal Delegated decision	Appeal dismissed 24/11/2017
44	Southville	24 Islington Road Bristol BS3 1QB New dwelling adjacent to No.24. Appeal against refusal Delegated decision	Appeal dismissed 28/11/2017
45	Clifton Down	Allison Court Apsley Road Clifton Bristol BS8 2SL Construction of a 2 bed dwellinghouse (Class C3) with associated works. Appeal against refusal Delegated decision	Appeal dismissed 28/11/2017
46	Westbury-on-Trym & Henleaze	13 Waterford Road Bristol BS9 4BT Two storey rear extension. Appeal against refusal Delegated decision	Appeal dismissed 24/11/2017

47	St George Central	269 - 271 Two Mile Hill Road Bristol BS15 1AX Proposed conversion of building and workshop to 4 x 1 Bed flats. Appeal against refusal Delegated decision	Appeal dismissed 22/12/2017
48	Redland	2 Redland Green Road Bristol BS6 7HE Partial demolition of existing front boundary wall and creation of an off-street car parking space in front garden (resubmission of planning application 16/06819/H). Appeal against refusal Delegated decision	Appeal dismissed 21/12/2017
49	Hengrove & Whitchurch Park	99 Court Farm Road Bristol BS14 0EE Proposed two storey extension to side and porch to front. Appeal against refusal Delegated decision	Appeal dismissed 22/12/2017
50	Knowle	128 Broad Walk Bristol BS4 2RZ Two storey side extension and loft conversion. Appeal against refusal Delegated decision	Appeal dismissed 22/12/2017
51	Southmead	62 Lakewood Road Bristol BS10 5HH Double storey side and rear extension. Appeal against refusal Delegated decision	Appeal allowed 20/12/2017

DEVELOPMENT CONTROL COMMITTEE A

10th January 2018

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF ENFORCEMENT NOTICES SERVED

Item	Ward	Address, description and enforcement type	Date issued
1	Lawrence Hill	20 West Street St Philips Bristol BS2 0DF Installation of grills and untidy front of building. Use of unit for residential purposes.	14/12/2017
2	Lawrence Hill	199 Avonvale Road Bristol BS5 9SR Works to roof including front dormer without planning permission. Enforcement notice	14/12/2017
3	Windmill Hill	3 Haverstock Road Bristol BS4 2DA Installation of rear dormer without planning permission. Enforcement notice	14/12/2017

Development Control Committee A 10 January 2018

Report of the Service Director - Planning

Index

Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Redland	Refuse	17/04263/F & 17/04264/LA - Redland High School Redland Court Road Bristol BS6 7EF Residential conversion, including limited demolition and new build development, to form 43 new dwellings associated car and cycle parking and refuse storage. Internal and external refurbishment to all retained buildings.
2	Central	Grant subject to Legal Agreement	16/06594/P - (Land At The Adjoining Callowhill Court, Broadmead & The Horsefair) Bristol BS1 3HE 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.
3	St George West	Grant subject to Legal Agreement	17/04132/F - Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER Conversion and partial demolition of existing building to provide 26 no. units of residential accommodation and associated works.

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v5.0514

Development Control Committee A – 10 January 2018

ITEM NO. 1

WARD: Redland **CONTACT OFFICER:** Angelo Calabrese

SITE ADDRESS: Redland High School Redland Court Road Bristol BS6 7EF

APPLICATION NO: 17/04263/F Full Planning
17/04264/LA Listed Building Consent (Alter/Extend)

DETERMINATION DEADLINE: 12 January 2018

Residential conversion, including limited demolition and new build development, to form 43 new dwellings associated car and cycle parking and refuse storage. Internal and external refurbishment to all retained buildings.

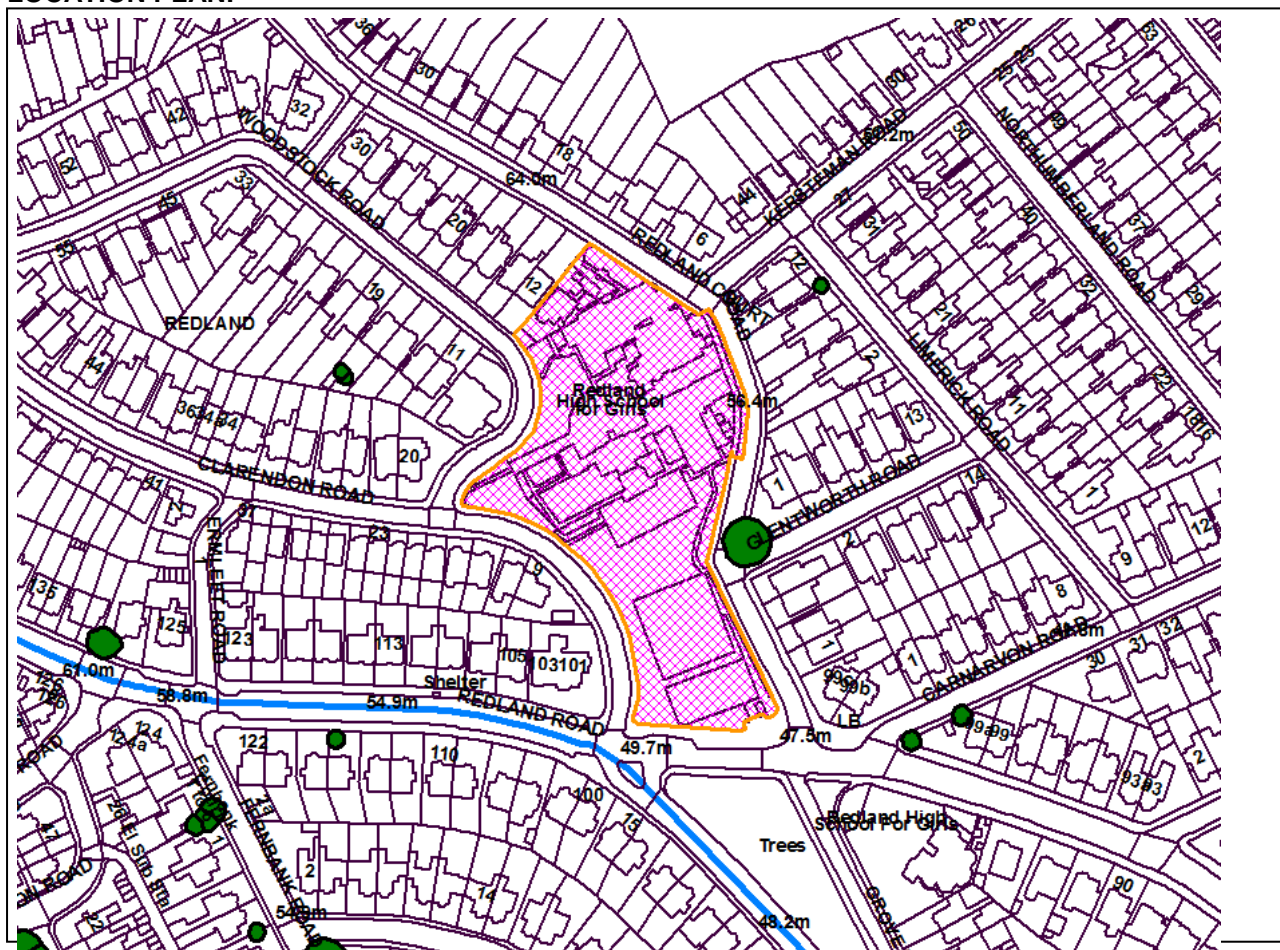
RECOMMENDATION: Refuse

AGENT: GVA
St Catherine's Court
Berkeley Place
Bristol
BS8 1BQ

APPLICANT: Kersfiled Developments Ltd
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 – 10 January 2018

Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF

SUMMARY

The application relates to the redevelopment of the former Redland High School into residential use. The main buildings are unallocated in the Local Plan but the grounds to the south of the main building are allocated as Open Space.

It is proposed to redevelop the site to accommodate 43 dwellings (mix of 1, 2 and 3 bedrooms).

There are strong objections from Historic England, City Design, the Georgian Group, and other amenity groups;

Members will see from the report that officers have considered all the issues and have come to a recommendation of refusal, recognising that significant weight must be placed on preserving the heritage asset and the lack of public benefits which will outweigh the level of harm created by the development. The expert viability advice also concludes that the applicants have overpaid for the site and the proposal should include a suitable contribution towards/provision of affordable housing.

SITE DESCRIPTION

The proposal is the former Redland High School which accommodates a Grade II* Listed building and grounds. This site was vacated by the school in September 2017 following the merger of Redland High with Red Maids.

The application site is located in the Redland and Cotham Conservation Area and the open space to the front of the main building is designated as open space.

APPLICATION

Planning Permission and Listed Building Consent is sought for the conversion of the site to residential use and the creation of 43 dwellings which includes the reuse of existing buildings and new buildings. The proposal also includes a variety of landscape works.

- Conversion of Main Building into residential units (4 dwellings), with reinstatement of Belvedere Terrace to front of building and erection of cupola.
- Removal of east wing and sports hall to allow the erection of a new terrace with basement parking.
- Erection dwelling to the west of the main building – West Villa
- Erection of a dwelling to the north- West Lodge.
- Conversion of 10 Woodstock Road to residential use (4 dwellings)
- Demolition of former ICT building and the erection of 3 townhouses with parking.
- Extension of Science building and conversion to residential units. (17 units)
- Subdivision of Hall and Library to provide (7 units)
- The inclusion of basement parking in the east range will require the installation of traffic calming along Redland Court Road for highway safety. (total of 44 parking spaces across the site)
- Improvements to landscaping.

The submission includes the following documents-

- Archaeological desk based assessment.
- Townscape Visual Assessment
- Built Heritage Statement
- Heritage Landscape Assessment

Development Control Committee A – 10 January 2018

Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF

- Heritage Statement and Impact Assessment
- Statement of Community Involvement
- Flood Risk Assessment and Drainage Strategy
- Biodiversity Survey and Report
- Utilities Assessment
- Lighting Assessment
- Sustainability Statement and Energy Strategy
- Geoenvironmental and Geotechnical Desktop Study
- Transport Statement
- Tree Survey/Arboricultural Impact Assessment
- Viability Assessment,

Following objections from officers the applicant revised the plans which included the following amendments-

Change of material to West Villa and additional fenestration.

Changes to elevation of East Range.

Minor change to internal layout to main building.

Reduced height of Science block by 800mm

RELEVANT HISTORY

Planning applications – There are no previous applications which are considered particularly relevant to the current proposals for the former Redland High.

Screening Opinion- 17/02688/SCR of which advised that the development proposals did not warrant an Environmental Impact Assessment.

Pre-application enquiries-

16/04902/PREAPP- Change of Use of existing school. This pre-application was submitted by the previous landowners to establish if conversion to other uses would be supported by officers.

17/01535/PREAPP - This is linked to this application. Given the scale and complexity of the scheme an extensive pre application enquiry process and Planning Performance Agreement was undertaken with the Local Planning Authority. This has been an iterative process over the period up to the submission of the current scheme. As part of the pre application process the proposals were presented to the **Bristol Urban Design Forum** who reviewed the proposal on the 30th May 2017. The Panel raised the following concerns:-

1. Justification for the demolition of buildings, proposal did not seem to have explored the possibility of incorporating these assets or trying to effect more “creative demolition” that would celebrate and record in physical form the important part that the recent manifestation of the buildings.
2. Concerns with landscape plan proposals.
3. New units along Redland Court Road very dominant to the street and ignore the style of surrounding architecture.
4. The adoption of 100% car parking is potentially questionable for the future of Bristol as an exemplary “green” city. The Panel would therefore support moving the access to this underground car park off Redland Court Road further north, where direct access into this car park appears possible to leave the frontage landscape free of vehicles.

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF**

5. The Panel is also very concerned that one of the historic vistas that lines through with Woodland Road, where there is evidence of trees that could have been an element of the historic landscape, is broken by the building proposed to be on top of the underground car park.

PRE APPLICATION COMMUNITY INVOLVEMENT

The application includes a Community Involvement Statement which states that the applicant carried out a number of meetings with local amenity groups (Urban Design Forum, Civic Society, RCAS) and meet with local Ward Members. One Community was held in the summer where attendees could submit feedback on the proposal.

In terms of the outcomes of community involvement, the applicants have made changes to the appearance of the townhouses, Woodstock Lodge, landscaping and re-positioned the car parking.

RESPONSE TO PUBLICITY AND CONSULTATION

Site notice and press advert issued. Neighbouring properties consulted by letter on two occasions due to the submission of revised plans. A total of 26 objections received over the two consultation periods. The following points were raised-

Issues in Support -

Welcome restoration to some of its former glory.

Issues of concern-Principle(Key issue A)

Concerns with overall density of development.

Mix of housing

Loss of tennis courts.

Impact on character of area and Listed Building (Key issue B)-

Impact on open aspect along Redland Court Road

Increase in scale to the Science block building increases the impact on the CA

The existing timber sashes and glazing will presumably have to be replaced to achieve acceptable performance for the change of use to apartments. The opportunity should be taken to restore the original appearance of this important Listed building.

Townhouses out of character

Impact on residential amenity (Key issue D)-

Increase noise pollution.

Townhouses would be overbearing and block light to surrounding properties.

Overlooking from townhouses.

East block could introduce overlooking to houses to the east.

Science block overbearing impact on neighbouring houses to the east.

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF**Highway safety (Key issue G)

Lack of car parking.

Increase in traffic

Vehicular access from townhouses and underground car park raises highway safety issues

Living environment for Future occupiers (Key issue E)-

Cramped development –poor quality living environment for some flats.

Not a material consideration-

Issues regarding sutural works and neighbouring land

Covenant should restrict short term letting.

Redland Community Tennis club supports this application and the group will have continued access to the courts until they are removed.

Redland and Cotham Amenities Society and the **Bristol Civic Society** welcome the proposal to restore the main building and landscaping. They object to the townhouses and the impact on the area. They also raise issues with the proposed replacement of windows in the Main building with multi-paned sashes. Concerns are also expressed by the West Villa and the impact of the setting of the existing buildings and they suggest that the vocabulary of the new East range buildings would be more appropriate, with brick as a major material. They also request consideration is given to how the speed of traffic coming down Redland Court Road from the Kersteman Road junction can be calmed. They ask for consideration to the felling of a trees which blocks views of the court from Lover's Walk.

Conservation Advisory Panel- 'Regrets that it was not consulted at pre application stage. Generally it was felt that this application was a missed opportunity to bring a cohesive design approach to the overall scheme. The Panel felt that the town houses on Redland Court Road were too tall and overbearing in relation to the existing 1930s houses opposite. The West Villa was too prominent in terms of its tonality within the context of its relationship with the main frontage. Woodstock Lodge was considered to harm the original axial landscaped walkway feature and trees, which formed a significant part of the original Estate's formal landscape. The extra storeys on the Science Block were highly visible above the original Baroque frontage and would detract from their appearance.'

The Georgian Group raised the following issues-

- Development to the north of the house: The Georgian Group has grave concerns that the overdevelopment to the north of the site will cause significant harm to the heritage asset. The erection of two storeys above the existing Science block will be very visible from below and will obscure the ornamental silhouette of the house's balustrade. The extra storeys will also affect the setting of the cupola on the pavilions. The Palladian symmetry of the house is key to its historic architectural importance and while we commend the removal of the second storey Victorian addition to the east pavilion, we feel that the Grade II* house will be severely and detrimentally impacted by the intrusive intended backdrop. Redland Court House is the principal asset on the site and the additional storeys to the buildings north of the house will destroy the prominence of its position.
- Demolition of Eastern wing and reconstruction: The demolition of the sports hall and the 1930s wing are deemed to be positive proposals. However, given the symmetry of the Palladian front, The Georgian Group believes that further work should be put into the evolution of the design. Although the link to the main house will create a degree of separation, it is hoped that the new block could be separated from the main house to a greater degree to ensure that there is clear visual separation between the primary heritage asset and the secondary development. The Casework Committee believe this could be a real opportunity to ameliorate the landscape and setting of the house, but that

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do so the scale and massing of the proposed eastern wing should in no way compete with the setting of the listed building as a distinct and separate structure. The Committee also felt that the design was reminiscent of Victorian terraced housing, and was not an entirely appropriate fit to sit so closely next to a Georgian façade of this quality.

- **Internal Division of the Main House into 4 Maisonette Apartments:** Whilst it is regrettable that some historic fabric will be lost in the division of the Grade II* house, the Committee felt that the plans had been thoughtfully considered. With regard to the insertion of staircases, doors and pod bathrooms, we request that due consideration is given to the standard and quality of the work and that the local authority is provided with large scale details.
- **West Villa:** There is concern that the proximity and size of this proposed villa contributes to the overdevelopment of the site and shatter the view of the house. However, the Committee felt that the creation of the West Villa could be acceptable if it was built instead of, rather than in conjunction with, an increase to the height of the former science block building. In addition, The Georgian Group advises that the insertion of the 'picture window' into the garden wall is incongruous with the architectural language of the listed building and its immediate setting. We suggest that further design development take place to ensure that any incisions into historic fabric are kept to a minimum.

City Design Team considers the proposal results in '*Substantial Harm*' to the heritage asset. Key comments and issues raised are reported in the Key issue B.

Historic England- 'We have considerable concerns regarding the fragmentation of the site, and particularly the proposed intensity of development. This appears to be driven by land value assumed in the recent acquisition of the site, rather than a realistic expectation of the ability of the site to accommodate change.

There are some positives to the proposals, such as the removal of the east wing of school buildings, the removal of the tennis courts, the reinstatement of the belvedere, and the restoration of the symmetry of the Grade II* House.

That said, there are many negative aspects: the intensity of the development; issues around fragmentation of the asset; the subdivision of the Main House; the subdivision of the Grade II Library and Hall; the proposed replacement of the east wing; the new West Villa and Woodstock Lodge; and the scale of the extension to the Science Block.

It is accepted that the building(s) requires a new use now that the school has vacated the site, but this needs to be one which is compatible with this important and prominent historic site. By virtue of the reasons set out above, and in particular the scale and intensity of the residential conversion and new-build, we consider that this application would cause significant harm to the Grade II* and Grade II buildings, their settings, and the surrounding Conservation Area. We strongly recommend that these applications are withdrawn, and a more considered scheme brought forward.

We consider that the applications do not meet the requirements of the NPPF, in particular paragraph numbers 131, 132, 134 and 137.'

If your authority is minded to grant consent for the LBC application in its current form, in light of our objection you should treat this letter as a request to notify the Secretary of State of the LBC application, in accordance with the above Direction.

Historic England provided additional comments following amendments to the scheme and the summary of their comments is below-

'In short the amendments are minor in nature and are insufficient to address our previous comments.'

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Highways Development management Control Raise no objections in principle

Flood Risk Manager- No objections subject to conditions.

Sustainable Cities Team- No Objections subject to conditions.

Contamination officer- No Objections subject to conditions.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

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

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

EQUALITIES IMPACT ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Overall, it is considered that the approval of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010. In this case the design and access to the development have been assessed with particular regard to disability, age and pregnancy and maternity issues

KEY ISSUES**A) IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE?**

Loss of school-

Policy BCS12 of the Core Strategy states that existing community facilities should be retained, unless it can be demonstrated that there is no longer a need to retain the use or where alternative provision is made.

DM5 expands on this and requires proposals involving the loss of community facilities land or buildings will not be permitted unless it is demonstrated that:

- i. The loss of the existing community use would not create, or add to, a shortfall in the provision or quality of such uses within the locality or, where the use has ceased, that there is no need or demand for any other suitable community facility that is willing or able to make use of the building(s) or land; or
- ii. The building or land is no longer suitable to accommodate the current community use and cannot be retained or sensitively adapted to accommodate other community facilities; or

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- iii. The community facility can be fully retained, enhanced or reinstated as part of any redevelopment of the building or land; or
- iv. Appropriate replacement community facilities are provided in a suitable alternative location.

The merging of the Redland High and Redmaids' educational institutions will result in no significant loss of academic school places. This decision was made at the beginning of 2016 and irrespective of the proposed re-development of the site, the commitment to merge and operate from Redmaids' High School has taken place from September 2017

In addition to the educational use of the site, a limited number of local clubs and society's use the school site for meetings and/or classes on an informal basis. These include the Redland Tennis Community Club, zumba and pilates classes, anti-natal classes, Helena Grady Drama Academy, Bristol Metropolitan Orchestra and Michelle Webber Ballroom Dance classes.

As part of their planning statement the applicant has provided a justification for the loss of the facility which includes a list of community facilities within 10km of the application site. This list identifies 21 facilities in the area which are a mix of sports halls, schools and other community facilities.

Sports England, while not a statutory consultee for this type of application, was consulted and raised objections to the loss of the sports hall.

At the pre-application stage, officers concluded that, based on this submitted justification and list of community facilities in the area, the loss of this facility would not result in a shortfall of provision, therefore the policy test is satisfied and no objections are raised to the loss of the community facilities.

Residential development-

Policy BCS5 of the Core Strategy concerns housing provision and states: 'The Core Strategy aims to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city. Provision of new homes will be in accordance with the spatial strategy for Bristol set out in this Core Strategy and it is envisaged that 30,600 new homes will be provided in Bristol between 2006 and 2026. Development of new homes will primarily be on previously developed sites across the city.'

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

The latest census statistics for the lower super output area has the area dominated by flats 62.7% with 37.3% as houses. In terms of the size of units in the locality, the mix of 1 and 2 beds is a total of 49% and 3, 4 and 5 beds units make up 48% of the total housing stock.

The proposal would provide a mix of 1, 2 and 3 bed units with 16% 1bed units, 60 % 2bed units and 10% of the units being 3 bedrooms. This is considered to be an appropriate mix for the area which would not undermine the overall mix and balance of the community.

B) IMPACT ON HERITAGE ASSETS

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation

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Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of *R (Forge Field Society) v Sevenoaks DC* [2014] EWHC 1895 (Admin) (“Forge Field”) has made it clear where there is harm to a listed building or a conservation area the decision maker “must give that harm considerable importance and weight.” [48] .This is applicable here because there is harm to the listed building and Conservation Area caused by the proposals as set out below.

Section 12 of the national guidance within the National Planning Policy Framework (NPPF) 2012 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Further, Para.134 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

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.

The Conservation area also has a Character Appraisal (2011). This document identifies the site as a landmark building.

Significance of the Building

Redland Court is a significant Grade II* Listed mansion house in the late baroque or early Palladian style. Designed by John Strachan for John Coussins, the mansion replaced an earlier, apparently late-Tudor house immediately to the east of the current building. Around it parkland was laid out which extended southwards as far Cotham Brow, and stretched to meet Redland Chapel, built slightly later by the same partnership of landowner and architect.

The parkland was gradually fragmented and developed for residential use through the C19th, but important vestiges constitute today's setting. These including the south avenue parallel to Redland Grove, the reduced parkland around the house, and Woodstock Road, the alignment and historically significant trees of which preserve one alley of a Patte d'Oie radiating out into the landscape from the centre point of the north front of the Court.

Additional to the main house and its attached wings Grade II* status is enjoyed by the existing gate piers and gates at the southern perimeter of the current site, in line with the principle avenue. A gate to the west of the site, its attached walls, and the raised viewing terrace, balustrade and steps are jointly listed as Grade II*. The former Library building on the north side of the house is an attractive and responsive addition from the early C20th which, whilst encroaching into the original garden setting contributes to the architectural ensemble.

The site sits within the Cotham and Redland Conservation Area; characterised in this district by late C19th detached and semi-detached villas and set within verdant green garden settings. Mature trees, originally part of the planting of the Court's parkland, provide the green framework of avenues into which the Victorian development was threaded.

Impact of the Proposed Development-

The proposals involve both the conversion of all the pre-war buildings and the demolition of post war buildings, namely the ICT block and the 1960s sport hall. The proposals also include the erection of a

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number of new buildings. The application includes a heritage impact assessment which outlines the significance of the building and reviews the individual elements of the scheme and considers the impact.

The proposal includes the following elements–

- Demolition of east range of school buildings and construction of a new Terrace of houses. Re-instatement of the Belvedere Terrace with car-parking below
- Subdivision of the Main House, including demolition of the upper floor of the East Pavilion
- Subdivision of the Library and Hall
- Extension and subdivision of the Science Building
- Alterations to 10 Woodstock Road
- Erection of “Woodstock Lodge”
- Erection of a “West Villa”
- Erection of New Townhouses to the north corner of the site.
- Landscaping Proposals

The impacts of each element of the proposal are considered below with comments from the City Design Team and Historic England:-

The overall change of Use of the site to multiple residential units

Historic England (HE) have advised that the site is historically and currently a single entity- it was designed as a single family home (with ancillary accommodation) and, although the size of the land associated with the House has decreased over the years, it continued in single ownership as a school until this year. Historic England raises concerns by the principle of subdivision and fragmentation of the historic asset, especially into so many separate units. But, HE does note that it is highly unlikely that the asset would ever be returned into single ownership in the future.

Subdivision of the Main House

The Heritage impact assessment set out a list of adverse impacts alongside beneficial impacts of the conversion of the main house and concludes that this element of the proposal would result in a ‘medium to high beneficial impact’.

The City Design team have advised that the proposals will require loss of original fabric, and will pose harm through infilling existing spaces and openings and formation of ‘pod’ bathrooms in significant spaces. The current proposals have sought to minimise the negative impacts of the conversion for residential use though the principle of subdividing a single historic house into separate ownerships is of concern.

Historic England also raise concerns with the loss of the almost continuous east-west corridor through the House on the ground floor, which is harmful development and the harm is further compounded by the insertion of a new staircase into the eastern linking arm.

Demolition of east range construction of a new Terrace of houses. Re-instatement of the Belvedere Terrace

The proposal will result in the demolition of the east range and the reinstatement of the Belvedere Terrace. The heritage impact assessment considers this element of the proposal as ‘highly beneficial.’ Officers agree that this element of the scheme is of benefit but there will be some adverse impacts (interventions into the boundary wall of Redland Court road, erection of a roofline higher than the existing sports hall and new openings onto the terrace).

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While the loss of the east range is raised as an element of the scheme which impacts on the communal significance of the school, Historic England note that the east range of school buildings is not the most significant and the sports hall, which projects forward of the building line of the Main House, does detract from the House's setting.

Therefore no objections are raised to the demolition of the east range, the removal of the Sports Hall and the reinstatement of the Belvedere Terrace. Both City Design and Historic England agree that these elements of the proposal are positive.

Subdivision of the Library and Hall

The Heritage Impact assessment considers that this element of the proposal will have a 'low adverse' impact.

Concerns are expressed by Historic England and City Design regarding the subdivision of the main hall and they consider that this element of the proposal results in considerable harm to the special interests of the Listed Building and the original layout of this space.

Conversion and extension of the Science Building

The submitted assessment considers that this will have a 'low adverse' impact. The assessment acknowledges that the alterations would impact on the historic buildings and views from Redland Court Road.

City Design and Historic England both raise concerns that this element of the proposal will have a significant impact on the special interests of the Listed Building

City Design considers that the new development of two storeys above the existing Science Block will intrude into key views from the south. The ornamental silhouette of the house's balustrade, and cupola on the side wings, is a clear and intentional design feature and an essential element of the asset's special interest. Whilst the removal of the late C19th rooftop extension from the eastern wing, and the removal of the tennis court platforms, are positive aspects, City Design consider that the effect of those benefits are substantially damaged by the new, intrusive, backdrop massing, crowning the escarpment, and would result in a loss of prominence of the principle asset.

The additional 2-storey structure will intrude into views looking down Lovers Walk from a greater distance. As indicated in viewpoint 4 of the Townscape Visual Assessment the extension will be seen on-axis from Lovers Walk. The Conservation Officer considers that the sensitivity of this view to change is high. City Design also raise concerns with the proposed tree planting obscuring the main building, but they acknowledge the improvement of removing the tennis court and associated paraphernalia. They conclude that this element of the scheme will result in substantial harm. Historic England has also raised considerable concern.

Alterations to 10 Woodstock Road

No objections are raised to the alterations to the existing building to the north of the site.

Erection of Woodstock Lodge

The heritage assessment concludes that this element of the scheme has a 'low adverse' impact.

Both Historic England and City Design have raised significant objections to the erection of the dwelling to the north west of the site and consider that it will have a significant impact on the setting of the house and its relationship with the surrounding conservation area.

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City Design have stated that 'House's grounds formerly extended further than they currently do to a parkland to the north which was set out with a Patte d'Oie with alleys and avenues cut through the landscape; Woodstock Road preserves this relationship with the north elevation and retains many trees, approximately dated to the early C19th. The existing boundary picket fence forms an informal and visually permeable barrier where the public road carries away from the historic avenue route, which, itself, descends through turfed and planted informal landscape to the rear of the house'.

City Design considers that the proposal would disrupt the direct visual relationship between Woodstock Road by the construction and planting of inappropriate boundary treatments. The erecting of a new dwelling across the direct continuation of the axis in the direction of the Court would further destroy the relationship between the Listed building and a significant feature of its designed landscape, ultimately resulting in 'substantial and permanent harm' to the asset.

Erection of a West Villa

The heritage Impact assessment concludes that this element of the scheme has a 'low adverse' impact. The assessment concludes that the new dwelling will significantly impact on the pleasant landscaped 'Dutch Garden' as a part of this will be built on. The assessment considers that the new building would complement the main house and the setting of the listed gates.

This element of the proposal would result in a new building sited in front of the west face of the main building, which is currently unaffected by any buildings. Both Historic England and City Design have welcomed the changes to the buildings elevation, but still express concerns that this new building will obscure views of the main building thereby having a harmful impact on the setting of the building and its contribution to the area.

Demolition of ICT buildings and Erection of Town houses

The heritage assessment considers this element as high beneficial. The assessment considers that the render will complement 1930s houses opposite and that the proposed height of the dwelling is similar to the science block and hall building.

Both City Design and Historic England raise no concerns with the erection of the 3 storey properties, but the case officer is not completely convinced of this element of the scheme which introduces a 3 storey development along Redand Court Road which is dominated two storey houses. There seems to be no reference to this in the heritage impact assessment, and the document even states that the terrace design is evolved from the surrounding terrace housing, but there is no terrace housing in the immediate locality. The conclusion in the heritage statement is that this element of the scheme is 'highly beneficial'.

Landscaping

The Heritage assessment considers this element has 'highly beneficial' to the scheme.

The removal of the tennis courts and the reinstatement of a large communal garden are considered to be an enhancement to the site and its contribution to the Conservation Area. City Design raised concern by the approach to boundary planting. The site is currently characterised by a series of open views into and across the site particularly along Clarendon and Woodland Road, while more glimpsed views are provided from Redland Court where the existing boundary treatment comprises rubble stone walling and deciduous hedging. The effect of this on the Conservation Area is to provide a sense of openness and interpretation of the open space while boundary trees enhance the canopy cover and verdant character of the area. The deciduous hedgerow allows for a variety of views to be experienced across the year.

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF***Conclusion: 'Substantial' harm, or 'less than substantial' harm? -*

The NPPF at paragraph 132 states '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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.'

The City Design team have concluded that the proposal will result in 'substantial harm' to the Heritage assets. They have advised - 'The proposed scale and massing of the new science block rooftop extension, the location of "Woodstock Lodge" on the setting of the Listed assets, and the general over-intensive development of the site represent Substantial Harm to the special interest of the Listed buildings and their setting, and to the character of the Conservation Area'.

Historic England has also raised significant concerns with the proposal but has directed the LPA that the proposal will cause 'Less than substantial harm'

The Heritage experts recognise that there are potential public benefits to the applications - the removal of currently obtrusive structures, the removal of the tennis court platforms and paraphernalia, and ensuring continued occupation of the buildings – but they consider that the benefits are neutralised by over-intensive and poor quality design which will have a strong negative impact

Officers have reviewed the development in light of the advice received from both Historic England and the City Design team and have weighed the elements of the scheme that have a negative impact against the heritage benefits of the proposal.

What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Paragraph 017 of The National Planning Policy Guidance states that 'whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a **high test**...'

After weighing up the heritage benefits and negatives, officers consider that the scheme would result in '*less than substantial harm*' for the following reasons:-

With reference to the objections raised by City Design, it is acknowledged that that the proposal would impact on the silhouette and prominence of the main building on the sky line, which is a key feature of the significance of the asset and it is acknowledged that this has a high degree of sensitivity to change. But, the view of the building from the south will be significantly improved by the removal of the large sports hall, reinstatement of the cupola, and the removal of the ancillary tennis structures with the return of the landscape garden. The impact of the new extensions to the science building will also be reduced by the use of materials (slate) and therefore on balance, officers consider that this element of the proposal results in less than significant harm to the significance of the heritage asset.

Regarding the proposed Woodstock Lodge to the rear of the main building, it is noted that this would impact on the historic alignment referenced above in City Design comments. It is acknowledged though that the applicants heritage experts do not consider that this was ever designed to be a viewpoint, but it is clear from site visits that there is now an established view of the main building along Woodstock Road, which are now part of its setting and should be treated as just as important as views from the south.

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There are aspects of the design of the dwelling that officers consider will reduce the impact- the overall height and use of materials (green roof, timber), but officers still consider that the building would intrude on the view point along Woodstock Road and would result in a harmful impact on the setting of the asset.

It is also apparent that the existing science block building to the rear of the main building impacts on its setting, therefore a significant increase in height, as proposed, would increase the negative relationship of this block with the main building.

Regarding the West Villa, officers agree that this element would have a negative impact on the setting and views of the main building and the contribution it has towards the Conservation Area.

The applicant considers that officers have not given any weight to the positive elements to the proposal, but these benefits have been identified above, and on balancing these benefits with the harmful intensification of development to the rear of the main building, on balance officers consider that the current proposal would result in '*less than substantial*' harm.

When it is concluded that the proposal would result in less than substantial harm, Paragraph 134 of the NPPF must be adhered to-

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

The applicant has provided a response to para 134 and has listed a series of public benefits and the optimum viable use and this will be reviewed in the conclusion following the assessment of the other key issues.

C) IS THE PROPOSED DEVELOPMENT VIABLE, AND DOES IT PROVIDE AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING?

The proposed development falls within Use Class C3 of the Use Classes Order, meaning that it is required to address the Council's Affordable Housing Policies. It comprises 43 dwellings and therefore it is required to comply with Core Strategy Policy BCS17, which requires the provision of up to 40% affordable housing (17 affordable dwellings) subject to scheme viability.

Government policy and guidance is very clear that scheme viability is a key consideration in determining the level of affordable housing that a development can provide, and that Council's should not require a level of affordable housing that would render a development unviable. The government's Planning Practice Guidance states as follows:

Where affordable housing contributions are being sought, obligations should not prevent development from going forward. (Para 004 Reference ID: 23b-004-20140306) In simple terms, a development is considered to be viable if the Residual Land Value (RLV) of the development is greater than the Site Value.

The RLV is calculated by ascertaining the value of the completed development, and subtracting from this all the costs involved in bringing the development forward (e.g. build costs, professional fees, legal costs, financing costs etc.) and the developers profit. All inputs are based on present day costs and values.

Whilst certain sites may benefit from Vacant Building Credit (VBC) when assessing affordable housing requirements, in this case the site only became vacant after the application was submitted and it has not been marketed specifically for its existing use. The applicant has not sought to claim VBC and

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officers do not consider that the site would be eligible for VBC.

The applicant has claimed that, to remain viable in planning terms, the proposed scheme is only able to make an off-site contribution of £115,000, which is the equivalent of less than one affordable dwelling. A detailed viability appraisal and supporting commentary has been submitted by JLL on behalf of the applicant in support of this claim.

Officers have commissioned BNP Paribas to assess the viability information and advise the Council as to whether the applicant's claim is reasonable. BNP Paribas have assessed the values and costs associated with the development, and have reported their conclusions to officers accordingly. Many of the inputs into the JLL appraisal are agreed; however there are two main areas of difference which are summarised in the following table:

Residential sales values	BNP Paribas consider that some of the properties are slightly undervalued and consider that the residential sales values of the scheme (as a fully open market scheme) should total £29,070,000, some £730,000 higher than JLL, who consider that the residential sales values should total £28,340,000
Site Value	See below

As far as the Site Value is concerned; once Redland High School for Girls concluded that the site was surplus to their requirements, it was marketed on the open market by Savills and was subsequently purchased by the applicant for the sum of £7,400,000.

JLL, on behalf of the applicant consider that the Site Value should be lower than this and propose a Site Value of £5,400,000. This works out at an average price of £125,000 per proposed dwelling. This is an unusual method for valuing land and one that is better suited to valuing land that benefits from a residential planning permission where the exact number of dwellings and the scale of planning obligations are known. When benchmarked against other sites in high value areas of the city that have recently been granted planning consent, the JLL figure per proposed dwelling is significantly higher. For example Brandon Yard sold for £81,897 per dwelling and Princess Victoria House sold for £76,932 per dwelling, both with the benefit of a planning consent.

There is no available evidence as to what the Existing Use Value of the site as a school would be, as there is a limited market for the sale of educational establishments for their continued use as schools. However, it is noted that there is no evidence of the site being marketed specifically on the basis of its existing use as a school in order to test the market for such uses. BNP Paribas are of the opinion that conversion of the buildings to residential dwellings represents the optimum use of the site and consider that valuing the Site's Alternative Use Value (i.e. as a residential site) is an appropriate approach. In addition the quality of the existing buildings on the site, the desirability of the Redland Area, and the prices paid for comparable sites must also be taken account of.

The Alternative Use Value, based on a fully policy compliant scheme including 40% affordable housing is £3,118,000. The Site Value would need to be in excess of this figure in order to incentive the site to come forward for development. BNP Paribas consider that, when taking account of the Alternative Use Value, the site location, the quality of the buildings and the desirability of the Redland Area, a Site Value of £4,300,000 is appropriate.

Officers are clear that the £7,400,000 paid for the site by the applicant represents an overpayment for the site that does not properly take account of the Council's planning policies. It is also considered

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF**

that the £5,400,000 proposed by JLL is also in excess of what the Site Value should be as it does not take account of the fact that the site does not benefit from any residential planning consent, and is not allocated as a housing site in the Local Plan, whereas the sites that it is compared to in Bristol do benefit from residential planning consents. The proposed value also does not take account of the constraints of the site, both in respect of topography, and the limitations and constraints on development due to impact on the listed buildings. It is considered that the BNP Paribas figure of £4,300,000 represents a more realistic Site Value as it is in excess of the Alternative Use Value, has regard to other transactions, and strikes an appropriate balance between the constraints, opportunities and current planning position that pertain to the site.

With a Site Value of £4,300,000, a surplus of £1,647,989 is generated. This would provide 10 affordable dwellings on-site (23%) or an off-site contribution towards affordable housing of £1,647,989. At this time, the Council's Affordable Housing Manager has indicated that on-site provision should be provided, however it is acknowledged that there may be difficulties with the delivery of on-site provision in this instance due to the requirements of Housing Associations. An update will be provided to committee on the issue of the practicality of on-site provision of affordable housing.

The following table compares the Site Values discussed above and assesses them against the level of affordable housing that could be delivered. The BNP Paribas conclusion is based on the £4,300,000 Site Value and the higher residential sales values identified above.

	Price paid by the Applicant	JLL for the Applicant	BNP Paribas for the Council
Site Value	£7.4 million	£5.4 million	£4.3 million
Affordable Provision	0%	Financial Contribution of £115,000	23% (10 dwellings) or a Financial Contribution of £1,647,989

Despite the applicant claiming that only a Financial Contribution of £115,000 could be provided, on the 18th December the applicant has made a formal offer of a Financial Contribution of £500,000 and it is important that committee have regard to this offer in considering the application.

Whilst this offer is welcomed and appreciated, and shows willing on the part of the applicant to try to find a way to increase affordable provision, officers consider that the approach taken by BNP Paribas is robust and identifies an appropriate Site Value that

provides sufficient incentive over and above the site's Alternative Use Value for the land to come forward for development.

Consequently, officers are of the view that an appropriate level of affordable housing to be provided by the proposed development is 10 affordable dwellings (23%), which is equivalent to a Financial Contribution of £1,647,989. In the absence of such an offer on the part of the applicant, it is recommended that the application is refused on the basis of insufficient provision of affordable housing, due to the scheme not complying with Policy BCS17 of the adopted Core Strategy.

OFFICER NOTE- On the 21st December the applicant increased the offer to £750,000 but this is subject to planning permission being granted at the committee meeting and this offer would be removed if permission was refused.

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF****D) WOULD THE PROPOSAL UNACCEPTABLY AFFECT THE RESIDENTIAL AMENITY OF THE AREA?**

Policy BCS21 sets out criteria for the assessment of design quality in new development. Development will be expected to safeguard the amenity of existing developments and create a high-quality environment for future occupiers. Furthermore, Core Strategy Policy BCS15 requires development to address issues of flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting. Policy DM30 in the Site Allocations and Development Management Policies (2014) also expresses that alterations to buildings should safeguard the amenity of the host premises and neighbouring occupiers.

The application includes a daylight and sunlight assessment which reviews the impact of the proposal on windows to neighbouring houses. In terms of the proposed physical development, the scheme has the potential to impact on existing houses which front and back onto Redland Court Road to the east of the site by virtue of the increase in height to the science block building and the proposed Townhouses. These buildings have the potential to increase shadowing and impact on daylight to the front gardens and windows of houses facing the application site.

The Daylight assessment follows the principles set out by The Building Research Establishment (BRE) guidelines – ‘Site Layout Planning for Daylight and Sunlight: a guide to good practice (2011)’ is the document referred to by most Local Planning Authorities when considering Daylight and Sunlight amenity matters. The BRE guidelines are intended to be used in conjunction with the interior daylight recommendations in the British Standard Code of Practice for Daylighting, BS 8206-2:2008

The assessment explains the following-

The Vertical Sky Component (VSC)

The amount of light available to a window depends upon the amount of unobstructed sky that can be seen from the centre of the window under consideration. The amount of visible sky and consequently the amount of skylight entering a room is assessed by calculating the VSC at the centre of the window. The guidelines advise that bathrooms, toilets, storerooms, circulation areas and garages need not be analysed.

The VSC can be calculated by using the skylight indicator provided as part of the guidelines, by mathematical methods using what is known as a waldram diagram or by 3D CAD modelling

The BRE guidelines state- "If this VSC is greater than 27% then enough skylight should still be reaching the window of the existing building. Any reduction below this level should be kept to a minimum. If the VSC with the new development in place, is both less than 27% and less than 0.8 times its former value, then occupants of the existing building will notice the reduction in the amount of skylight."

Daylight Distribution (or No-Sky Line)

The guidelines also advise that the distribution of daylight within rooms is reviewed "where layouts are known", although bedrooms are considered "less important

The DD or NSL contour shows the extent of light penetration into the room at working plane level, i.e. 850mm above floor level. It divides the room between the portion within which a direct view of sky is possible and not.

The default recommendation is that if a substantial part of the room falls beyond the no skyline contour (normally more than 20%) the distribution of light within the room will look poor.

Development Control Committee A – 10 January 2018**Application No. 17/04263/F and 17/04264/LA: Redland High School Redland Court Road Bristol BS6 7EF***Impact on neighbouring properties-**Impact on 2 to 12 Limerick Road*

All 21 windows assessed will meet the VSC daylight criteria and in addition will retain in excess of 27% VSC. Furthermore, all 20 rooms served by these windows will fully comply with the BRE criteria for NSL and retain adequate daylight distribution (in excess of 87%) to the room area post development.

The assessment concludes that there will be no material impact to existing sunlight levels and the houses will retain the necessary values post development meeting the BRE targets.

6 to 16 Redland Court Road

All 45 windows serving 19 habitable rooms fully comply with the VSC and NSL daylight criteria's.

One window serving a bedroom on the first floor of 10-12 Redland Court Road experiences a 21.43% alteration in annual APSH, which is just above the 20% allowed for within the BRE guidelines. However, the BRE guidelines state that bedrooms can be considered less sensitive than primary habitable spaces such as living rooms or kitchens (see – BRE Guidelines 2011 – Site Layout Planning for Daylight and Sunlight – A guide to good practice, paragraph 2.2.8).

On the basis of the submitted information the proposal will not have a significant negative impact

Impact of 3 storey Townhouses

While the Daylight and Sunlight assessment considers the impact of the proposal on light to neighbouring windows, officers expressed concerns that the size and position of the townhouses would have a negative impact on light to the neighbouring gardens, in particular the garden to 12 Woodstock Road which is directly north of the application site. Concerns are also raised by the potential overbearing impact on this garden when an occupier is enjoying the neighbouring garden.

In response to this issue the applicant has provided additional information on the level of overshadowing to this garden which considers the impact against the guidelines of the Building Research Establishment (BRE) guidelines which recommend that at least half of the garden or open space can receive at least two hours sunlight on March 21. The results from the assessment are that both neighbouring gardens of no.12 and 14 Woodstock Road would continue to have sunlight to 55% of the garden for at least two hours at the spring equinox. Officers consider that the proposal will result in a high level of overshadowing when compared to the existing relationship, but on the basis of the guidance from the BRE the level of overshadowing would not be significant to recommend refusal.

Regardless of any overshadowing, concerns are still raised by the overall size of the development and the overbearing impact this will have the neighbouring garden. It is considered that the size of the structure is such that when the neighbours are enjoying their gardens, the presence of the new buildings will undoubtedly have a negative impact on the use of the space, and will result in a negative impact on their amenity. Taking this in conjunction with the shadow study which shows that there will be additional overshadowing to the neighbouring garden, serious concerns are raised by this impact. At meetings the applicant was advised to reduce the height of the development, but they have not made any changes due to the requirement to accommodate a certain level of floorspace and for design reason.

A number of local residents to the east side of Redland Court Road have also expressed concerns that the proposal will result in an overbearing impact and loss of light to the front of their properties opposite the application site. These comments are noted but the overall impact of shadowing to the

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front gardens is not considered to be a significant impact to raise concerns as front gardens are not considered to be as important as rear gardens for amenity and the distance of the new dwellings across the road is considered to be sufficient separation space in this environment.

Overlooking

The proposal would introduce the potential for overlooking from the proposed townhouses to the rear of the properties along Woodstock Road, but the windows will be at an oblique angle to ensure that the level of overlooking created not be significant. Any overlooking created across Redland Court Road is also acceptable, as this is typical window to window relationship across a street.

On balance while officers have significant concerns with the townhouses it is considered the development would have an acceptable impact on neighbouring residential amenity.

E) WOULD THE PROPOSAL PROVIDE A SATISFACTORY LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?

Policy BCS18 requires residential developments should provide sufficient space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards

2 units are below the minimum standards for a 1 bedroom 2 person unit of 50sqm, but any increase in floorspace could potentially impact on the special interests of the heritage assets.

In terms of the outlook from the residential units, the majority will have an adequate outlook which will ensure that they have a high quality living environment, but there are 3 units in the Hall building which will have a single aspect outlook across Redland Court Road (ideally units should have be dual aspect) . The quality of the outlook is not ideal, but overall not considered to be of sufficient justification to recommend refusal on these grounds as the majority of units will have an adequate outlook.

On balance the development would provide a satisfactory living environment for future occupiers and the scheme would comply with policy DM18 and BCS21.

F) DOES THE PROPOSAL HAVE AN ACCEPTABLE IMPACT ON THE DESIGNATED OPEN SPACE?

Policy BCS9 seeks to retain should be retained wherever possible and integrated into new development.

Policy DM17 requires development on part, or all, of an Important Open Space as designated on the policies map will not be permitted unless the development is ancillary to the open space use.

The land to the front of the main building is designated as open space because of its importance to the setting of the Listed Building. The proposal will continue to provide open space in the form of a large communal garden for private use. As the site was previously in private use as part of the school, no objections are raised to this element of the proposal and there will be some clear visual improvements to the site as mentioned under key issue B.

G) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

The application includes a transport statement which has been reviewed by the Highways Development Management Team. The following is their response to the proposal-

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With regards to trip rates the applicant has utilised the TRICS datasets for their base data. This is considered to be robust and a national standard for trip rates as a consequence TDM is satisfied with this approach. The applicant has provided details of the existing land use (school) and the proposed land use (residential). From the details provided in Table 5.1 it appears to show that there would be 110 two-way movements in the AM peak and 71 movements in the PM peak with a total of 391 two-way movements per day. Based on the information provided the applicant has indicated that the existing use would average two vehicles per minute in the AM and one vehicle every three minutes in the PM. They have noted that there would be little or no impact after 5pm or at weekends due to school operational hours.

Having reviewed the submitted information the level of movement appears to be consistent with what would be associated with the existing use. Although it should be noted that the general trip pattern associated with schools is that the majority of the movements are in the AM and PM peaks with little movement outside of these times with no movements at the weekends.

With regard to the proposed use the applicant has broken down the trip generation into both the new dwellings and flats and then provided a total for the site as a whole. Consequently they indicate that the proposed residential use will generate up to 200 hundred two-way movements per day. Although it should be noted that it appears that the results in the AM and PM peaks seem to mirror each other which is unusual. Furthermore with regards to trip patterns normally residential uses would operate over a 24 hour period.

Therefore based on the details it's apparent the existing and proposed uses will generate a fairly similar level of vehicle movements as a consequence it is unlikely that the proposed use would have a severe impact on the highway network as per Section 4 of the National Planning Policy Framework (NPPF). Although it should be noted that the trip patterns would be different with the residential use generating more evening and weekend trips. However on balance TDM has no objection to the proposal on traffic impact grounds.

Turning to the proposed level of parking the applicant has proposed a total of 44 on-site car parking spaces. This will be sub-divided into 18 spaces within the existing external courtyard, 17 with the proposed basement, 4 spaces will be provided adjacent to the frontage of the properties on Woodstock Road whilst the remaining will in the form of garages to the town houses. From reviewing the City Council's parking standards the site could provide up to a total of 56 spaces. Consequently this proposal falls below the maximum council standards and therefore considered to be acceptable.

The applicant has provided further information relating prospective car ownership based on the Census Data from the Redland Ward. Based on the census information they have calculated they envisage that the proposal would give rise to 49 vehicles. Therefore based on their calculations there is a short fall of 5 spaces. There is a Residents Parking Scheme (RPS) in place however this proposal will not be able utilise this scheme. Furthermore the applicant has provided additional information in the form of table 3.5 where they provide details indicating that parking would not be overtake the capacity in the car park.

From reviewing the submitted tables the applicant has tried to justify that although there is a potential shortfall based on their figures it would not have a material impact on the surrounding highway network. We take on board the points raised but our opinion to fully achieve a modal shift in vehicle movements and reduce the need to own a private car the applicant would be required to submit a Travel Plan Statement. A travel plan will be a condition if the scheme was approved.

During pre-application discussions TDM raised concerns over the substandard visibility provided in either direction and highway officers therefore required that any splay would need to be in line with the designated vehicle speeds. This section of highway is subject to a 20mph speed limit and as a

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consequence splays of 2.4m x 25m should be provided in either direction these based are on the guidance set out in Manual for Streets. As part of their submission the applicant provided a speed survey which provided 85th percentile speeds of 24.9mph northbound and 25.17mph southbound. Clearly this is above the designated speed limit. However the applicant indicates that they are able to provide suitable visibility splays by providing a build out of the existing footway. This would result in the reduction in the carriageway width of Redland Court Road. It should be noted that there is a RPS parking bay directly opposite from the site. From the details shown on the submitted plans the applicant has proposed that even with the kerb build out a suitable width of 5.2m can be retained to allow for two-way vehicle movement. TDM does not have any objection to the principle of an access in this location; however we do have concerns over a proposal that would look to reduce the width of the carriageway. The widths would allow for two vehicles to pass however larger vehicles may struggle with the proposed width in this location.

The applicant has indicated that in their opinion due to the existing on-street parking situation the proposed buildouts would maintain the width of the existing carriageway. Highway officers would still require the buildouts to be tapered but this can be resolved during the technical approval process. However one point of concern is that the applicant has not proposed that the build outs will remain flush and not be raised. This is not acceptable to Highway officers and would need to be amended during the technical approval process and wouldn't be a reason to refuse the application.

Finally the applicant does not appear to have addressed the point relating to the short fall of parking consequently the applicant would need to submit a parking management strategy to show how this issue will be overcome. This would be secured by planning condition.

Based on the above assessment by the Highway officers the proposal is considered to address policy BCS10 and DM23 of the Local Plan and would not raise significant highway safety issues.

H) WOULD THE PROPOSAL RAISE ANY ECOLOGICAL ISSUES?

The application includes a Preliminary Ecological Appraisal and Building Inspection for Bats which was requested at pre-application stage by the City Ecologist. The proposal has been reviewed by the ecologist and no objections are raised subject to the conditions listed at the end of this report to protect important species.

I) WOULD THE PROPOSAL HAVE AN ACCEPTABLE IMPACT ON IMPORTANT TREES?

The application will require the removal of a number of trees and proposes replanting on site. A total of 43 trees are to be planted and this is shown in detail on the proposed tree planting plan.

There is some confusion over the number of trees to be removed by the application as the submitted Arboricultural Impact Assessment states that 25 trees will be removed, but the detailed tree schedule lists the removal of 35 trees, which creates some confusion. The City Tree officer has also requested that a full arboricultural method statement should be submitted prior to any determination, but due to time constraints and the request to present this to committee as soon as possible, officers are satisfied that this can be a pre-commencement condition.

The trees identified for removal are primarily self-seeded multi stem sycamore located on the western boundary line of Clarendon Road. Most of these trees have undergone heavy reduction work in the past to maintain the size in close proximity to the boundary wall. The tree officer agrees that the removal of a majority of these trees would enable a more sustainable landscape plan to be implemented. The Landscape plan and tree strategy plans both appear to be well considered documents from an arboricultural perspective and the tree replacement species identified are a good

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mix of coniferous species balancing out some very nice broadleaf species.

As there is space on site for further tree planting beyond the 43 identified, officers are satisfied that a condition can be used to clarify the number of trees to be removed if planning permission was granted.

J) WILL THE PROPOSED DEVELOPMENT MAKE AN ADEQUATE CONTRIBUTION TO THE SUSTAINABILITY AND CLIMATE CHANGE GOALS OF ADOPTED PLANNING POLICIES?

Policies BCS13, BCS14, BCS15 and BCS16 of the adopted Core Strategy give guidance on sustainability standards to be achieved in any development, and what measures to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of a sustainability statement.

The proposed new build elements of the scheme will improve upon the minimum standards outlined in Building Regulations . The conversion of the non-listed building on the site will comply with Building Regulations, improving the building fabric accordingly. However, due to the curtilage listing of these buildings invasive improvements have not been proposed. It is not proposed that any improvements will be made to the most sensitive listed buildings, Redland Court and the former Library, given their heritage significance.

The proposal will include a CHP (Combined heat and power) system which improves the energy efficiency of the units and will also incorporate on site renewables in the form of PV panels

Due to the complex nature of the site the dwellings will be serviced in different ways. The proposal will utilise the existing boilers in the main school plant room but it will be adapted to incorporate an additional boiler and could have a combined heat and power unit (CHP). The statement advises that to make sure there is enough thermal load for the CHP the majority of the site would need to be connected to this central system. Those not served by the CHP will be served by individual combination boilers.

Solar panel are proposed for the new extensions to the science building which will ensure the development achieves a 23% saving on residual energy use (as required by BCS14).

The development will also include the provision of a charging point for electric vehicles.

Water management-

The over-arching principles of the drainage strategy have been formed in consultation with Council as acting Local Flood Authority. The strategy will be delivered by use of various SuDS techniques including green roofs, permeable paving and controlled ponding of landscape areas during extreme events. The Flood Risk team are supportive of the proposals but request standard pre-commencement drainage condition is applied to allow the detail design to be reviewed to ensure adequate maintenance arrangements are put in place.

The proposal is considered to be compliant with BCS13-16.

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COMMUNITY INFRASTRUCTURE LEVY

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

The CIL liability for this development is £124,256.26.

CONCLUSION

As Key Issue B of the report identifies, the proposals will result in less than substantial harm to the Heritage assets. These impacts must be given considerable weight and importance as they give rise to a strong presumption against permission being granted. The question that needs to be addressed is whether there are other material planning considerations and public benefits that are sufficient to outweigh this strong presumption against planning permission being granted.

The applicant considers the following public benefits are sufficient when weighed against the harm caused by the development-

- 184 construction jobs and ongoing maintenance and management
- Sale of site provides investment for Red Maids Campus
- 43 New homes
- Improvement of green infrastructure.
- Site is located in a sustainable location.
- Provision of CIL payment.
- Ensure buildings are not left vacant.
- Development would mitigate climate change.
- Reduction of impermeable areas to improve drainage.
- Contribution towards the provision of affordable housing.
- Re- use of previously development land.

It is considered that the most significant benefit is the delivery of 43 dwellings which would be beneficial to the Bristol housing stock and the continued occupation of the site,. While the applicants believe their affordable housing contribution is a positive aspect of the scheme, the overpayment of the site and the failure to provide an appropriate level of affordable housing is seen as a negative aspect of the proposal, one which is considered to be a reason for refusal and therefore cannot be considered as a significant positive benefit of the scheme.

The improvements to mitigate climate change, brownfield development, the sustainable location, CIL, and impermeable drainage, and the mix of units are policy compliant aspects of the scheme, so therefore are seen as positive elements of the proposal, but these aspects would be required for any similar development. It is also considered that the majority of the benefits listed above could be delivered by a scheme which has less harm on the heritage asset. As discussed in key issue above issues, while not a reason for refusal, there are also issues with the impact of the development on neighbouring properties.

For the reasons given above it is considered that the other material considerations and the public benefits are not sufficient to outweigh the strong presumption against planning permission being granted given the identified, *less than substantial*, harm to the heritage assets.

The applicant has requested that members are made aware of their concerns with allowing the building to remain vacant for an extended period time if permission is not granted, but it is noted that landowners have a duty of care to maintain Listed Buildings. They also state that they would accept a condition of 12 month consent, to ensure delivery of the scheme. Both of these requests are not a reason to support a proposal which is contrary to policy.

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In regards to affordable housing, members attention is drawn to the increased off of £750,000 as an offsite contribution, but based on the advice officers have received the view is that an appropriate level of affordable housing to be provided by the proposed development is 10 affordable dwellings (23%), which is equivalent to a Financial Contribution of £1,647,989.

As such the proposals are recommended for refusal for the reasons set out below.

RECOMMENDATION**(A) 17/04263/F - REFUSE** for the following reasons-

1. The proposal by virtue of the proposed overdevelopment of the site (science block, West Villa, Woodstock Lodge, methods of subdivision) would result in less than substantial harm to the special interests and setting of the Grade II* Listed Building and the contribution this site makes to the surrounding Redland and Cotham Conservation Area. As such, the proposal is considered to be contrary to policy BCS22 of the Bristol Core Strategy, 2011, policy DM31 of the Site Allocations and Development Management Policies, 2014, and the National Planning Policy Framework 2012.
2. The development fails to make an appropriate contribution towards the provision of affordable housing and is therefore contrary to policy DM3 of the Site Allocations and Development management Policies 2014.

B) 17/04264/LA - REFUSE for the following reason;

1. The proposal by virtue of the proposed overdevelopment of the site (science block, West Villa, Woodstock Lodge, methods of subdivision) would result in less than substantial harm to the special interests and setting of the Grade II* Listed Building and the contribution this site makes to the surrounding Redland and Cotham Conservation Area. As such, the proposal is considered to be contrary to policy BCS22 of the Bristol Core Strategy, 2011, policy DM31 of the Site Allocations and Development Management Policies, 2014, and the National Planning Policy Framework 2012.

Supporting Documents

1. Redland High School, Redland Court Road

1. Site plan
2. Aerial photograph
3. Existing & proposed CGI photographs
4. CGI photograph



Proposed Townhouses – Existing View



Proposed Townhouses – Proposed View



Proposed Townhouses – CGI



Proposed Science Block & Woodstock Lodge – Existing View



Proposed Science Block & Woodstock Lodge – Proposed View



Proposed Science Block & Woodstock Lodge – CGI



Proposed West Villa – Existing View



Proposed West Villa – Proposed View



Proposed West Villa – CGI





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ITEM NO. 2

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.

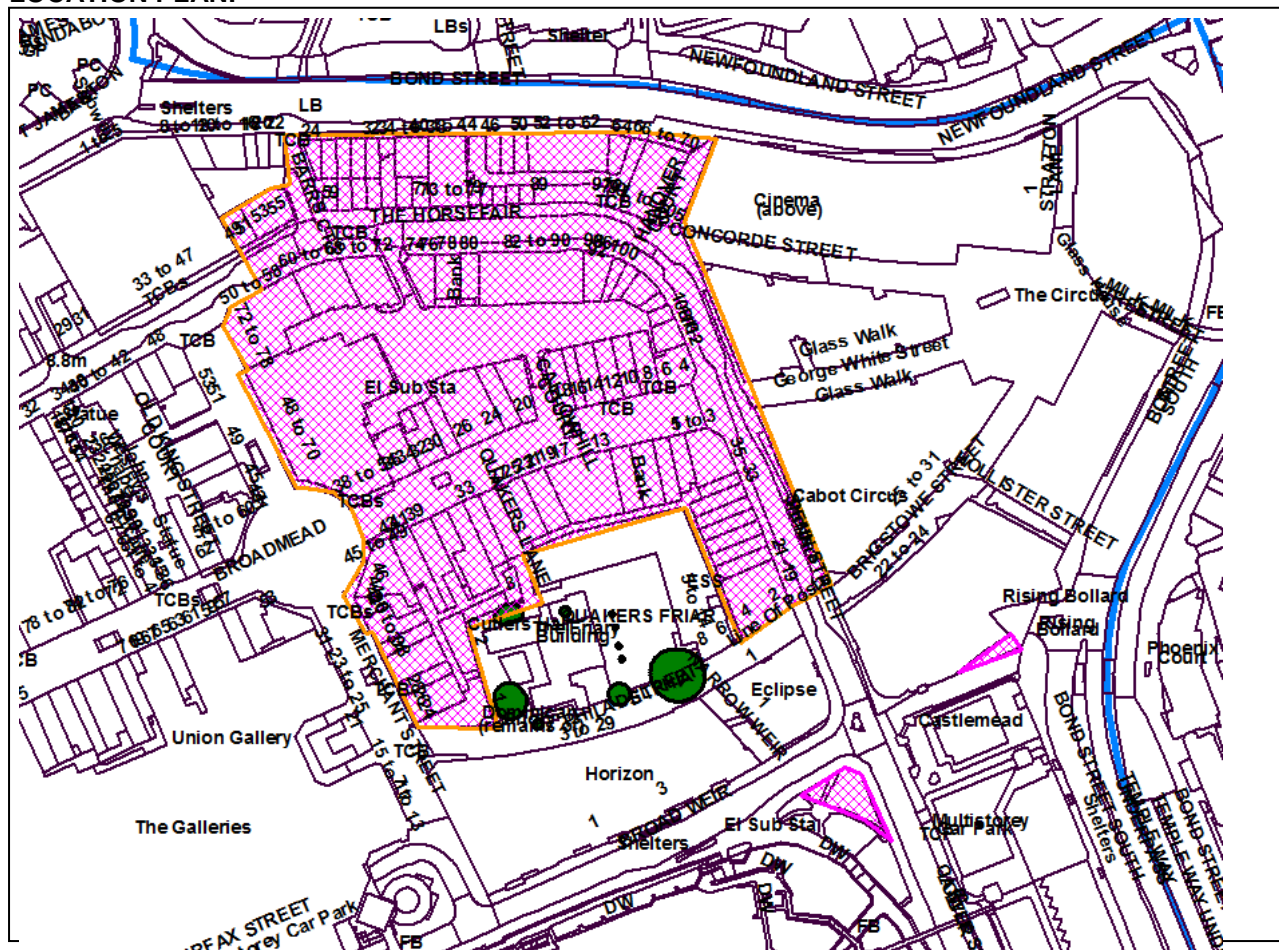
RECOMMENDATION: GRANT subject to Planning Agreement

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 – 10 January 2018

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

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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 380 parking spaces and alterations to the streets within the site. The detailed description of development is as follows:

“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.”
- 1.3 On 6 September 2017, a report was brought to Committee recommending that planning permission be granted subject to the successful completion of a legal agreement to secure (amongst other things) policy compliant affordable housing. That Committee Report should be taken fully into account by Members in determining this application. A copy is available and to be considered as material to this report.
- 1.4 Following consideration of the Application, the Committee resolved to defer the application and made the following resolution:

“...the Committee strongly supports the redevelopment of the site but considers the car park access via Brunswick Square to be unacceptable; therefore the car park must be reduced and possibly moved or eliminated to allow for a more sensitive solution. If this is achieved, the Committee would be disposed to grant outline planning permission, subject to detailed air quality assessment.” (Approved Minutes)

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1.5 Following on from this, the Applicants have amended the application in the following respects:

- Revised customer vehicular access arrangement is proposed – access is still to be taken from Bond Street, but no longer includes circulation access via Brunswick Square. Access to the proposed multi-storey car park will be via a new signalised junction from Bond Street.
- A reduction in car parking spaces from 580 to 380 spaces.
- The controlling parameter plans to be approved have been updated and include a reduction in height for the blocks on Bond Street and Merchant Street. The detailed design will follow in subsequent reserved matters application(s) which will evolve the illustrative ideas included within the application documents.
- A new pedestrian link from Bond Street has been included.

1.6 In support of these amendments, the following information has been prepared:

- Revised traffic data analysis
- Plans demonstrating the revised access arrangements from Bond Street to the 380 space car park
- Updated Parameter Plans including a reduction in height for buildings on Bond Street and Merchant Street
- An Addendum to the Environmental Statement (see Section 6.0)

1.7 Following the receipt of this additional information, including the submission of an addendum to the Environmental Statement, a further round of consultation has been undertaken.

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.

2.2 The Applicant has identified:

“...a pressing requirement to provide an enhanced retail and leisure offer within Bristol City Centre. BALP's vision 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.

2.3 The application proposal has the potential to deliver 3,465 (full time equivalent) jobs.

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.

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- 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 CPO powers would have to meet the legislative provisions in place at the time and be subject to a future formal Council 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 that do not meet modern retailer requirements, 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.
- 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 breadth and critical mass of the centre's retail offer continues to be a key strength of Bristol.
- 3.6 The site is not within 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 but is in reasonably close proximity. 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.

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- 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); revised parameter plans; and, revised 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';
- 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;

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- Revised car parking facilities, which are to be located on the northern site boundary, accessed from Bond Street, providing up to 380 spaces. This is a reduction from 1,000 spaces when the application was first submitted and 580 spaces which was presented to Members on 6 September 2017.
- 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 Following the Committee on 6 September 2017, an addendum to the Environmental Statement has been prepared. The ES Addendum includes chapters on the following:
- Ecology and Nature Conservation
 - Flood Risk, Drainage and Hydrology
 - Noise and Vibration
 - Soils and Ground Conditions
 - Townscape (Landscape) and Visual
 - Transport and Access
 - Air Quality
 - Archaeology
 - Built Heritage
 - Socio-Economics
 - Daylight and Sunlight Assessment (added to the original ES following the September Planning Committee)
- 6.3 The Summary of Predicted Significant Effects (ES Addendum Table SA19.1) supersedes the original ES summary and is included as an Appendix to this Report.
- 6.4 The EA has been subject to technical review and consultation with the conclusion that there are no significant adverse environmental impacts post mitigation that would justify refusal of planning permission. (See Section P below).

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 During the consideration of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The outline proposals in the application are not considered to have any adverse impacts on those characteristics. As detailed building design evolves, these matters will be tested again.

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8.0 RESPONSE TO PUBLICITY AND CONSULTATION

- 8.1 Neighbours of the site who were notified of the original application by letter and those who made representations on the original application proposal have all been notified of the amendments to the proposal. The wider public was notified by site notices and press advertising.

Representations to the revised proposals**IN OBJECTION**

- 8.2 Principle of development

Impact of new retail development

“Retail shops are disappearing from the high street as all businesses go online. The only chance retailers have to survive is in a niche business like Fabric Land. However as stated if the developers bulldoze and flatten large portion of Bristol city centre and rebuild it with expensive shops that no one wants to occupy how do niche businesses like mine continue to exist.”

- 8.3 Transport

The amount of car park is still excessive:

“This revision is an improvement but 380 new car parking spaces is still far too many in an area already suffering badly from congestion and air pollution.”

It is unacceptable that the cycle route along Horsefair does not connect with the eastern end of Bond Street (Para.6.6.2 of the D&A)

Concern that the proposal will have a harmful impact on bus operators.

- 8.4 Environmental Concerns

Concern that noise will have a harmful impact on the amenity of residents of 51.02 Apartments

- 8.5 Air Quality

Concern has been expressed about the impact of the proposals on air quality in the area:

“I believe the proposed car park and the complicated traffic route leading to it conflict with the parallel work being undertaken on air quality management - mandated by the legal requirement to meet the air quality targets "as soon as reasonably possible". I note that this review is looking at "measures to strengthen the planning system to avoid air quality issues arising from new developments". I believe that the traffic route leading to the proposed car park will worsen air pollution on Bond Street and in Brunswick Square.”

IN SUPPORT

- 8.6 Support the redevelopment “100%”

The area is looking tired and needs a “uplift and modernisation”

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“It is vital to keep the area competitive and attractive”

NOTABLE REPRESENTATIONS

Bristol Cycling Campaign

8.7 Commenting on the revised proposals for the site:

“The revised application does not meet local plan policy BCS10. The drawings indicate that the cycle route between the western end of Horsefair and Bond Street has been broken, this appears to be due to space constraints (see attached). As this will be the major east-west cycle route through the area, this is completely unacceptable. The existing pedestrian crossings on Bond Street also appear to have very little capacity in the central island and will create conflict between cycles and pedestrians. Given the expected growth in both as a result of this development this should form part of the redesign.”

8.8 Objected to the original application proposal 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.

Bath and North East Somerset (BANES)

8.9 Has not commented on the application.

North Somerset Council

8.10 Has not commented on the application.

South Gloucestershire Council

8.11 Has not commented on the application.

8.12 The BUDF have made no comments on the revised proposals. When commenting on the original proposal, the BUDF highlighted a number of points which remain relevant:

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

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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 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.

- 8.13 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.

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RESPONSE FROM INTERNAL CONSULTEES

City Design Group (CDG)

- 8.14 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.
- 8.15 In commenting on the revised Design and Access Statement, CDG generally welcome the revisions to the proposals particularly including the following:
- 1/ The additional indicative width of Broadmead East that allows for a more generous public realm, the retention of existing trees and a more appropriate relationship with existing building forms at the Hub/ the Podium space.
- 2/The realignment and space to the north of Quakers Friars to increase the setting of the group of historic buildings and the permeability of the area.
- 3/Increased pedestrian permeability from Bond Street into the development and the subsequent improvement to the grain of buildings along the Bond Street frontage
- 4/the indication of improved public realm and tree planting in Horsefair and Penn Street
- 8.16 CDG note that whilst the indicative architecture is only illustrative at this stage, the form of building to the north east of Quakers Friars indicated as residential/hotel will need further development at the reserved matters stage to be convincing both in terms of its form and architectural treatment. The impact on the historic buildings is also less convincing but will need to be developed at the detailed stage.
- 8.17 Following further discussion with the Applicant, CDG note that the Applicants remain committed to maintaining a mix and specifically the 150 residential units originally stated, but realise that there is further design work required to achieve this. This would be subject to potentially a further application. I stressed that we would see a genuine mix as desirable and that the access and setting of any residential units should contribute to maintaining an active public realm outside of shopping hours.

BCC Transport

- 8.18 See comments set out in Key Issue B.

BCC Contaminated Land

- 8.19 Recommend the imposition of standard conditions.

BCC Archaeology

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

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BCC Flood Risk Manager

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

BCC Sustainable Cities

- 8.23 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.
- 8.24 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.
- 8.25 BCS14 sustainable energy – the policy requires a 20% CO2 reduction beyond residual emissions. Residual emissions should be calculated in accordance with relevant guidance.
- 8.26 Heat network – the applicant should discuss feasibility of connection with BCC's energy service.
- BCC Air Quality

- 8.27 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
 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

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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 IN ACCORDANCE WITH THE DEVELOPMENT PLAN AND POLICIES OF THE NPPF AND 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.
- 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.

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- 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 the Development Plan and national policy 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. (The range of other material considerations including benefits of the scheme are set out at Section Q below).
- Provision of Housing.
- 10.10 The provision of up to 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 affordable housing
- 10.12 Policy BCAP3 seeks to ensure developments of new homes throughout the city centre contain a proportion of family sized homes.

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- 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. This is consistent with the aims of Policy BCS18.
- 10.14 Overall, the outline proposal, including the mix of development is in conformity with the Development Plan and the NPPF from which a presumption of a development in favour of a grant of planning permission arises. (See Planning Balance at Section 12.0 below).

(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 In view of the above, the City Council's Transport Development Management Team (TDM) has indicated that it 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 lawful means by which the Local Planning Authority can insist upon it or attach a conditions requiring 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 and in place at all times to inform the evolution of an overall access strategy is recommended.

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- 10.20 The 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 has advised that the application should be approved on highways grounds subject to conditions and S.106 agreement.
- 10.21 This approach has resulted in the insistence on numerous conditions to ensure that any outstanding matters are picked up as part of any subsequent application for the entirety of the site in keeping with the approach outlined in paragraph 1.4 above. The assessment of this application therefore focusses primarily on the following matters:
- Car parking provision;
 - Traffic impact;
 - Car Park access;
 - Deliveries and servicing;
 - Public Transport and Taxis;
 - Relationship with City Centre Framework
 - Pedestrian and Cycle access;
 - Disabled access, and
 - Required conditions and obligations
- 10.22 The application has recently been amended in response to consultation and views expressed at the September Committee. A summary of the changes is summarised below in Table 2.1 as a result of further detailed dialogue with TDM.
- 10.23 The revisions made are significant and comprise:
- a. Main vehicular access to be from Bond Street via a new signal controlled junction on a right turn in and left turn out basis.
This is acceptable and removes the former input of vehicles routed by Brunswick Square as the principal access.
 - b. Car parking is reduced from 580 to 380 spaces (of which 88 are relocated). This provision comprises:
 - 239 new customer spaces
 - 42 relocated spaces
 - 59 disabled customer spaces (46 are relocations)
 - 46 new disabled staff spaces
 - c. Delivery vehicles to be time and security restricted from Bond Street with retention of servicing of Horsefair from either Nelson Street/Union Street or Lewins Mead.
 - d. Revised traffic arrangements and restrictions on Horsefair, Union Street North, Broad Weir, Castle Street

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Table 2.1 – Resubmission Summary

Issue / Location	Original Submission	Resubmission (06-Sep Committee)	Current Proposal	TDM Response
<u>Access</u>	All movements signal junction to Bond Street	Exits to Bond Street in each direction, access to car park from Brunswick Square / York Street Coach drop-off / pick up facilities being considered in undercroft of existing Cabot Circus Car Park (subject to separate application).	<i>dwg 0775-047 Rev A</i> Right-turn in from Bond Street Left-turn out to Bond Street No access to / from Brunswick Square Traffic will not be able to turn right out of, or left into the car park	Removes impact from Brunswick Square Banned left-turn into car park from Bond Street requires enforcement Right turn lane into car park requires closure when CP full to avoid blocking back to St James Barton Conditioned
<u>Parking</u>	1,000 car parking spaces	580 Car Parking spaces	380 Car Parking spaces (of which 88 are relocated) 239 new customer spaces 42 relocated spaces (displaced from Cabot Circus to enable new Coach set-down / pick up facility (separate application) 59 disabled customer spaces (of which 46 are relocated from elsewhere) 40 new disabled staff spaces	TDM considers this a <i>substantial</i> reduction from the Local Plan Maximum standard, (1,251 spaces) Provision will need to be included for electric car parking spaces (for all uses) as well as car club provision for the residential development. Conditioned
<u>Deliveries</u>	All deliveries to access a new westbound Horsefair from Bond Street	Deliveries to be time and security restricted from Bond Street which may be required to serve more than Callowhill Court due to loss of Union Street northbound section (see below).	<i>dwg 0775-013 Rev E</i> As previous	Deliveries to Horsefair retailers retained via either Nelson St / Union St or via a potential right-turn from Lewins Mead and one-way southbound* *(subject to City Centre Framework)
<u>Horsefair</u>	One way option	Horsefair revised to become two-	<i>dwg 0775-034 Rev A</i>	

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	westbound, linking Bond Street and Union Street	way cul-de-sac with no through route – relocation of disabled parking provides additional scope for taxi and loading bays	As previous	Current through-traffic will be removed from entirety of Union St, Horsefair and Penn St whilst retaining access for deliveries and taxis.
<u>Union Street North</u>	Reconfigured 3-movement pedestrian crossing at Horsefair junction	Addressed – segregated cycle lane provided southbound, sufficient widths for buses to overtake stops.	<i>dwg 0775-035 Rev C</i> As previous	
<u>Union Street / Nelson Street junction</u>	Buses will be able to turn right (up the hill) or left (as at present) from the direction of Nelson Street	Outstanding: Revised Scheme being worked up	<i>dwg 0775-007 Rev H</i> <i>dwg 0775-007 Rev H</i>	Drawings have been revised to take account of contraflow cycle lane and NB, SB and WB cycle desire lines. However, careful consideration is required of delivery timings and signal phasing / staging to avoid conflict Conditioned
<u>Union Street (south)</u>	Southern section to become southbound, reversing current one-way order	Issues have been addressed – contraflow cycle lane proposed		Cycle contraflow needs to link better to Castle Park via Wine Street junction Conditioned
<u>Union Street (top)</u>	Ped Crossings across all three arms of the junction with Wine Street	As previous	<i>dwg 0775-008 Rev F</i> As previous	TDM concerned initially regarding capacity of proposed stops to accommodate existing and future growth in demand.
<u>Broad Weir</u>	Additional bus stop provision along northern side, relocation of delivery accesses	further work required to assess need for bus layover / recovery	<i>dwg 0775-018 Rev C</i> <i>dwg 0775-011 Rev I</i> Additional stop provided on Newgate adj. Galleries	Re-routing of existing buses (as per TAA-app D) and accompanying analysis indicates sufficient capacity on Broad Weir / Union Street, but additional capacity required on Bond Street / Rupert Street.
<u>Castle Street</u>	Proposed bus only link between Castlemead Tower and Cabot Circus to minimise loop around City Centre.	Potential alternative for route around Old Market Roundabout + bus priority on approach to and within roundabout to be delivered in any event.	<i>dwg 0775-011 Rev I</i> Additional stop provided adjacent Castlemead on Lower Castle Street, indicative locations of cycle parking hub and taxi provision.	Further assessment required of

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				proposed Broad Weir – Bond Street link Conditioned
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Parking Provision**Proposed Parking and Policy Compliance**

- 10.24 The proposed car parking provision is confirmed in paragraph 10.24 above and relates to a net additional figure of 292 spaces when taking into account spaces lost within Horsefair / Callowhill Court and also the undercroft of the Cabot Circus Car Park for which the applicant has confirmed it will be proposing to deliver 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.
- 10.25 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. If the maximum standard were provided this would amount to 1,251 spaces, and therefore the current proposals represent a reduction of 871, or 70% from the Local Plan Maximum. TDM are satisfied that this represents a substantial reduction and reflects the sustainable location of the site.
- 10.26 The applicant has also indicated that it will consider providing 'click and collect' parking within the car park (or other provision), which would 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.
- 10.27 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.
- 10.28 The applicant has explained in the TA that the car park now proposed is essential to make the scheme viable and provide for the predicted increase in dwell times (not individual car journeys) – see para 10.37 and 10.38 below.

Wider Broadmead Parking Provision

- 10.29 The Broadmead Shopping Centre is currently served by a total of 4,481 car parking spaces within multi storey car parks, comprising Cabot Circus (2,540 spaces) and The Galleries (920); with a further four NCP Car Parks: Broadmead (420 spaces); Rupert Street (498); Nelson Street (287), and St James Barton (314).
- 10.30 Each of the above car parks was subject to a car parking capacity survey undertaken on behalf of the applicant between late morning and late afternoon on Saturday 25th November 2017. This is considered by TDM to provide a reliable basis during which to undertake such a survey given that Saturday afternoon is the recognised peak period of demand for retail uses. Furthermore, the surveys were undertaken on the last Saturday of November and therefore at the beginning of the period of intensified retail demand brought about by the approaching Christmas period, which in recent years is represented by a spike in demand from the last Friday of November onwards.

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- 10.31 The survey data confirms that Cabot Circus and The Galleries car parks were operating near or at capacity (at least 99% full) between 11:00-15:00 and 11:45-15:00 respectively, with the other four car parks experiencing between 69% and 76% occupancy between the hours of 14:30 and 15:30. The exception to this is the St James Barton car park, which peaked at 64% at 19:00 (the earlier peak being 60% at 15:30), which may be explained by its close proximity to a large hotel.
- 10.32 Whilst the above data indicates some capacity in car parking during the day, it is important to recognise that these car parks have far fewer spaces than Cabot Circus and The Galleries (which comprise 77% of the parking in Broadmead), but that they are also outside of the ownership of the applicant and BCC and as such neither party has an influence on pricing structures. For each of the NCP car parks (on a Saturday), a 2 hour stay is charged at £8.50, with 2-4 hours costing between £12.50 and £14.50 and 4-6 hours £16.50. This compares to £3.30, £5.30 and £7.30 for the same periods at Cabot Circus and £0.10 less than the above prices for each of the same periods at The Galleries.
- 10.33 The current proposal is to increase parking in the area by providing 292 new car parking spaces, taking account of the 88 spaces relocated from within Broadmead and Cabot Circus. This represents a 6.5% net increase in the number of car parking spaces serving the shopping centre.
- 10.34 The following figures are taken from the 2nd Transport Assessment Addendum (TAA2) and provide a comparison between the car parking ratios of Cabot Circus, the proposed Callowhill Court proposals and The Mall at Cribbs Causeway.

Table 3.1 Comparison Parking Space ratios

Shopping Centre	Area (sqm)	Parking Spaces	Parking Ratio – sqm per space
Cabot Circus	94,783	2,540	37.3
Cabot Circus and Broadmead	115,764	4,925	23.5
The Mall, Cribbs Causeway	67,514	7,000	9.6
Callowhill Court	49,911(net)	292(new)	171

- 10.35 The above figures indicate that whilst the floorspace of new retail / leisure facilities is proposed to increase by 43%, the car parking provision is proposed to increase by 6.5%. TDM considers this acceptable and reflective of the location of the development within a city centre and benefitting from access by a range of sustainable modes of travel.
- 10.36 It is also recognised that the Broadmead retail destination serves the wider West of England / South West region as well as the immediate urban area. In some cases, visitors to the Broadmead retail area are drawn from a considerable catchment and locations where public transport is either unviable, inconvenient or entirely absent. Whilst the West of England Combined Authority (WECA) seek to address this through an increase to the number of park bus and rail-based Park and Ride sites around the city, the current situation results in numerous visitors undertaking circuitous trips around the city centre in a way that generates increased and sometimes unnecessary congestion. It is not considered that the addition of 292

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spaces alone will entirely remove this problem, but that it is considered to go some way in alleviating driver frustration caused by the circuitous movements that occur once the major car parks become full, and which may cause spending to be attracted elsewhere. TDM consider this is a realistic and potential economic consequence of congestion.

Visitor Dwell Times

- 10.37 In relation to the above economic considerations, it is the intention that the proposed development brings greater investment including consumer spending to Bristol. The development proposed aims to capitalise on this by providing a range of uses that will encourage longer stays at the destination, which in turn generates demand for longer parking occurrences, with further restricts parking availability. Evidence to support this is provided within TAA2, which charts the increase in shopper dwell times according to the size of Cabot Circus and other similar shopping centres from which an indicative increase of 20% in shopper dwell time is evidence from the average stay. The current average parking dwell time for Cabot Circus is around 90 minutes. However, this increases during peak (i.e. Christmas) periods where average dwell times of between 2 and 3 hours have been recorded at The Galleries in recent years.
- 10.38 Notwithstanding the above, TDM considers that a balance needs to be struck between parking supply and demand in such a way that addresses additional demands that would be brought about by the proposed development, but that doesn't take place in such a way that damages the safety, efficiency and viability of the local highway network that would have damaging consequences for the users of all modes of transport. TDM (and BCC) therefore must also ensure that the development also delivers for sustainable transport in such a way that offsets the negative consequences of increased demand for car travel within the urban area.

Travel Demands and future off-site infrastructure

- 10.39 The ability to deliver major infrastructure funded by development has already been demonstrated through the Community Infrastructure Levy (CIL) mechanism, particularly for wider cross-boundary strategic transport interventions (i.e. MetroBus), but also through section 106 contributions and this is considered later in this report. The level of CIL contribution applying to this development cannot yet be confirmed (as the range and extent of each use class floorspace are deliberately flexible in order to attract investment), but TDM understands this is likely to be substantial and could potentially assist in delivering wider sustainable transport initiatives over and above those already present and current being delivered. This will provide further opportunity to enhance accessibility by public transport to locations not currently served.

Traffic Impact and Car Park Access**Trip Generation**

- 10.40 The peak period trip generation of the 380-space car park for the weekday evening and Saturday afternoon peak periods of demand are presented in the TAA2 and confirmed below in Table 4.1. A figure of 300 is assumed given that the additional net car parking spaces proposed by the development is 292 and therefore the demand for the remaining (existing and relocated) 88 spaces can be assumed to already be on the highway network at this time. For

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reference, the trip generation of the previous (500 space) car park is shown in bracketed italics, with the reduction in trips regulated by the amount of parking the proposals are able to physically accommodate, subject to effective car park management (see later).

Table 4.1 – Trip Generation of Development

Period/Time	Trip Generation – 300 space car park (<i>500 space car park</i>)		
	Arrivals	Departures	Total
Weekday peak			
4pm-5pm	36 (<i>60</i>)	68 (<i>113</i>)	103 (<i>173</i>)
5pm-6pm	48 (<i>81</i>)	60 (<i>100</i>)	108 (<i>181</i>)
6pm-7pm	52 (<i>86</i>)	51 (<i>86</i>)	103 (<i>172</i>)
Saturday peak			
12pm-1pm	64 (<i>106</i>)	54 (<i>89</i>)	117 (<i>195</i>)
1pm-2pm	73 (<i>122</i>)	73 (<i>121</i>)	146 (<i>243</i>)
2pm-3pm	82 (<i>137</i>)	80 (<i>134</i>)	163 (<i>271</i>)

- 10.41 The proposed new junction has been modelled to run the right turn entry to the car park on the same signal stage as the left turn 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 this therefore requires to be addressed before any detailed approval of the scheme takes place. The present junction design would require cyclists to cross at the existing Toucan crossing and join the westbound bus lane before continuing south via the delivery access, continuing to Horsefair.
- 10.42 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 E of the TAA2. The arrival trips can be quantified for the peak hours of demand as follows in Table 4.2. Whilst the distribution proportions do not differ from previously, the flows reduced. Once again, the 500-space car park flows are shown in bracketed italics.

Table 4.2 Distribution & Assignment of Arrival trips –Weekday and Saturday Peaks

Trips From	Weekday peak	Saturday peak	Weekday peak	Saturday peak
	Arrivals		Departures	
M32 (N)	15%	16%	26%	23%
	7 (<i>12</i>)	12 (<i>22</i>)	16 (<i>26</i>)	17 (<i>31</i>)
A4044 Bond Street (S)	25%	24%	14%	17%
	12 (<i>20</i>)	18 (<i>33</i>)	8 (<i>14</i>)	12 (<i>23</i>)
A38 Haymarket	18%	24%	27%	31%
	9 (<i>15</i>)	18 (<i>33</i>)	16 (<i>27</i>)	23 (<i>42</i>)
B4051 Marlborough Street	15%	15%	24%	15%
	7 (<i>12</i>)	11 (<i>21</i>)	14 (<i>24</i>)	11 (<i>20</i>)
A38 Stokes Croft	27%	21%	9%	14%
	13 (<i>22</i>)	15 (<i>29</i>)	5 (<i>9</i>)	10 (<i>19</i>)
TOTAL	48 (<i>81</i>)	74 (<i>137</i>)	59 (<i>100</i>)	73 (<i>134</i>)

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Car Park Access

- 10.43 As detailed in Table 2.1 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 freeflow of traffic along Bond Street and serve to cause significant additional delay on the network, and in particular public transport. 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 380 spaces is therefore around 30% of the maximum parking standard for these uses (1,251) as set out in the local plan.
- 10.44 The proposed access to the new car park is illustrated in drawing 0775-047 within the Second Transport Assessment Addendum (TAA2). This confirms the provision of a right-in / left-out access arrangement to serve a 380-space car park to the south of Bond Street.
- 10.45 This arrangement is considered by TDM to be preferable to the conflict that would arise between arriving visitors and the City's most-utilised bus lane if a left turn-in from Bond Street were to be provided. Under the revised proposals, TDM did not accept a right-turn out of the car park into Bond Street given the blocking back and additional congestion an additional signal phase could cause to St James Barton roundabout. Nevertheless, the potential right turn lane into the car park could result in similar problems of blocking back, and it was for this reason that the Brunswick Square (straight ahead from York Street into the car park) option was devised.

Bond Street Right Turn In

- 10.46 The present scheme shifts the emphasis (and impact) back to Bond Street and therefore the need to ensure that the junction operates with the minimum of negative effects upon the efficient functioning of the highway network is critical. The reduction in parking spaces by a further two hundred (from 580 to 380 spaces) will alleviate some of this demand. However, the consequence of this is that the car park is likely to fill up more quickly during periods of peak demand. It is critical to the highway network that the right-turn lane into the car park, which proposes stacking space for around 9-10 vehicles does not generate a queue any longer than this, which would effectively block straight-on traffic unconnected with the development and approaching from St James Barton and seeking to exit the city centre via Newfoundland Way or Temple Way. The consequences of this could be the locking up of the St James Barton roundabout or increased congestion along Haymarket, Marlborough Street or Stokes Croft.
- 10.47 It is therefore necessary to interrogate the traffic modelling that has been provided in support of the latest revision to the scheme and analysis of this is provided below.

Capacity of Car Park Access and Right Turn Lane

- 10.48 TDM are satisfied that the car park entrance ramp (off-highway) has sufficient stacking space to accommodate a considerable queue into the car park before any effects would be felt on the highway. An internal queueing capacity of 35 vehicles represents just over 9% of the total car park capacity. However, if this stacking lane were to become full, TDM would be concerned about the consequences for the management of the network in view of the concerns raised above.

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Traffic Modelling Assessment – S-Paramics network microsimulation

- 10.49 An assessment was undertaken using the S-Paramics City Centre model for the 500-space car park as part of the last submission. However, in view of the reduction in traffic generated by the revised proposal, and the resultant reduction in impact, it was considered by the applicant in discussions with TDM that it was not necessary to re-run the modelling assessment, other than to re-run the standalone LINSIG model of the new junction of Bond Street and the car park access. For completeness, however, the results of the S-Paramics modelling are again summarised below.
- 10.50 The modelling assessment has shown that, (for a 500-space car park with an access from York Street and a left and right out to Bond Street) since the network is relatively uncongested during the Saturday peak period, the impacts from the proposed development during this period were largely confined to St James Barton Roundabout, although additional forecast queuing resulting from the new access was forecasted on Bond Street westbound (16 vehicles) and eastbound (10 vehicles) during the Saturday peak hour. However, it must be noted that the eastbound queuing is likely to decrease from the under the revised proposals, which remove the right turn out of the car park, therefore allowing more green time than was previously modelled to the outbound traffic stream.
- 10.51 During the weekday evening peak the westbound queue along Bond Street was forecast to extend 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.

Traffic Modelling Assessment – LINSIG signal junction assessment

- 10.52 As referenced above, a standalone model of the proposed access junction has been updated to reflect the changes to the proposed junction and the changes in flows brought about by the reduction in car park size.
- 10.53 Earlier on, and in relation to the traffic distribution and assignment, it is confirmed that for the 380 space car park, 88 of the spaces already exist (but are currently located elsewhere) and therefore, such traffic is already on the highway network. Whilst this may be acceptable for a strategic model in assessing patterns over a wider area, this would not be acceptable in the case of assessing junction turning movements and associated performance, since the flows inputted to the model will not account for this re-routed traffic. With this in the mind, the consultants working on behalf of the applicant have ensured that the correct figures are used in the junction model by re-routing this traffic to enter / leave the junction as appropriate. The results of this re-routing mean that the arrivals and departures are slightly altered for the peak hours as follows in Table 4.3, as taken from TAA2.

Table 4.3 – Revised Arrivals and Departures (taking account of existing space re-routing)

Period	Arrivals	Departures	Total
Weekday 17:00-18:00	61	76	137 (+20)
Saturday 13:00-14:00	92	92	184 (+37)

- 10.54 The above adjustment results in an additional 20 trips and 37 trips being added to the weekday and Saturday peak hour models, respectively.

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- 10.55 In relation to the performance of the junction for the weekday PM peak hour, the modelling results confirmed mean max queuing of 7-8 vehicles in each of the westbound lanes and 1 vehicle in the bus lane, with 2 vehicles queuing to enter the site and 2 vehicles queuing to exit the site. For the Saturday afternoon peak hour, the outputs were similar with the westbound queuing forecasted to comprise 8 vehicles in each of the westbound running lanes of Bond Street with 1 in the bus lane, and again 2 vehicles queuing to exit and enter the car park. In each case, none of the arms of the junction operated beyond 58% of its Practical Reserve Capacity.
- 10.56 On the basis of the above results, TDM is satisfied that the junction will operate satisfactorily. However, this is subject to the management regime taking control of instances where either the car park or the right-turn into the site is full and potentially compromising the operation of the local highway network. A condition is required to address this. The operation of the new car park is an essential part of the modelling and conclusions of its acceptability. Using the new car park as a 'reserve' and holding it closed until the Cabot Circus car park is full would be operationally adverse to traffic flows.

VMS Signage / Driver Information

- 10.57 At present, and on occasions when car parks become full, BCC's Variable Message Signage (VMS) will inform motorists accordingly to seek parking elsewhere. However, this technology is becoming old and it is likely that in future years more effective (in-car or satnav / app) solutions will become increasingly available to motorists. TDM therefore seek funding towards improving the driver awareness / user experience, which currently comprises VMS signage, but will seek flexibility in such a contribution to allow BCC to spend such funds on smarter technologies as they become available.
- 10.58 A condition is required (as part of the Management Strategy) for the applicant to effectively manage the right-turn lane (as currently happens at the Cabot Circus Car Park) to prevent vehicles from entering the right-turn lane queue were the shopping centre car park (or its entrance ramp) to become full.

DELIVERIES AND SERVICING

- 10.59 It is suggested by the applicant that the proposed delivery access from Bond Street will operate in a similar fashion to that which serves Cabot Circus from Temple Way where a delivery 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.
- 10.60 Whilst the removal of such traffic from the Horsefair / Penn Street will be realised to the benefit of pedestrians, it would not be acceptable if the above mechanism were to cause detriment to the safe and reliable operation of public transport along Bond Street. The delivery arrangements, as described must therefore be subject to regular review as part of the associated planning conditions.
- 10.61 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

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opened to all delivery vehicles. TDM have concerns over such an approach due to conflict with pedestrians / cyclists on Nelson Street 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.

10.62 It is estimated that around 14 delivery vehicles per day 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 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 is 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.

10.63 In any event, TDM insist that a condition is attached to any consent requiring the applicant to enter into a Freight Consolidation arrangement, which has proved effective in other locations and significantly reduced the amount of delivery traffic in urban areas through the utilisation of cleaner electric vehicles which are able to transport several deliveries in a single trip as opposed to several. Such an arrangement will only help to avoid issues occurring on the highway as described above. This has not been agreed at this stage with the Applicant. Accordingly the recommended list of conditions include a requirement for a delivery strategy which could include a freight consolidation arrangement. The contents of the delivery strategy for the site will be agreed at the appropriate time.

Public Transport & Taxis

10.64 The outline application, whilst not being considered for matters other than access, suggests a number of fundamental changes to the road network in this area which need to be considered in the context of public transport movement, and also the emerging City Centre Framework, 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.
- The removal of general traffic from the entirety of Union Street

10.65 Whilst not being determined by this consent and subject to numerous legal orders / processes, the proposals have nevertheless presented a challenge to satisfy TDM that the revised highway arrangements will satisfactorily accommodate public transport, its current passengers and future growth within Broadmead when two sides of the current loop (Horsefair / Penn Street) used by the vast majority of bus services are proposed to be removed. TDM therefore requires to be satisfied that a workable solution is deliverable.

10.66 Transport Consultants working on behalf of the applicant have, at the request of TDM, therefore undertaken a detailed and thorough study of bus routing and available kerb space to determine whether or not the proposals are achievable in practice. Whilst this had to involve a range of assumptions, it comprised: a routing analysis of each of the 45 bus services that currently serve Broadmead; where each of the routes currently stop; and what implications the various road closures and stopping demands will place upon each service in the future development scenario. The analysis forms Appendix D of TAA2 and has found that additional pressure is put upon Union Street,

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Newgate and Broad Weir, given that they are proposed to effectively replace Horsefair and Penn Street as the circulatory route for public transport around the Broadmead area.

- 10.67 Officers have considered these assessments and are satisfied that the revised arrangements can work, subject to further dialogue with bus companies, the effective delivery of kerbside infrastructure, including improved stops, raised kerbs, real-time information and shelters to a greater capacity than currently exist.
- 10.68 A further matter concerning public transport relates to the possibility of a new bus only link between Broad Weir and Bond Street between the Castlemead Tower and Cabot Circus (H&M) building. Whilst this does not form part of the planning application and is therefore only suggested, at present TDM are not certain of the deliverability of this suggested piece of infrastructure and therefore it should be conditioned that further investigative work is undertaken to define whether BCC consider it to be acceptable and physical and safety terms.
- 10.69 Taxi pick-up and drop off provision is proposed to be delivered 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

- 10.70 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 to Bond Street via York Street
 - York Street to Horsefair via shared space between development and Debenhams, continuing along Union Street (southbound) and right into Nelson Street
 - Brunswick Square to Ambulance Station / Castle Park via existing Toucan crossing adjacent to McDonalds and continuing south along Penn Street and Castle Street shared footway
 - Union Street (both directions) tying into existing infrastructure at Lower Maudlin Street and Castle Park via upgrade to route south of Wine Street and towards Finzells Reach Bridge
- 10.71 Officers have been in dialogue with the applicant on these matters and upgrades to the above routes that form part of the developers' works to be conditioned and delivered through a section 278 agreement and contribution.
- 10.72 TDM 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 (ie. Horsefair – post-closure) where cyclists travelling along a quiet street is considered acceptable
- 10.73 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 where several hundred cycle parking spaces are provided at a time as part of the development.

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Pedestrians and Disabled Users

- 10.74 In terms of linkage for pedestrians and disabled users, there are clear opportunities for benefits with this scheme, in particular the opportunity to achieve level access (from ground floor on Bond Street to first floor within the development via a level walkway) which would remove a significant barrier to many generated by the change in levels between Bond Street and Horsefair.
- 10.75 There does however remain a concern with the locating of outbound bus stops on the uphill section of Union Street and the distance needed to travel by some to reach their bus stop as a result of the relocation of bus routes from the centre to the periphery of the area. TDM would therefore like to insist upon a condition that requires a disabled access strategy to be devised and agreed in writing prior to the progression of any future applications on this site.
- 10.76 TDM are satisfied that disabled motorists have been fully considered as part of these proposals. The inclusion of numerous disabled bays outside of the charging regime of the car park is welcomed, as are the number of parking facilities for visitors and staff.

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

- 10.77 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.
- 10.78 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.
- 10.79 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 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.
- 10.80 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.
- 10.81 These policy provisions have been applied to the preparation and assessment of the parameter plans and will be used in the testing of the detailed scheme design as it emerges.

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10.82 The application includes a set of parameter plans for approval which define the extent, scale, range of uses and maxima areas, mass, connections and volumes. The parameter plans are:

- red line application plan
- build zone
- retained structures
- pedestrian access
- vehicular access
- street position(s)
- ground floor connections
- first floor connections
- upper floor connections
- parking
- volumes

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.

Design and Access Statement

10.84 The Design and Access Statement contains some early and illustrative design thinking that will inform future detailed work. (A summary of this is included in the 'Summary of Planning Application' document submitted).

10.85 The representation from City Design Group (CDG) set out above indicates that progress has been made towards an acceptable design solution. In particular, the additional indicative width of Broadmead East that allows for a more generous public realm, the retention of existing trees and a more appropriate relationship with existing building forms at the Hub/ the Podium space.

10.86 CDG welcome the realignment and space to the north of Quakers Friars to increase the setting of the group of historic buildings and the permeability of the area. The increased pedestrian permeability from Bond Street into the development and the subsequent improvement to the grain of buildings along the Bond Street frontage together with the potential for improved public realm and tree planting in Horsefair and Penn Street.

10.87 The parameter plans are in accordance with policies of the Development Plan and NPPF and a presumption in favour of a grant of planning permission therefore arises. The parameter plans provide a sound basis for the subsequent preparation and submission of detailed designs via reserved matters applications informed by the illustrative design thinking set out in the Design and Access Statement.

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

10.88 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

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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.

- 10.89 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].
- 10.90 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 (paragraphs 131, 132).
- 10.91 Further guidance in paragraph 133 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.
- 10.92 In paragraph 134 the Framework guidance is that where there is “less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefit of the proposal....”.
- 10.93 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.
- 10.94 It is noted that Historic England (HE) have been engaged with the Applicant in parallel to meetings with City Design Group.
- 10.95 HE remain of the view that the limitations of an outline planning application, particularly with respect to defining architecture, do not allow a fully comprehensive heritage impact to be assessed. However, HE are pleased that the massing of the proposed development and some over-arching architectural approaches have now been given further thought and offer a greater degree of certainty for what may be submitted at a Reserved Matters stage.
- 10.96 HE make the following observations:
- “We previously expressed concern over the potential cumulative impacts of the outline proposals upon highly-grade heritage assets and their settings. The agent has since carried out a further assessment on the potential visual impacts from a revised massing and height of development. Most pertinent to our concerns are views generated from within Portland and Brunswick Squares, both being the centrepieces to the Conservation Area to the north of Broadmead. With a proposed reduction on the car parking provision and the tower element on the northern fringe of the application site, the photographic and wire-frame montages indicate that the development will not break the skyline of views from within key parts of the Conservation Area. We now have a greater degree of comfort that that will be little impact upon this pair of historic squares and the heritage assets that define each space.
 - We advised at the time of previous submissions that the northern line of the development should not exacerbate that lack of permeability that has resulted from Cabot Circus to the immediate east. We are therefore pleased that the amended masterplan has included an

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additional and meaningful pedestrian route to link across to York Street. This, together with the other north-south axis routes will, we hope result in a degree of permeability that will link the development more clearly to the historic areas to the north.

- Within the heart of the application site are a group of highly designated heritage assets, including Quakers Friars (Grade I and Scheduled Ancient Monument) and Merchant Taylors' Almshouses (Grade II*). Their setting is important to their heritage significance and we recognise that the proposals will introduce a higher mass of development that will impact upon their setting. However, their existing settings are far removed and compromised from their historic context, and the impacts can be mitigated by an appropriate and well-considered design approach. We are pleased that further thought has been given to the setting of Quakers Friars. The truncation of modern buildings on its northern side and the creation of a public space will improve its setting and would see the heritage asset forming the key focal point of this aspect of the development, not only by virtue of the increased permeability and place making, but also the steer to the massing and design/proportions of new buildings.
 - We have been concerned over the principle of an outline application for such a significant development within the city and the limited information available in terms of the detailed design. However, the additional information submitted and discussions with the agents have given us a level of comfort that many aspects of the built environment including active frontages onto Bond Street and indicative building façade proportions have been developed to a point that informs us of the likely design approaches and characteristics. Thought has been given to framing and revealing key views of the sounding city from within the development which will help knit the development into its urban and historic setting. We will be able to fully assess the impact of the development and its realised design/materials etc. at Reserved Matters stage. However, on the basis of the information submitted, we believe that the impact upon the historic environment is not likely to be unacceptably harmful.
- Historic England has no objection to the planning application on heritage grounds.”

10.97 With regard to the conservation areas to the north of the site HE's conclusion is that impact on views from the Portland and Brunswick Square conservation areas are acceptable with “little impact upon this pair of historic squares”.

10.98 With regard to Quakers Friars, HE advises that the further evolution of design thinking and alterations made to the parameters would improve the setting of the heritage asset.

10.99 HE considers that the creation of a new link through the northern edge of the proposed development to link with York Street is supported to connect with the historic areas to the north.

10.100 HE goes on to indicate that the application meets the relevant tests of NPPF and statutory provisions.

10.101 The applicant's heritage assessment concludes that:

- the proposed development would enhance the significance of the Quakers Friars heritage assets and meet the statutory duties of preservation and comply with policies of NPPF (paragraphs 131, 132, 137) in relation to preserving setting and making a positive contribution of improvement
- on a wider basis the proposed development would constitute change but neither enhance or harm. The statutory duty of preservation and the objectives of NPPF (paras 131, 132, 137) will be met by sustaining the significance of heritage assets and causing no harm.

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10.102 Your officers' overall conclusion is that there will be no or very little harm to heritage assets, i.e. less than substantial. If the latter, this is significantly outweighed by the public and heritage benefits of the proposed development (as set out at Section I below) in compliance with para 134 of NPPF. A refusal of planning permission on heritage grounds is not therefore justified – supported by HE advice of no objection on heritage grounds.

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

10.103 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.

10.104 Core Strategy Policies BCS13, BCS14 and BCS15 set out the Council's key policies for climate change and sustainable development.

10.105 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.

10.106 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%.

10.107 The objectives of Development Plan policy can be met within the terms of the planning permission as conditioned. Detailed refinement will take place as the scheme is designed up and will include the requirement to submit an 'Energy Statement' to include a consideration of district heating.

10.108 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 that they would seek a higher rating:

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

10.109 Relevant conditions are proposed to secure a sustainable scheme. These issues will be refined at reserved matters stage.

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

10.110 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.

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- 10.111 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).
- 10.112 The Project Manager, City Innovation and Sustainability at the Council has been in contact with the Applicants’ Air Quality Consultant since the last Committee Meeting in September.
- 10.113 It has been confirmed that the development proposal is predicted to have both positive and some negative impacts upon air pollution in the area around the site. There are significant changes to the way in which vehicles navigate the area. Currently Bristol City Council monitor exceedance of air quality objectives along the Horsefair/Penn Street and the planned changes in this location are predicted to significantly improve air quality in this location.
- 10.114 A worsening of the pollution levels, which is described as slight adverse in accordance with Environmental Protection UK guidance is predicted along Wine Street, Newgate and Broadweir. This is as a result of the proposed changes to bus movements in the area. These do not however lead to any breaches of air quality objectives in this area.
- 10.115 The traffic modelling indicates that there will be a reduction in vehicle movements along Newfoundland Way and Bond Street with the proposed development in place. The traffic modelling takes into account a wide range of other schemes that have been implemented or are due to be implemented over the coming years including Metrobus and Temple Circus works. Therefore, it is considered the proposals will be positive with regards to air pollution levels in this area based on the predicted changes to vehicle movements.
- 10.116 Dispersion of pollutants is impacted by the surrounding physical environment. There is potential for creating a canyon street along Bond Street which could inhibit dispersion and worsen air pollution. However, whilst potentially being significant for air quality, this is something that can be addressed through careful consideration of the scale and mass of the development in the location in relation to the road.
- 10.117 The air quality assessment suggests a range of mitigation measures which could be implemented to help mitigate air pollution where a worsening is predicted. The proposals themselves do however contribute to improvements in air pollution in some locations. It will be important to consider opportunities to mitigate any negative impacts and these can be considered as appropriate at the reserved matters stage. Given continued careful consideration of air quality impacts throughout the subsequent planning application phases, I can confirm that I do not object to the planning application on grounds of air quality impact.

(G) WHAT ARE THE DAYLIGHT AND SUNLIGHT IMPACTS?

- 10.118 The Applicant has undertaken additional work since the Committee in September to understand the impact of the application proposals on sunlight and daylight.
- 10.119 The applicant’s conclusions of the work undertaken so far is as follows:

In respect of daylight:

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“Overall, whilst there are a small number of acute effects, these are isolated and do not represent the broader, predominant results, the vast majority of which meet the BRE targets or experience Negligible effects.” (Applicant’s Second ES Addendum, Paragraph 18.46)

10.120 In respect of sunlight:

“The impact on sunlight levels to the surrounding buildings is considered Negligible with just a small number of isolated significant impacts. The vast majority of the windows assessed meet the BRE targets or experience effects categorised as Negligible.” (Applicant’s Second ES Addendum, paragraph 18.48).

10.121 As part of the on-going evolution of the design of this scheme, the scale and mass of the buildings facing Bond Street and Merchant Street has been reduced. A detailed analysis of the impact on daylight and sunlight effects will be considered in greater detail at reserved matters stage.

(H) ARE THE ENVIRONMENTAL IMPACTS ACCEPTABLE WITH MITIGATION?

10.122 Taking the Environmental Impact Assessment as a whole it is concluded that on technical review there are not significant impacts that cannot be mitigated such as to justify a refusal of planning permission. The significant effects and their mitigation is set out in Table at Appendix

(I) WHAT ARE THE BENEFITS OF THE PROPOSED DEVELOPMENT?

10.123 The proposed scheme is a major development for the City Centre with a suggested construction value in excess of £370m. This scale of development will bring construction and operational economic and social benefits that need to be taken into account in the determination of the application.

10.124 The applicant submits these benefits to comprise:

Construction phase

£370m	development cost
1,255	net new jobs
£210.6m	addition to the local economy (Gross Value Added)

Operational phase

3,550-3,705	net new jobs
2,800	pool of local benefits claimants seeking employment in retail, leisure and hotel industries
£6.7-£9.0m	increase in business rate revenue pa
£153.9-160m	addition to local economy (Gross Value Added)

10.125 The scheme will also act to support the vitality and viability of the City Centre and create a new and enhanced retail and leisure destination in a sustainable location in accordance with planning policy.

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11.0 THE PLANNING BALANCE

- 11.1 Section 38(6) of the Town and Country Planning Act requires the Council to determine applications in accordance with the Development Plan unless material considerations indicate otherwise.
- 11.2 The proposed scheme is in accordance with the Development Plan as explained in this report from which a presumption in favour of a grant of planning permission arises.
- 11.3 The NPPF is one of the material considerations with which the proposed scheme is also compliant and adds further weight in support.
- 11.4 The economic and social benefits of the scheme are significant and long lasting which materially support a grant of planning permission.
- 11.5 The impact on heritage assets has been assessed as positive (Quakers Friars) or neutral (all other assets) by the Applicant, or less than substantial harm by HE and to be balanced against heritage benefits and the wider other public benefits.
- 11.6 The transport provisions and impacts are acceptable and TDM recommend approval subject to conditions and a Section 106 agreement.
- 11.7 These are not significant environmental impacts that cannot be managed by mitigation.
- 11.8 The planning balance falls clearly in favour of a grant of planning permission subject to conditions and S106 agreement.

12.0 RECOMMENDED CONDITIONS

- 12.1 Following on from the Committee in September further refinements have been made to the list of conditions that would be attached to the permission in the event that Members were minded to grant. The following list is not exhaustive and delegated authority is sought to prepare the draft planning conditions in consultation with the Applicant.
- 12.2 Conditions relating to the following will be included:
 - 1. Approval of reserved matters on a phase by phase to be made to the Council before the expiration of 7 years.
 - 2. Requirement for reserved matters to be in accordance with the principles and parameters of the approved parameter plans.
 - 3. As part of any application for the approval of reserved matters and prior to the commencement of development, an overall masterplan shall be prepared and submitted to the Council for approval. This will be expected to include:
 - 1. Pedestrian and Cycle routes.
 - 2. The location and design of public cycle parking
 - 3. Confirmation of locations of further accessible and sustainable transport infrastructure.
 - 4. Requirement to submit and secure approval for a Tall Building Assessment

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5. Requirement to submit and secure approval of a Servicing Management Plan, including details of delivery hours, details of how deliveries will be made and refuse collection arrangements.
6. Requirement to submit and secure approval of hard and soft landscaping proposals
7. Requirement to submit and secure approval of a Public Transport Strategy
8. Requirement to submit and secure approval of an Asbestos Survey
9. Requirement to submit and secure approval of a Heritage Assessment
10. Requirement to submit and secure approval of an employment and skills programme
11. Requirement for a report identifying the presence and assessment of unexploded ordnance
12. Requirement to submit and secure approval for a programme of archaeological work
13. Requirement to submit and secure approval for a Foundation Works Risk Assessment
14. Requirement to submit and secure approval for a Security a Counter Terrorism Strategy
15. Requirement to submit and secure approval for a Signage and Wayfinding Strategy
16. Requirement to submit and secure approval for an Energy Statement
17. Standard contamination mitigation conditions
18. Prior to the commencement of development of each phase as agreed under Condition above, including any works of demolition until a construction highway network management plan has been submitted to and been approved in writing by the Local Planning Authority. The approved plan shall be adhered to throughout the construction period. The statement shall provide for:
 - Phasing of works to include opportunities to reduce impact of hoarding on network
 - Measures to improve safety and visibility
 - Temporary Public Transport, Taxi and Delivery arrangements
 - Arrangements for cycle and pedestrian access throughout construction
 - number and type of vehicles accessing the site
 - deliveries, waste, cranes, equipment, plant, workers, visitors
 - size of construction vehicles
 - the use of a freight consolidation scheme for deliveries of materials and goods
 - means by which reduction in the number of movements and parking on nearby streets can be achieved
 - programming
 - waste management
 - construction methodology
 - shared deliveries
 - car sharing

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- travel planning
 - local workforce
 - parking facilities for staff and visitors
 - on-site facilities
- swept paths showing access for the largest vehicles regularly accessing site and measures to ensure adequate space is available
 - arrangements to receive abnormal loads or unusually large vehicles
 - measures to protect vulnerable road users (cyclists and pedestrians)
 - arrangements for temporary facilities for any bus stops or routes
 - arrangements for turning of vehicles, to be within the site unless completely unavoidable
 - means of prevention of mud being carried onto the highway
 - hours of operation
 - any necessary temporary traffic management measures –carriageway restrictions removal of parking, changes to one way streets, hoarding licences, scaffolding licences (this list is not exhaustive)
 - routing plan of vehicles avoiding weight and size restrictions and reducing unsuitable traffic onto residential roads
 - waiting areas and means of communication for delivery vehicles if unavailable space within or near to site, identification of holding areas
 - means of communication of CTMP measures to staff, visitors and neighbouring residents and businesses

19. Requirement for general arrangement plans to be prepared for:

- (a) Bond Street
- (b) Horsefair
- (c) Union Street
- (d) Nelson Street
- (e) Wine Street
- (f) Newgate
- (g) Broad Weir
- (h) Lower Castle Street
- (i) Cycle linkage between Bond Street and Tower Hill along Penn Street and Lower Castle Street
- (j) Detailed technical and safety assessment of Castle Street- Bond Street link
- (k) Additional works at Old Market Roundabout
- (l) Potential to re-route buses via Lewins Mead and Union Street (southbound)
- (m) Provision of cyclists to cross Bond Street (in both directions) in the vicinity of the new access

Indicating proposals for:

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

20. No development to commence until construction details of new internal roads are provided and approved.**21. Requirement to submit and secure approval for structural details of excavation works.**

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22. No development hereby permitted shall be occupied or use commenced until a Servicing Management Strategy setting out how the development (and its neighbouring occupiers) will be serviced and their waste stored and collected has been submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved management plan. This shall include:
- a) Servicing Routes, Timings and Restrictions
 - b) Management of Deliveries using accesses from Bond Street and Horsefair
 - c) Regular dialogue between centre manager and BCC regarding highway matters
 - d) Management of Car Parking Access and Right-turn lane from Bond Street
 - e) Management of Car Parking, including click and collect, disabled users, car club management and electric vehicle charging points
 - f) Evidence of agreement with surrounding occupiers
23. The development hereby approved shall not commence until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.
24. Prior to occupation of the development details of delivery strategy with details of freight consolidation shall be submitted to and approved in writing by the Local Planning Authority.
25. Requirement to complete the vehicular access prior to occupation.
26. For each reserved matters application dealing with the approval of a phase of development a sustainability statement shall be submitted demonstrating how sustainable design principles and climate change adaptation measures have been incorporated into the design and construction of the development, and how the development will meet the requirements of BCS14. These shall be submitted for approval in writing by the Local Planning Authority. The sustainability assessment shall incorporate an assessment of overheating risk based on a recognised methodology such as CIBSE TM52 or equivalent.
27. The development shall be constructed in full accordance with the sustainability statement prior to occupation. Where the development is deemed to be at risk of overheating mitigation measures shall be incorporated into the design.
28. No building or use hereby permitted shall be occupied or the use commenced until a Travel Plan applying to that building or use, comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use, has been submitted to and approved in writing by the Local Planning Authority.
29. Prior to occupation the following information shall be submitted to the local planning authority, for each phase of the development and approved in writing:
- The full BREEAM Post Construction report prepared by the registered BREEAM assessor together with confirmation that this has been submitted to the BRE (including dates/ receipt confirmation email from the BRE)

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- A letter of confirmation from the BREEAM assessor confirming any known reasons why the building may not be able to achieve the credits and rating indicated in the final BREEAM post construction report.
- Within 3 months of first occupation the final post construction BREEAM certificate(s) indicating that a BREEAM 'Excellent' rating has been achieved shall be submitted to the local planning authority and approved in writing.

Prior to occupation an Energy Statement including details of connection to the district heat network shall be provided.

30. Prior to occupation a flood evacuation plan for both the residential and commercial development shall be submitted and approved by the Local Planning Authority.
31. Within 6 months of commencement, a programme for the submission and approval of a Full Travel Plan shall be submitted to and agreed in writing by the Local Planning Authority. This Plan shall be finalised before the first concert at the arena and shall include a programme for on-going review.

The Travel Plan shall include continuing and long-term measures to promote and encourage alternatives to single-occupancy car use and be prepared, submitted to and approved in writing by the Local Planning Authority. The approved Travel Plan shall then be implemented, maintained, monitored and reviewed in accordance with the agreed Travel Plan targets to the satisfaction of the Council.

The Travel Plan will be required to confirm the following:

- a) The appointment of and funding of a Travel Plan Coordinator
- b) A timetable for preparation, implementation, monitoring and review
- c) The overall outcomes to be achieved by the Travel Plan; the performance indicators, targets and back-up measures to be applied where the Travel Plan is not meeting its targets
- d) Confirmation of the measures to be implemented upon occupation to include the following:
 - e) Secure cycle parking for visitors and staff
 - f) Information strategy - to be distributed to staff from the first occupation
 - g) Issuing of cycle equipment and discounts to staff
 - h) A strategy for the incentivisation of sustainable transport use
 - i) The installation of a large live real-time public transport information screen within public areas
 - j) Annual Travel Surveys over a five-year period
32. Prior to occupation of the development details of a Car Club Services Scheme in accordance with a contract to be entered into by the developer and an approved Car Club provider shall be submitted and approved in writing by the Local Planning Authority. The Car Club Services Scheme shall comprise:
 - a) the allocation of two car club parking spaces,
 - b) the provision of two cars
 - c) provision of car club membership for all eligible residents of the development for a minimum of 3 years

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d) the phasing at which the scheme will be introduced

33. In respect of advertising on site, no advertisement is to be displayed without the permission of the owner of the site or any other person with an interest in the site entitled to grant permission.

No advertisement shall be sited or displayed so as to:-

(a) endanger persons using any highway, railway, waterway, dock, harbour or aerodrome (civil or military);

(b) obscure, or hinder the ready interpretation of any traffic sign, railway signal or aid to navigation by water or air; or

(c) hinder the operation of any device used for the purpose of security or surveillance or for measuring the speed of any vehicle.

(d) Any advertisement displayed, and any site used for the display of advertisements shall be maintained in a condition that does not impair the visual amenity of the site.

(e) Any structure or hoarding erected or used principally for the purpose of displaying advertisements shall be maintained in a condition that does not endanger the public.

(f) Where an advertisement is required under these Regulations to be removed, the site shall be left in a condition that does not endanger the public or impair visual amenity.

13.0 CONCLUSIONS

- 13.1 There is strong national and local plan policy support for enhancing city centre uses. This is the correct location for additional retail development. This, in combination with leisure development and additional housing (including affordable housing) will secure benefits for the city centre and the city overall.
- 13.2 Following the Committee on 6 September 2017, the application proposal has been refined. The level of car parking has been reduced and changes to its access have been made. The application proposal no longer requires any vehicles to negotiate Brunswick Square.
- 13.3 Overall the application proposal for a comprehensive redevelopment of approximately three hectares of the city centre can be supported and granted planning permission in accordance with Section 38(6) of TCPA. The outline proposals reinforce the city centre as the principal destination for shopping and leisure.

Development Control Committee A – 10 January 2018

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

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 relevant legal agreements to cover the following:

- (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 a sum to be reported at Committee to secure a range of transport improvements not covered by a Section 278 highways agreement.**

Financial contribution towards the purchase, supply and commissioning of new bus stop infrastructure to include:

- **Shelters, seats and ticketing machines (if appropriate)**
- **Real-Time Information**
- **Information display Monoliths in prominent locations**
- **Display Cases**
- **Lighting**

Financial Contribution towards the provision of a car club scheme

Financial Contributions to the funding of a safe and / or segregated cycle routes

- **between Stokes Croft and Bond Street along York Street**
- **between Union Street and Bristol Bridge**
- **between Union Street and Finzell's Reach Bridge**
- **along Fairfax Street between Pithay and Broad Weir**

New Traffic Signal and Lighting Infrastructure will incur fees to allow BCC Signals & Lighting Team to design, supply and commission new infrastructure.

A financial contribution towards the development and delivery of a system of driver information, this could include, but not be limited to:

- **Variable Message Signage**
- **Development of app-based technology**

- (c) 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**

Development Control Committee A – 10 January 2018

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

- Cycleways
- Loading Restrictions
- Parking restrictions
- Relocation of / provision of new metered parking bays
- Weight / access restrictions
- New signalised crossings and signal junctions
- Raised table crossings

(d) Commuted sums will be required on all new infrastructure BCC is expected to maintain, post-development including:

Lighting columns

Street furniture

Planting, including trees

New signal junctions

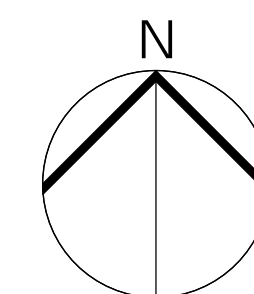
New Highway Structures

(e) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in this recommendation.

Supporting Documents

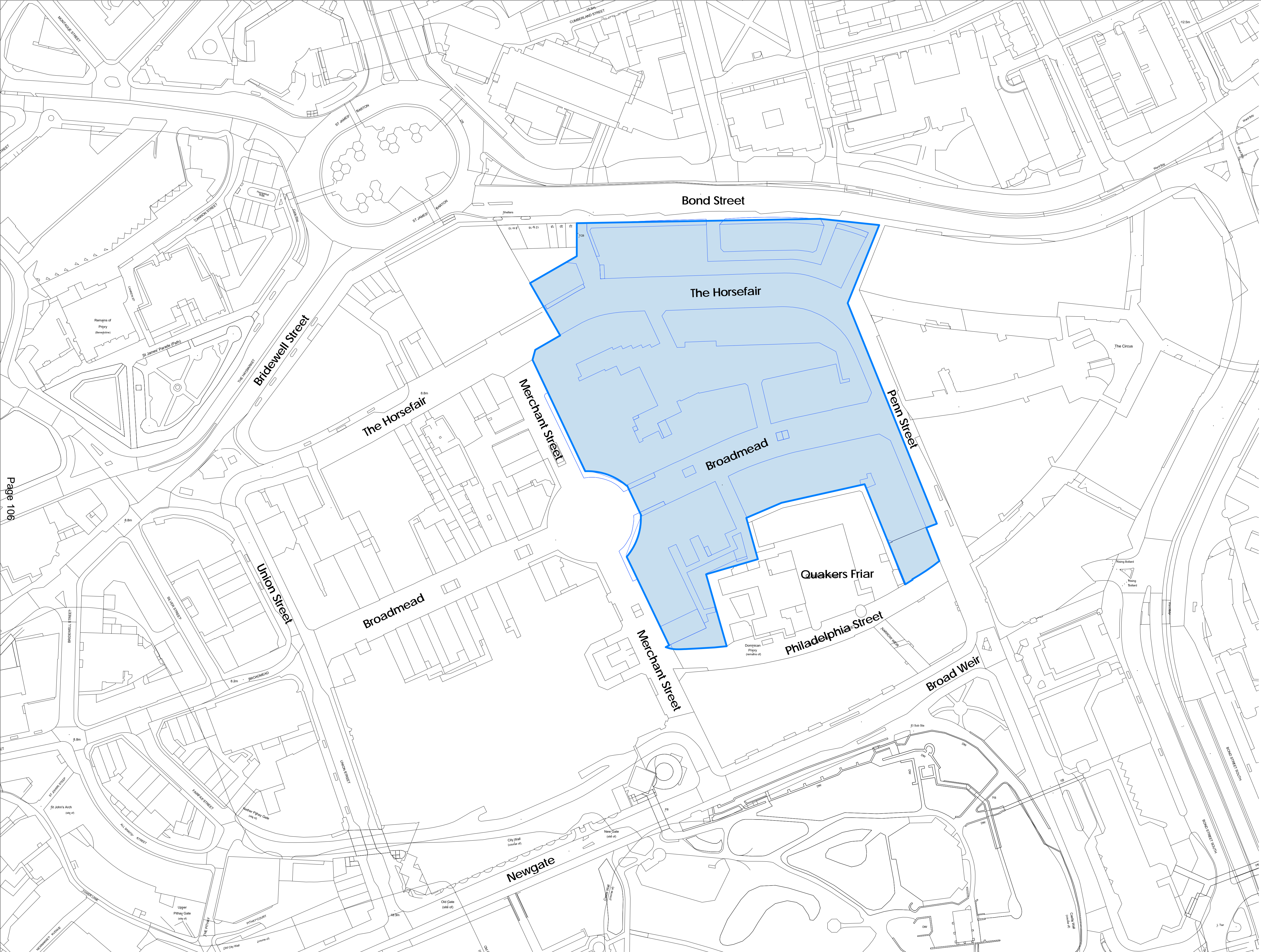
2. Land at the adjoining Callowhill Court, Broadmead & The Horsefair

1. Site location plan
2. New means of access drawings

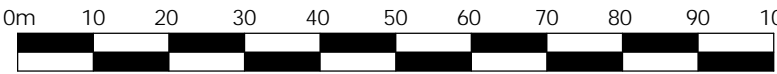
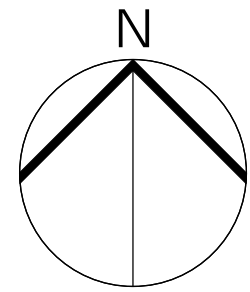


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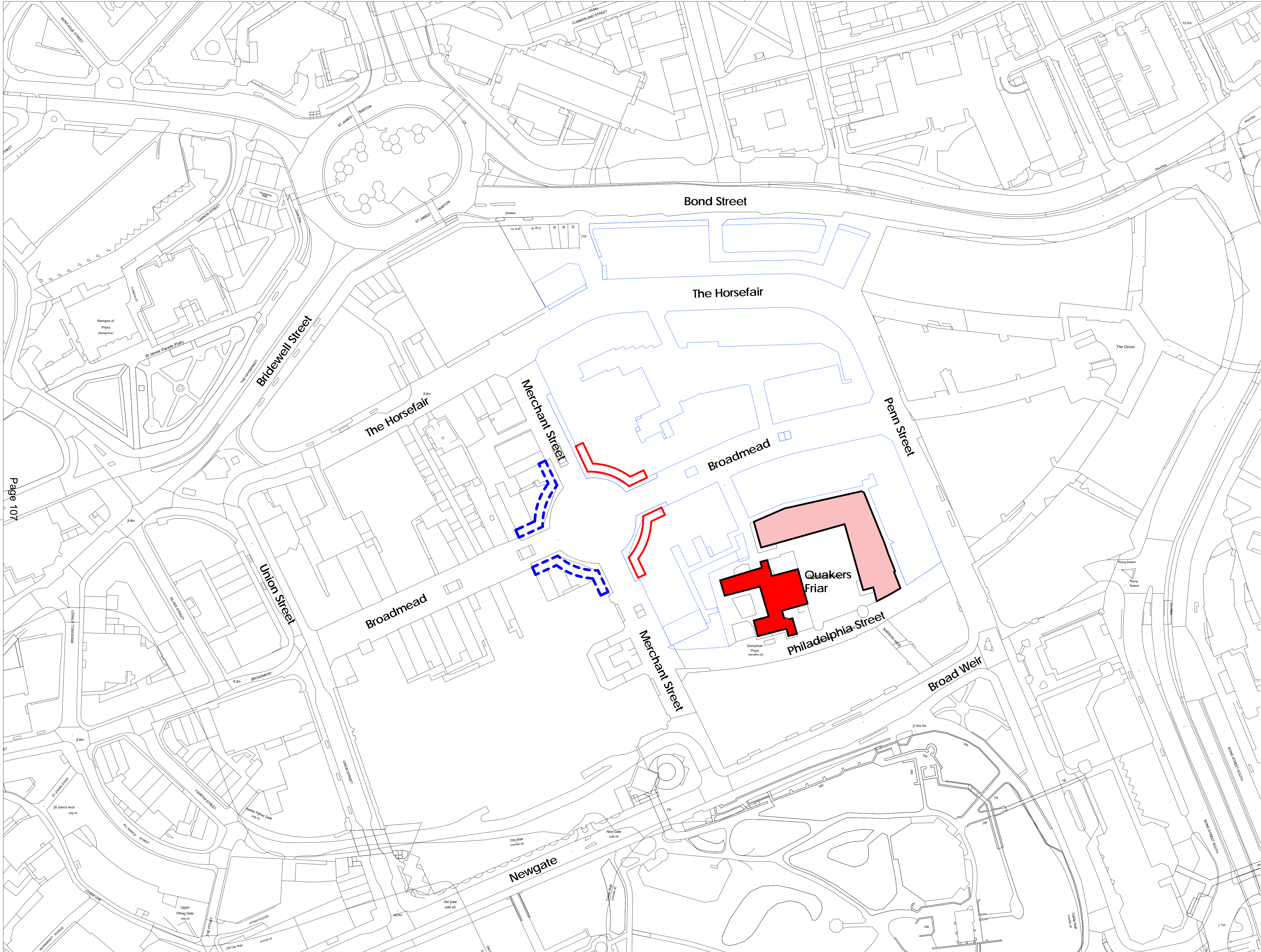
- Build zone
- Existing buildings outline
- Existing buildings outline within build zone



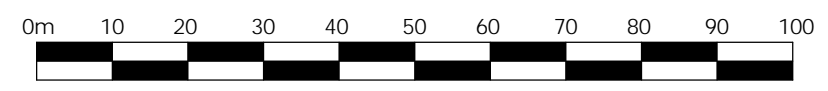
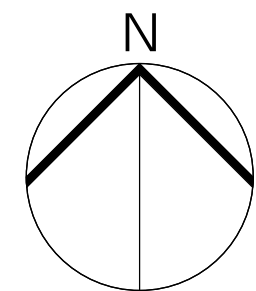
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														Date:	20-11-2017	Scale:	1 : 1000				Drawn By:	JH	Checked By:	PR

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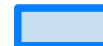
- Existing buildings outline
- Existing buildings outline within development zone
- Retained structure within composition of podium
- Other structures in composition of the podium
- Listed structure
- Retained non-listed assets



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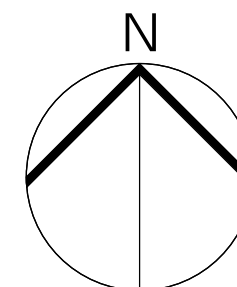
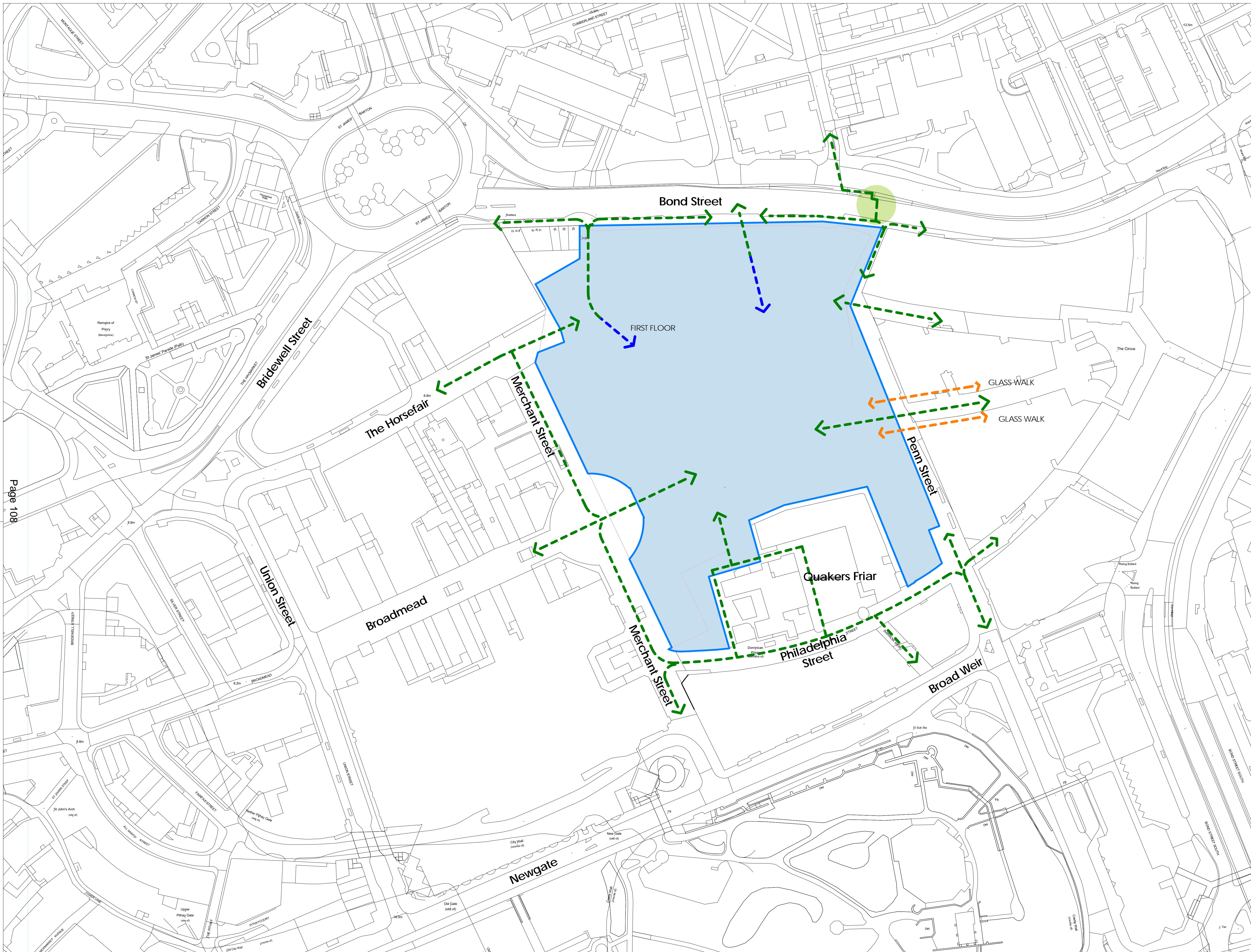
Build zone

● ● ● Pedestrian access - ground floor

- ● ● Pedestrian access - first floor

- ● ● Pedestrian access - glass walk

Existing pedestrian crossing



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Rev	Date	Description	Drawn By	Checked By	Rev	Date	Revision Notes	Drawn By	Checked By	Rev	Date	Revision Notes	Drawn By	Checked By
P02	16/11/17	AMENDMENT TO PEDESTRIAN CROSSING AND HORSEFAIR ACCESS	C.J	I.H										
P03	16/11/17	REVISED TO INCLUDE NEW PEDESTRIAN ROUTES.	C.J	P.R										
P04	16/11/17	AMENDMENT TO PROPOSED N/S ROUTE	C.J	P.R										

Drawing Status:

PLANNING

Job Title:

BRISTOL CALLOWHILL COURT

Drawing Title:

ACCESS PEDESTRIANS

Date: 20-11-2017 Scale: 1 : 1000 Drawn By: JH Checked By: PR

Suitability: S1

Drawing No: 3310-FBA-00-00-DR-PL-00_10-004

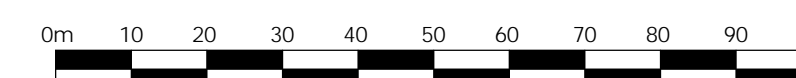
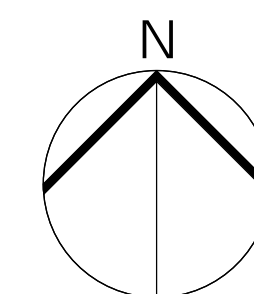
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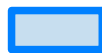
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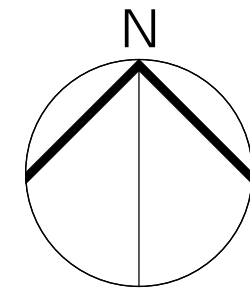


Build zone

— Existing buildings outline




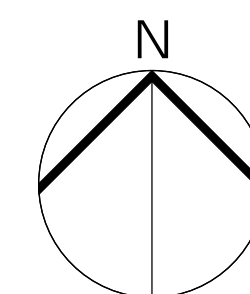
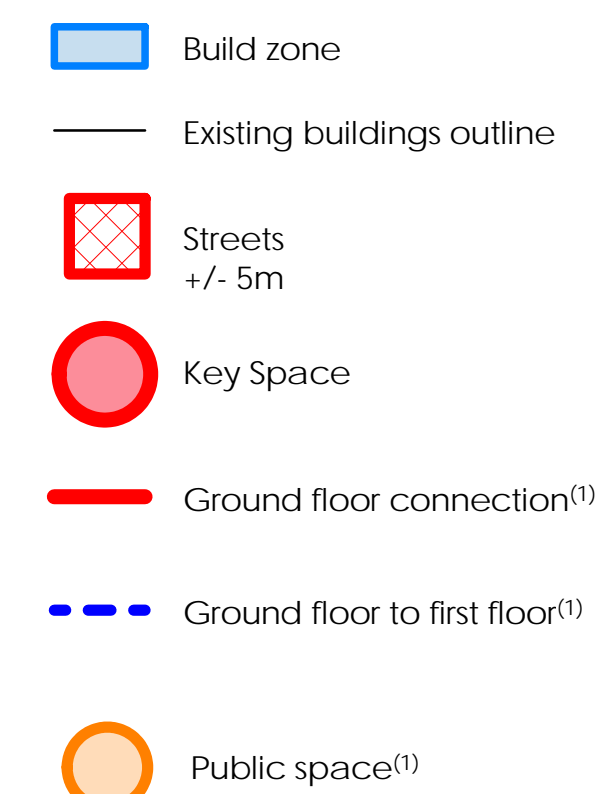
+/- 5m

 Public space ⁽¹⁾

(1) Detail subject to detailed design and reserved matters approval

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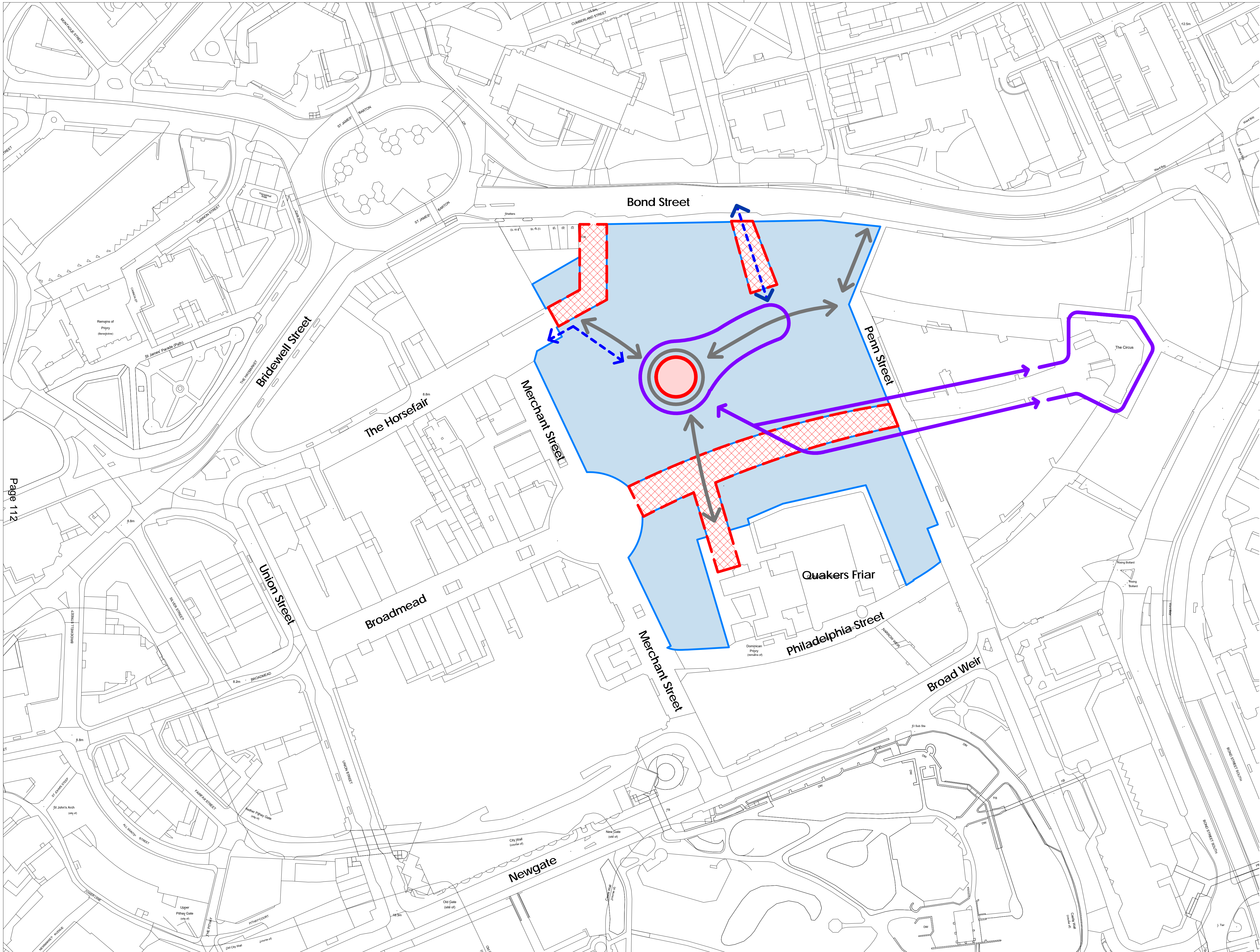


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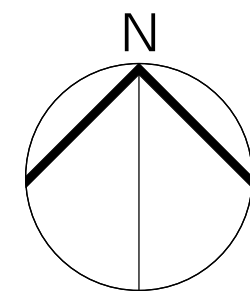


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- Build zone
- Existing buildings outline
- Streets +/- 5m
- Ground floor to first floor⁽¹⁾
- First floor to glass walk⁽¹⁾
- Ground floor connection⁽¹⁾
- Key Space

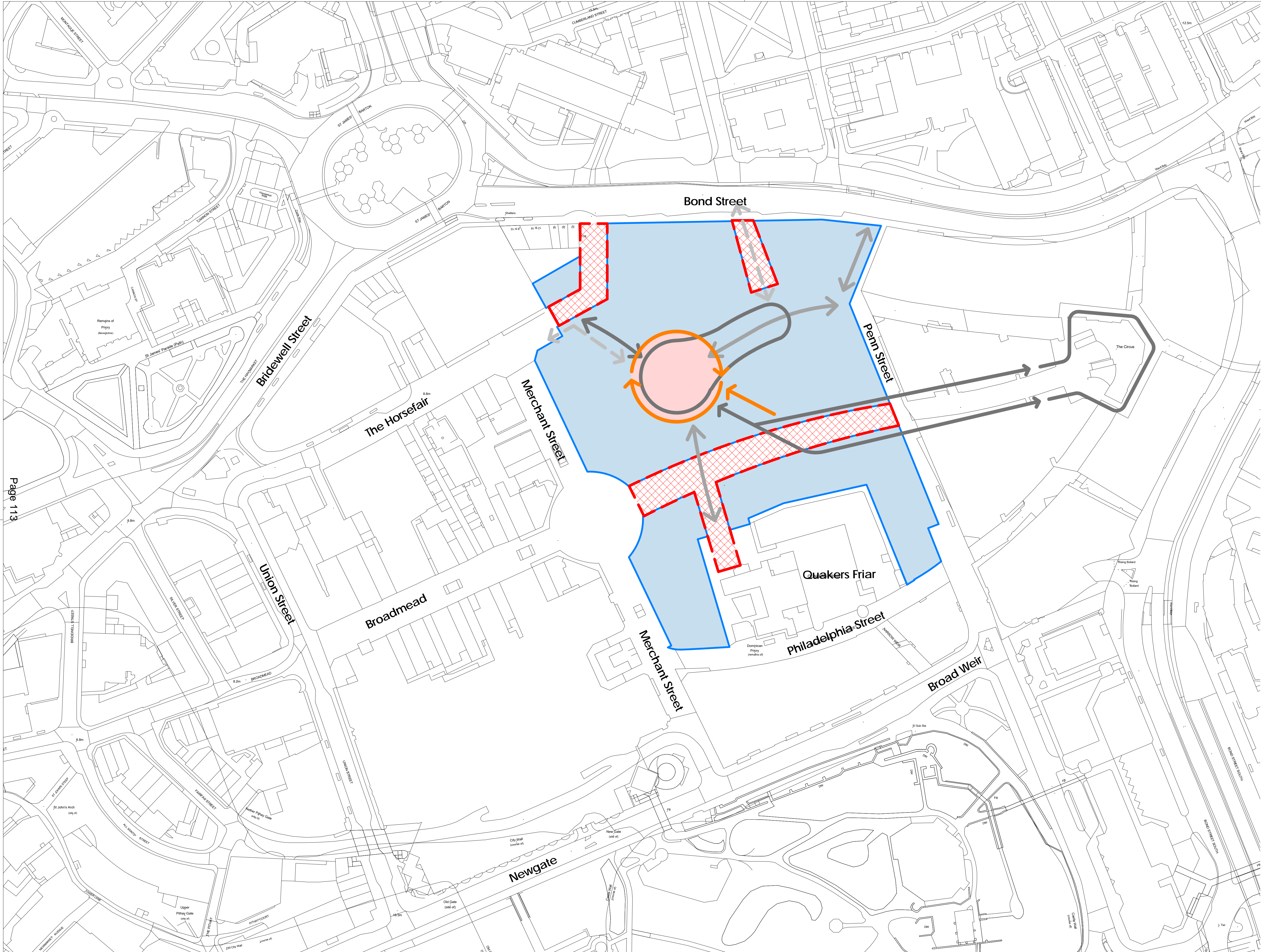


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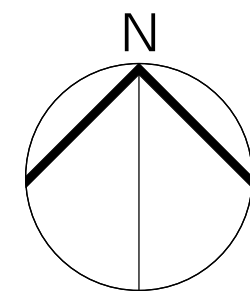


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- Build zone
- Existing buildings outline
- Streets +/- 5m
- Ground floor to first floor⁽¹⁾
- Leisure connection⁽¹⁾
- Key Space
- First floor to glass walk⁽¹⁾
- Ground floor connection⁽¹⁾

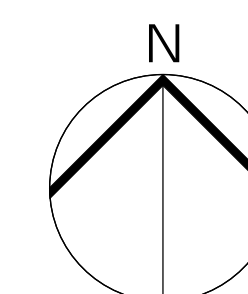
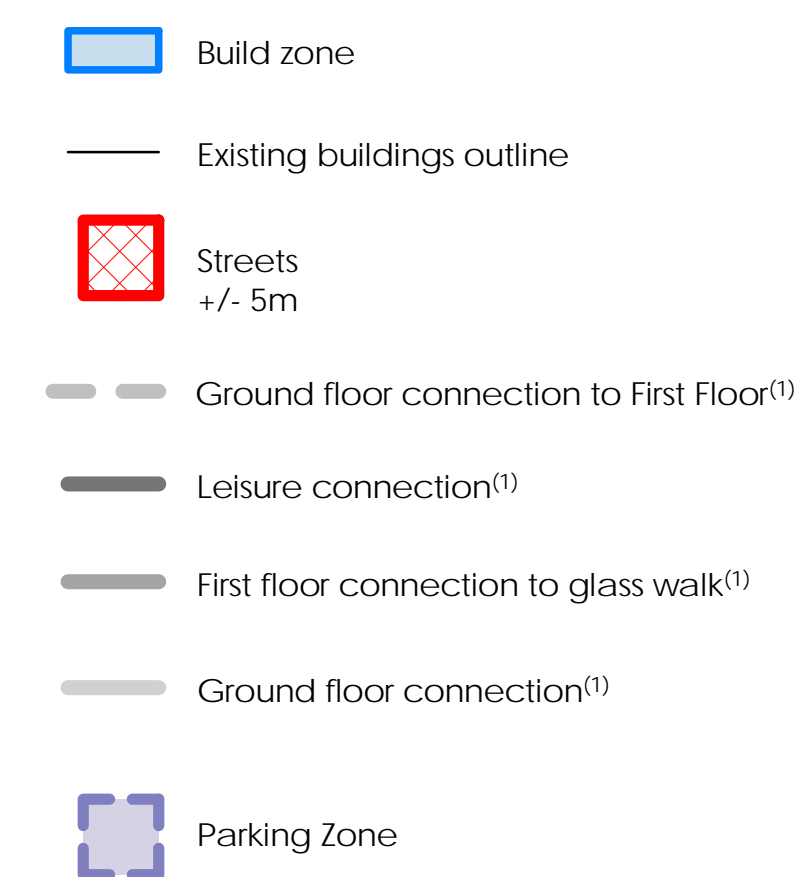


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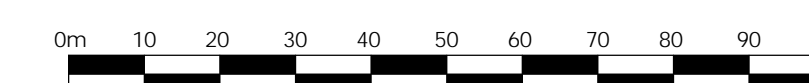


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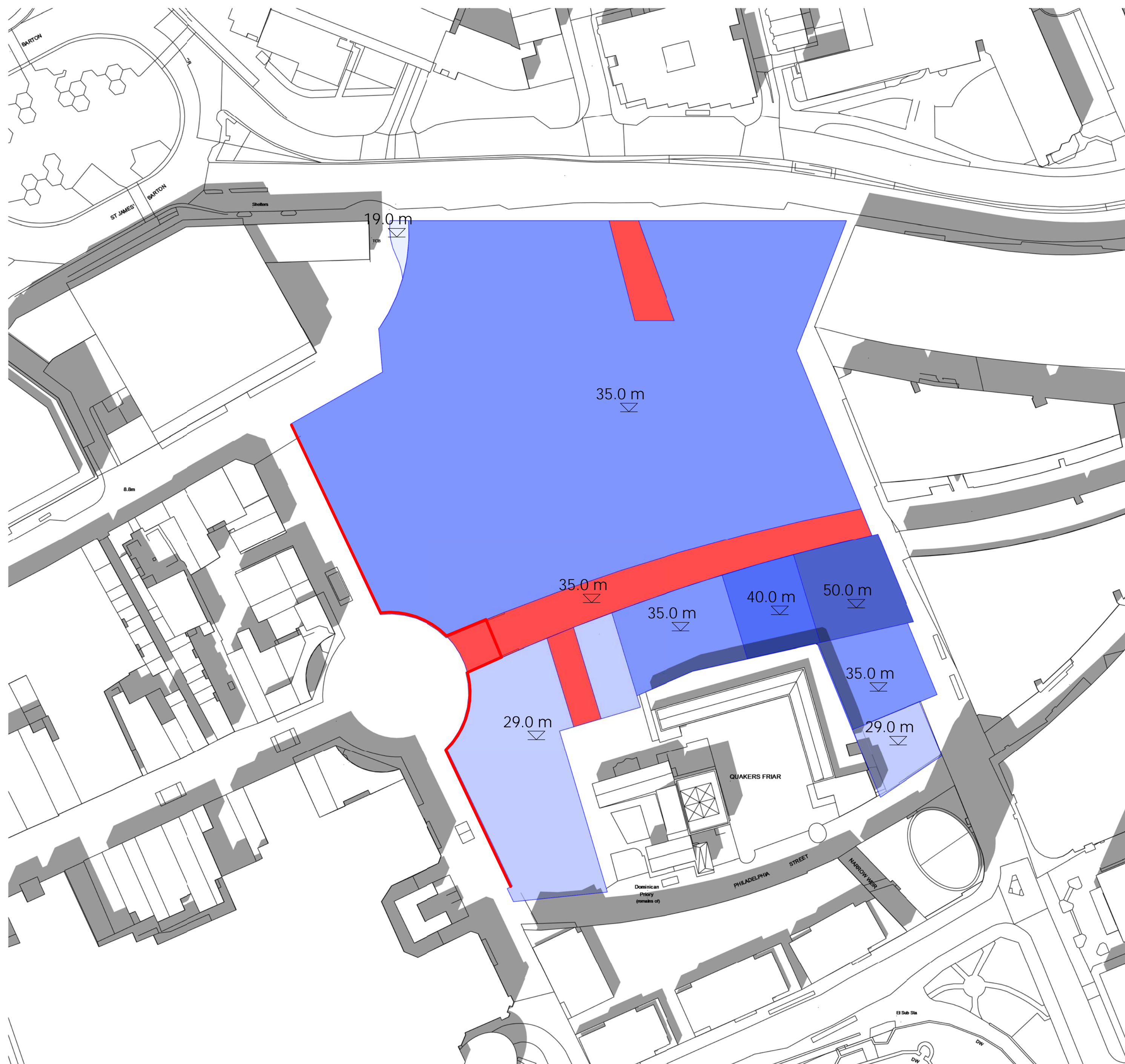


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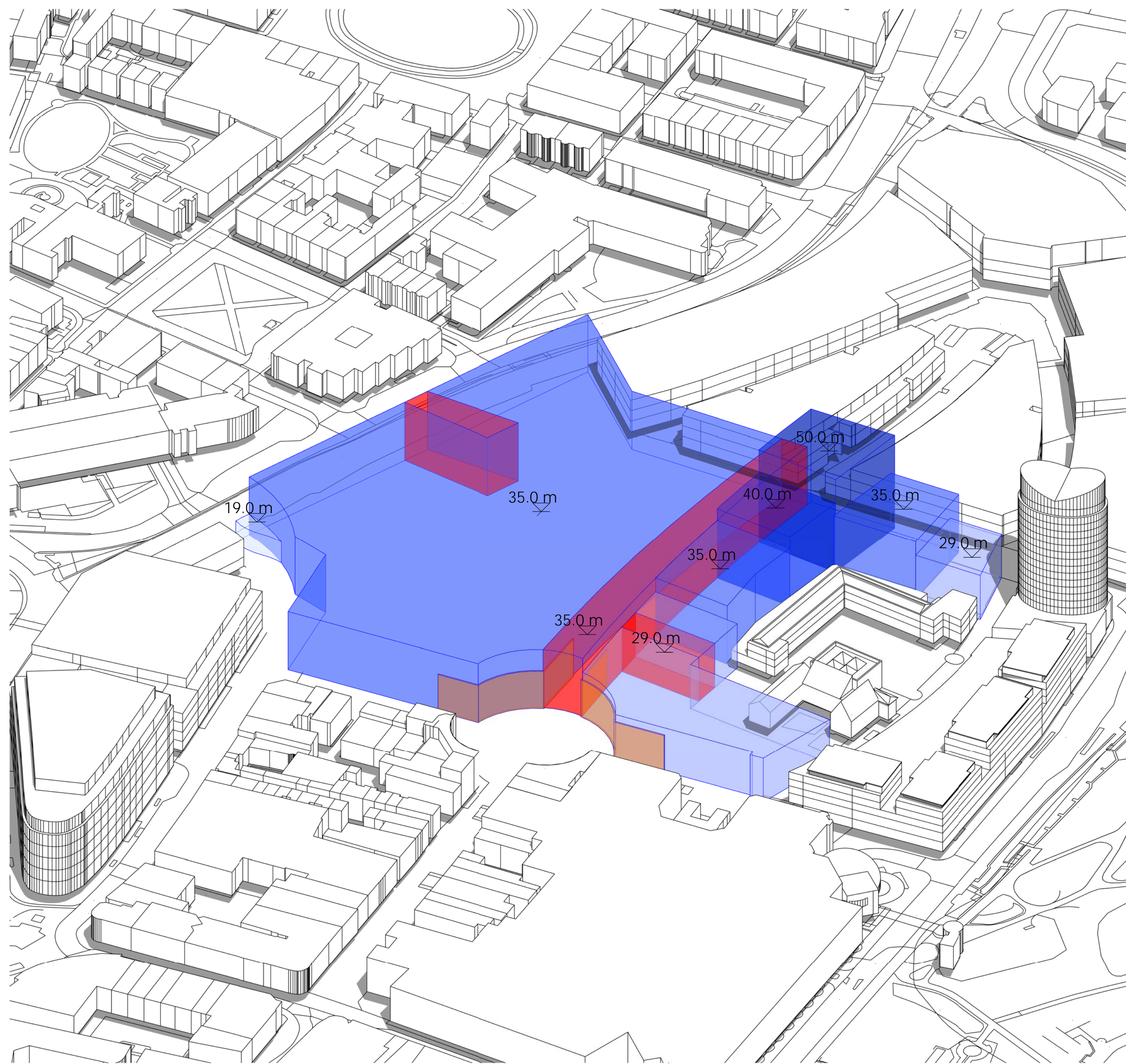


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															Date:	20-11-2017	Scale:	1 : 1000					




06a. VOLUME TOP VIEW




06b. VOLUME AXONOMETRY



Rev			Date			Drawn By	Checked By	Rev	Date	Revision Notes				Drawn By	Checked By	Rev	Date	Revision Notes				Drawn By	Checked By
P1	06/06/17	REVISED MAXIMUM BUILDING HEIGHTS	CA	PR																			
P2	16/11/17	AMENDMENTS TO MASS APPEARANCE	CJ	PR																			
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P1	06/06/17	REVISED MAXIMUM BUILDING HEIGHTS	CA	PR											PLANNING		3310-FBA-00-00-DR-PL-00_10-601	P3
P2	16/11/17	REVISIONS TO PARAMETER LEVELS	CJ	PR											Job Title:	Job No:	© Drawing & Design Copyright of: FAULKNERBROWNS ARCHITECTS  Faulkner Browns LLP Dobson House Northumberland Way Killingworth Newcastle upon Tyne NE12 6DW T+44(0)191 268 3007 F+44(0)191 2478132	
P3	16/11/17	SECTIONS REVISED TO SHOW THOROUGHFARES AND DETAIL CONTEXT.	CJ	PR											BRISTOL CALLOWHILL COURT	3310		
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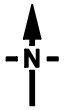
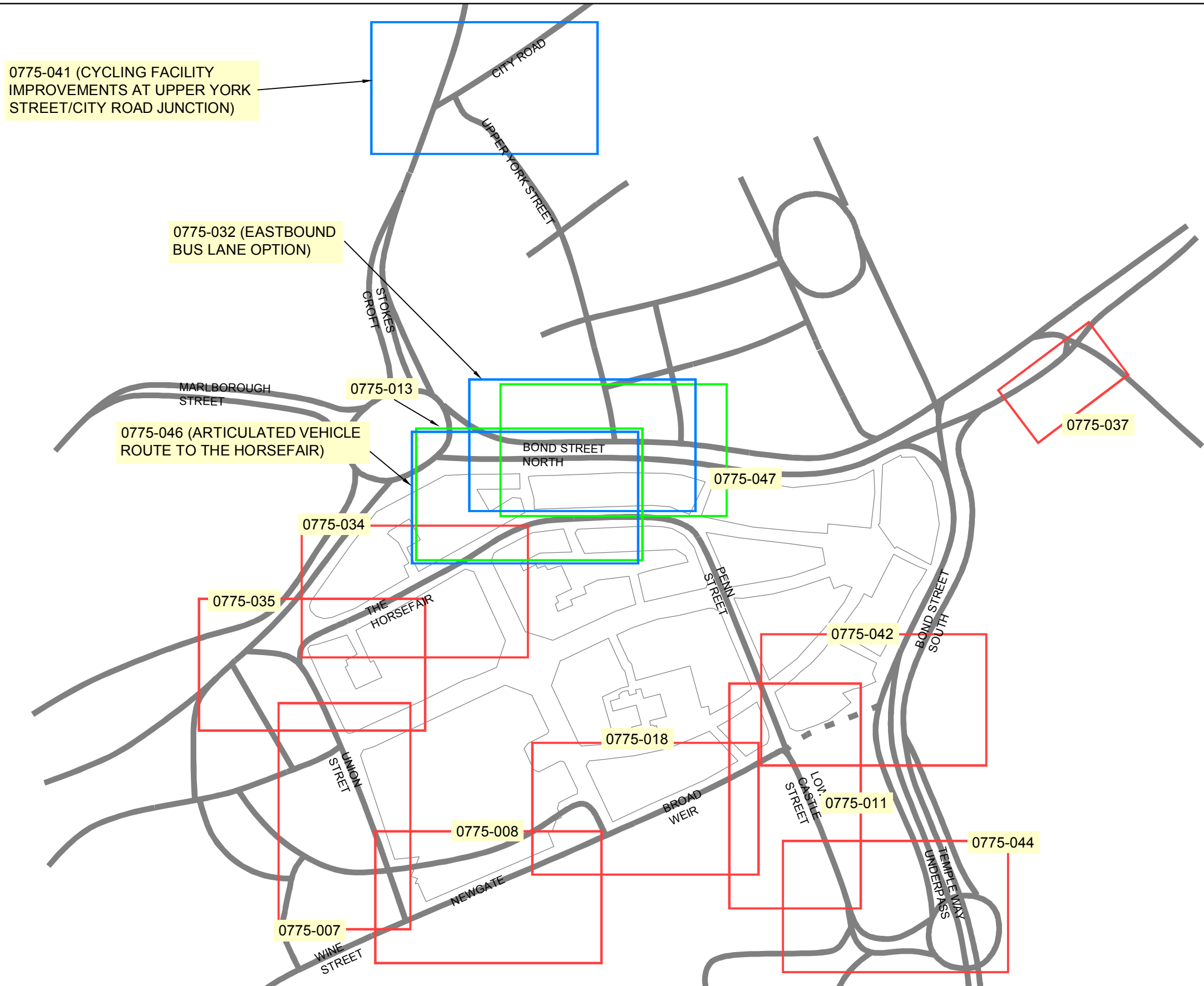
ANNEX TAA2-A

NEW MEANS OF ACCESS DRAWINGS

0775-022 REV E

0775-047 REV A

0775-013 REV E



- NEW MEANS OF ACCESS DRAWINGS (ANNEX TAA2-A)
- TRANSPORT STRATEGY DRAWINGS (ANNEX TAA2-B)
- BCC ASPIRATIONS DRAWINGS (ANNEX TAA2-C)

CALLOWHILL COURT

OFFSITE HIGHWAY WORKS
DRAWING LOCATION PLAN

THE BRISTOL ALLIANCE



KEY TRANSPORT CONSULTANTS LTD
26 BERKELEY SQUARE
BRISTOL
BS8 1HP
Tel : 0117 920 9430
E-mail : info@key-transport.com

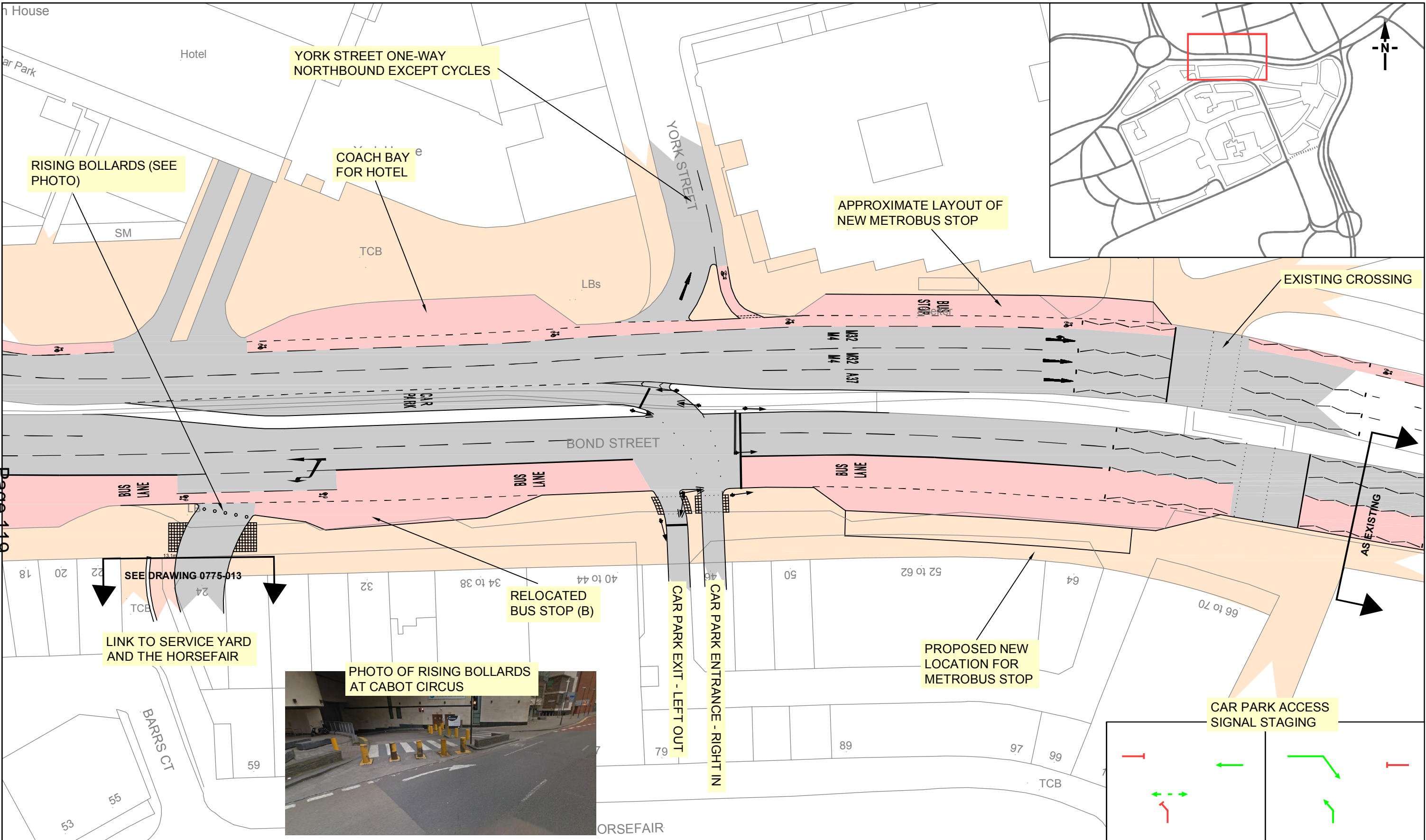
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C	ANNEX REFERENCE AMENDED	FF		DRK	JUL'17
B	COLOUR CODING AMENDED	DRT		DRK	JUN'17
A	DRAWING REFS CHANGED	DRT			JUN'17
REV		DR	CH	PA	DATE

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
DRT	SLF	DRK	OCT 16	N.T.S.	PRELIMINARY

DRAWING NUMBER	REV.
0775-022	E

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- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY

CALLOWHILL COURT

PROPOSED LAYOUT ON BOND STREET
SHOWING ACCESS TO CAR PARK AND
LINK TO THE HORSEFAIR

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
DRT			SEP'17	1:500	PRELIMINARY

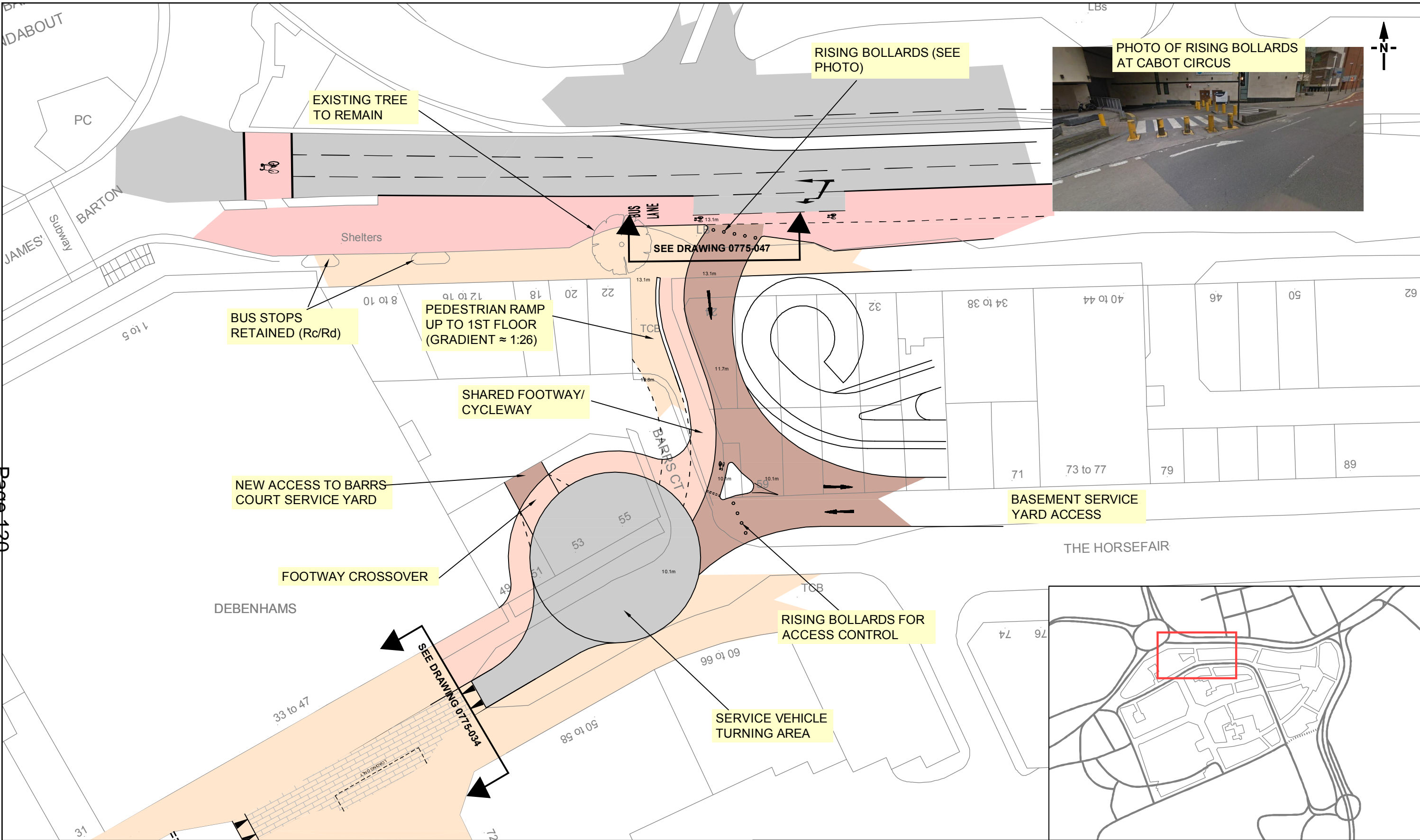
THE BRISTOL ALLIANCE



KEY TRANSPORT CONSULTANTS LTD
26 BERKELEY SQUARE
BRISTOL
BS8 1HP
Tel : 0117 920 9430
E-mail : info@key-transport.com

DRAWING NUMBER	REV.
0775-047	A

A	RIGHT TURN FROM CAR PARK REMOVED	DRT	CH	PA	OCT'17
REV		DR			DATE



- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD
- SPOT LEVEL
- SHARED FOOTWAY/ CYCLEWAY

E	Minor amendments	DRT	NOV'17
D	Original bollard location removed	DRT	JUL'17
C	Alternate bollard location added	DRT	JUL'17
B	Turning circle added, link from Bond Street closed to through traffic.	DRT SLF DRK	JUN'17
A	Minor amendments, shading added.	DRT SLF DRK	NOV'16
REV		DR CH PA	DATE

CALLOWHILL COURT

PROPOSED ACCESS TO SERVICE YARD AND THE HORSEFAIR FROM BOND STREET

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
DRT	SLF	DRK	SEP'16	1:500	PRELIMINARY

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DRAWING NUMBER	REV.
0775-013	E

ANNEX TAA2-B

TRANSPORT STRATEGY DRAWINGS

0775-034 REV A

0775-035 REV C

0775-007 REV H

0775-008 REV F

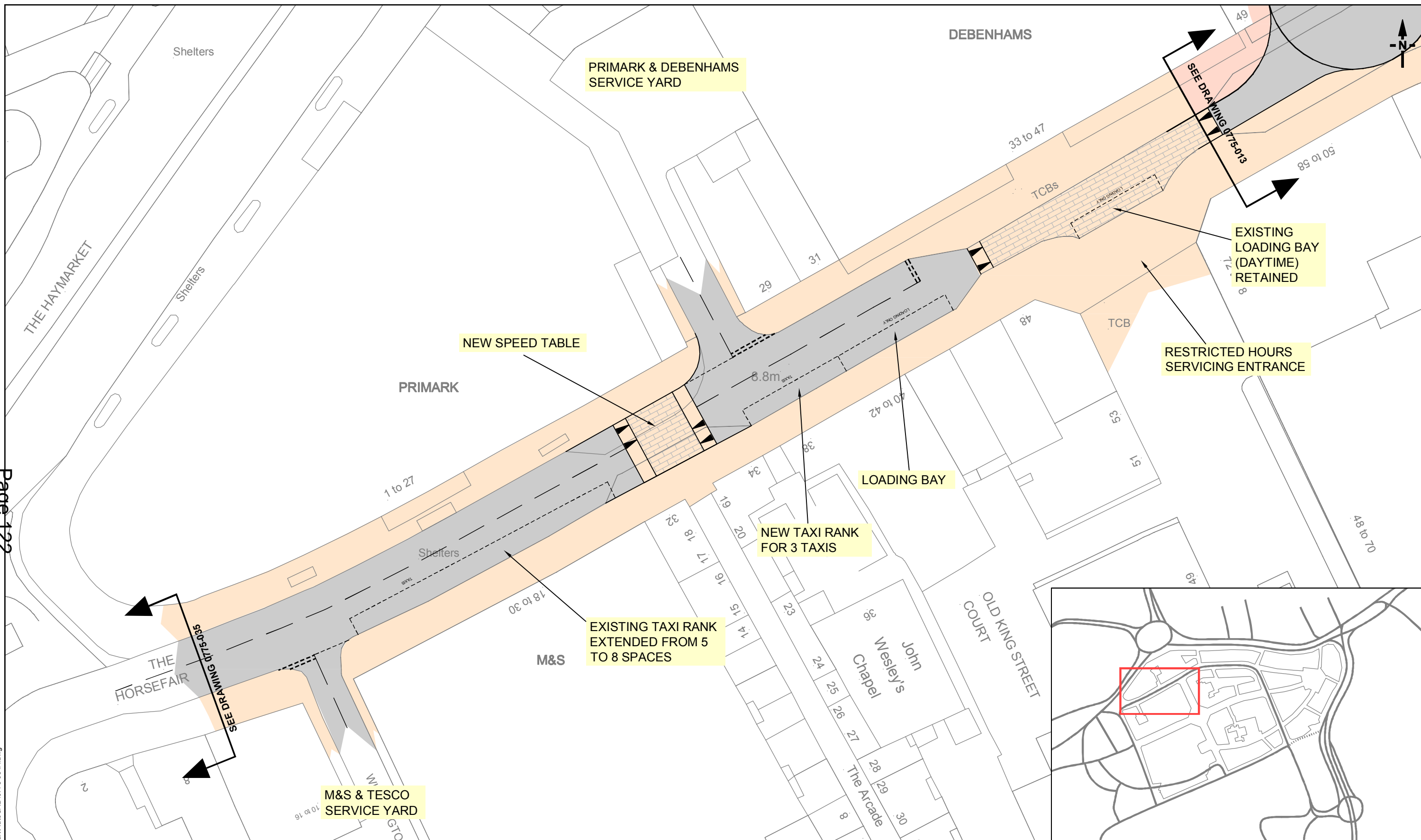
0775-018 REV C


0775-011 REV J

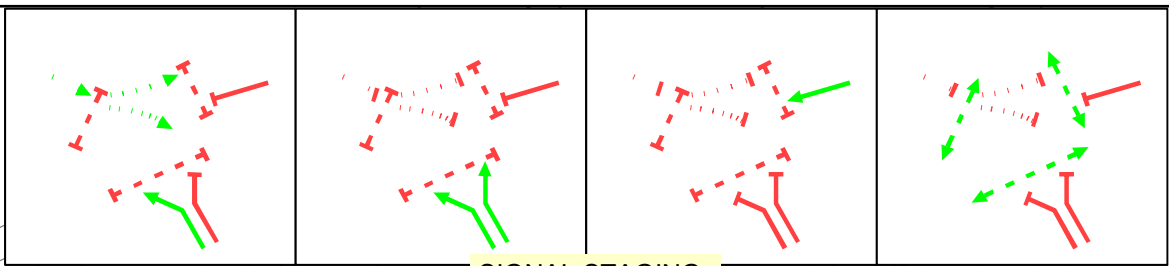
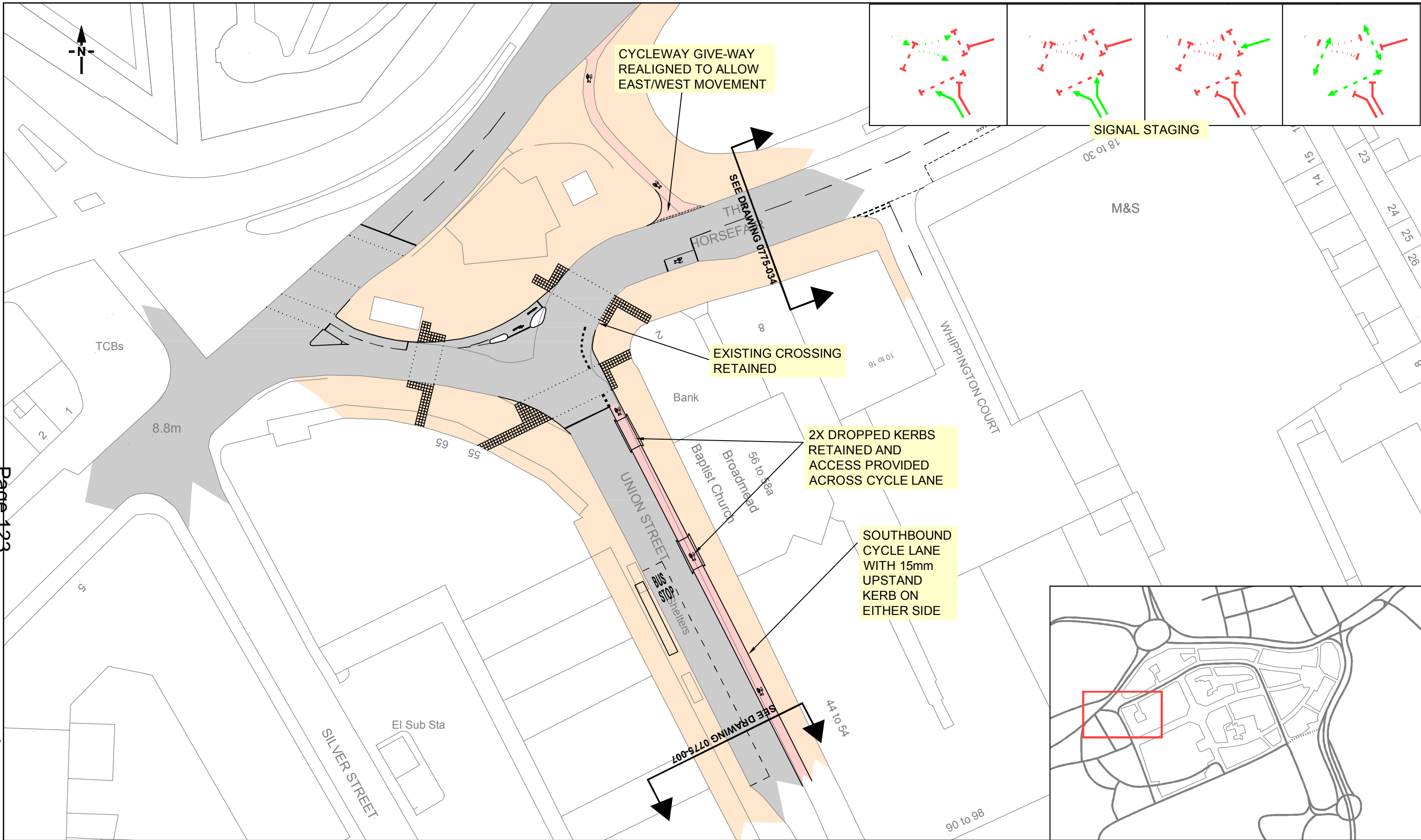
0775-042 REV C

0775-044

0775-037



<div><div><div></div>FOOTWAY</div><div><div></div>CARRIAGEWAY</div><div><div></div>SPEED TABLE</div></div> <table><tr><td>A</td><td>Minor amendments</td><td>DRT</td><td>SLF</td><td>DRK</td><td>JUN'17</td></tr><tr><td>REV</td><td></td><td>DR</td><td>CH</td><td>PA</td><td>DATE</td></tr></table>						A	Minor amendments	DRT	SLF	DRK	JUN'17	REV		DR	CH	PA	DATE	CALLOWHILL COURT						THE BRISTOL ALLIANCE					
						A	Minor amendments	DRT	SLF	DRK	JUN'17																		
REV		DR	CH	PA	DATE																								
<table><tr><td>DRAWN BY</td><td>CHECKED BY</td><td>PASSED BY</td><td>DATE</td><td>SCALES @ A3 SIZE</td><td>ISSUE STATUS</td></tr><tr><td>CDS</td><td>SLF</td><td>SLF</td><td>MAY 17</td><td>1:500</td><td>PRELIMINARY</td></tr></table>						DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS	CDS	SLF	SLF	MAY 17	1:500	PRELIMINARY	PROPOSED LAYOUT ON THE HORSEFAIR TWO WAY CENTRE SECTION						<div><div></div><div>KEY TRANSPORT CONSULTANTS LTD 26 BERKELEY SQUARE BRISTOL BS8 1HP Tel : 0117 920 9430 E-mail : info@key-transport.com</div></div>					
						DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS																		
CDS	SLF	SLF	MAY 17	1:500	PRELIMINARY																								
						DRAWING NUMBER						REV.																	
						0775-034						A																	



SIGNAL STAGING



- FOOTWAY
- CARRIAGEWAY
- CYCLE LANE

CALLOWHILL COURT

PROPOSED LAYOUT ON THE HORSEFAIR,
TWO WAY WESTERN END

THE BRISTOL ALLIANCE

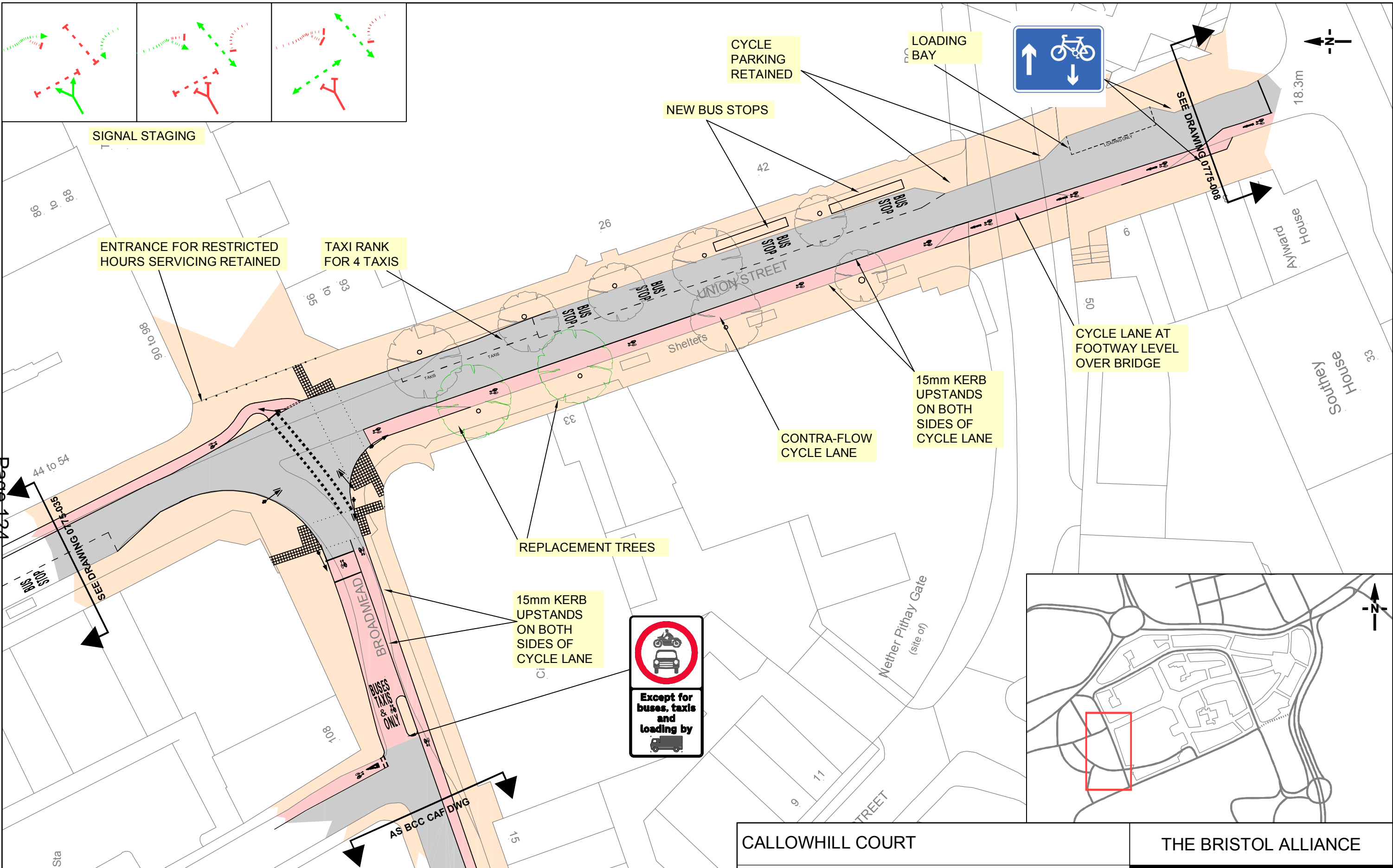


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C	Added 15mm Upstand Kerb and retained dropped kerbs x2	MJ			AUG'16
B	Minor amendments	DRT			JUL'16
A	Minor amendments	DRT	SLF	DRK	JUN'16
REV		DR	CH	PA	DATE

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
CDS	SLF	SLF	MAY 16	1:500	PRELIMINARY

DRAWING NUMBER	REV.
0775-035	C



G	Surfacing colour changed, cycle lane on Broadmead one-way	DRT			NOV 17
G	Bus stop and taxi rank swapped	DRT			JUL 17
F	Bus stop extended on Union Street	DRT	DRK	DRK	JUL 17
E	Eastbound cycleway deleted from Nelson St, kerb upstand added to Union Street & Ped xing added to Nelson St	DRT	DRK	DRK	JUN 17
D	Pedestrian crossing and bus lane on Broadmead moved north	CS	SLF	DRK	JUN 17
C	Cycle lane amended.	CS	SLF	DRK	JUN 17
B	Minor Amendments, shading added.	DRT	SLF	DRK	NOV 16
REV		DR	CH	PA	DATE

- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY



CALLOWHILL COURT

PROPOSED LAYOUT FOR BROADMEAD/UNION STREET JUNCTION AND UNION STREET SOUTH (ONE WAY SOUTHBOUND)

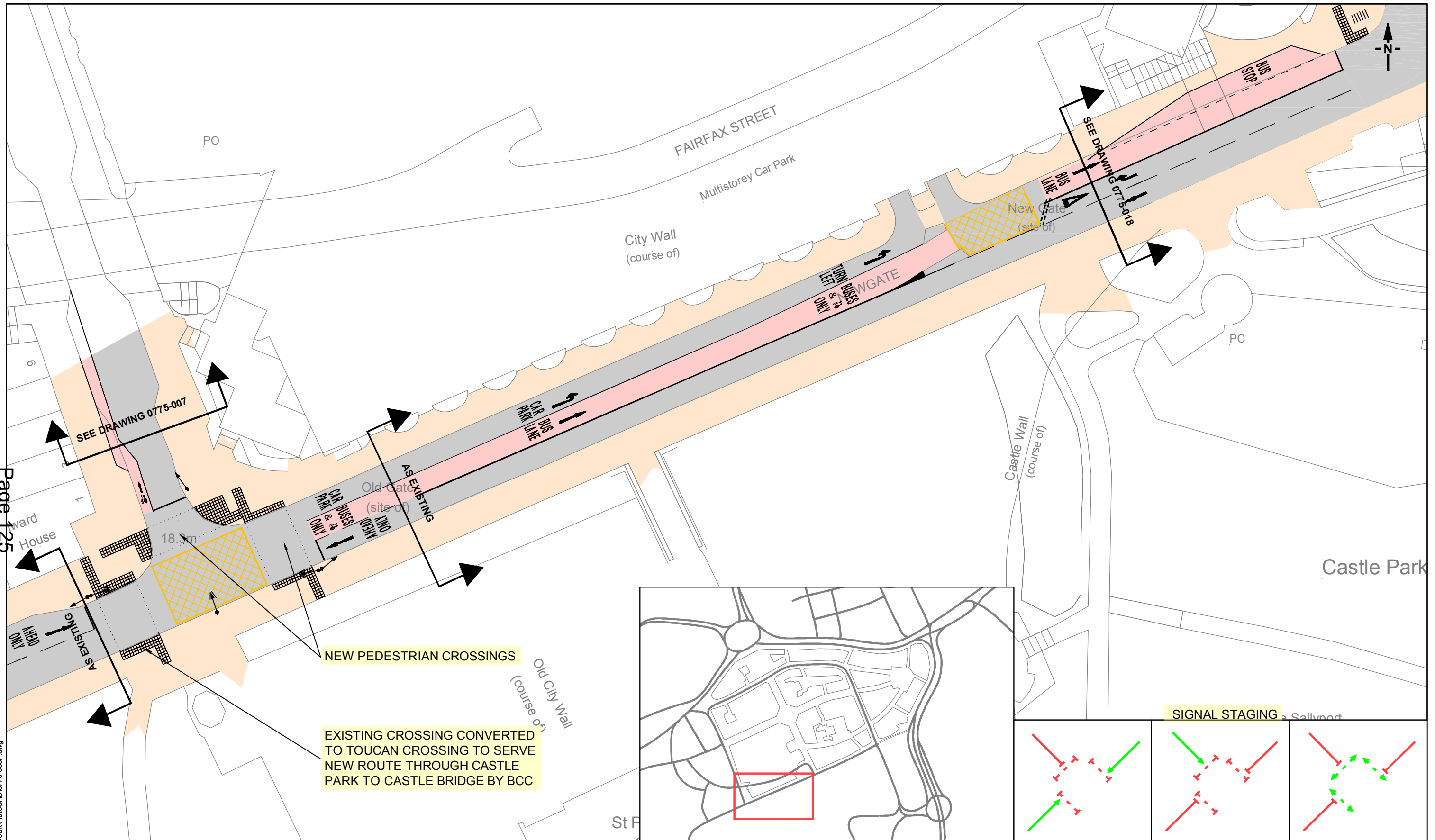
DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
FF	DRT	DRK	SEP 16	1:500@A3	PRELIMINARY


THE BRISTOL ALLIANCE

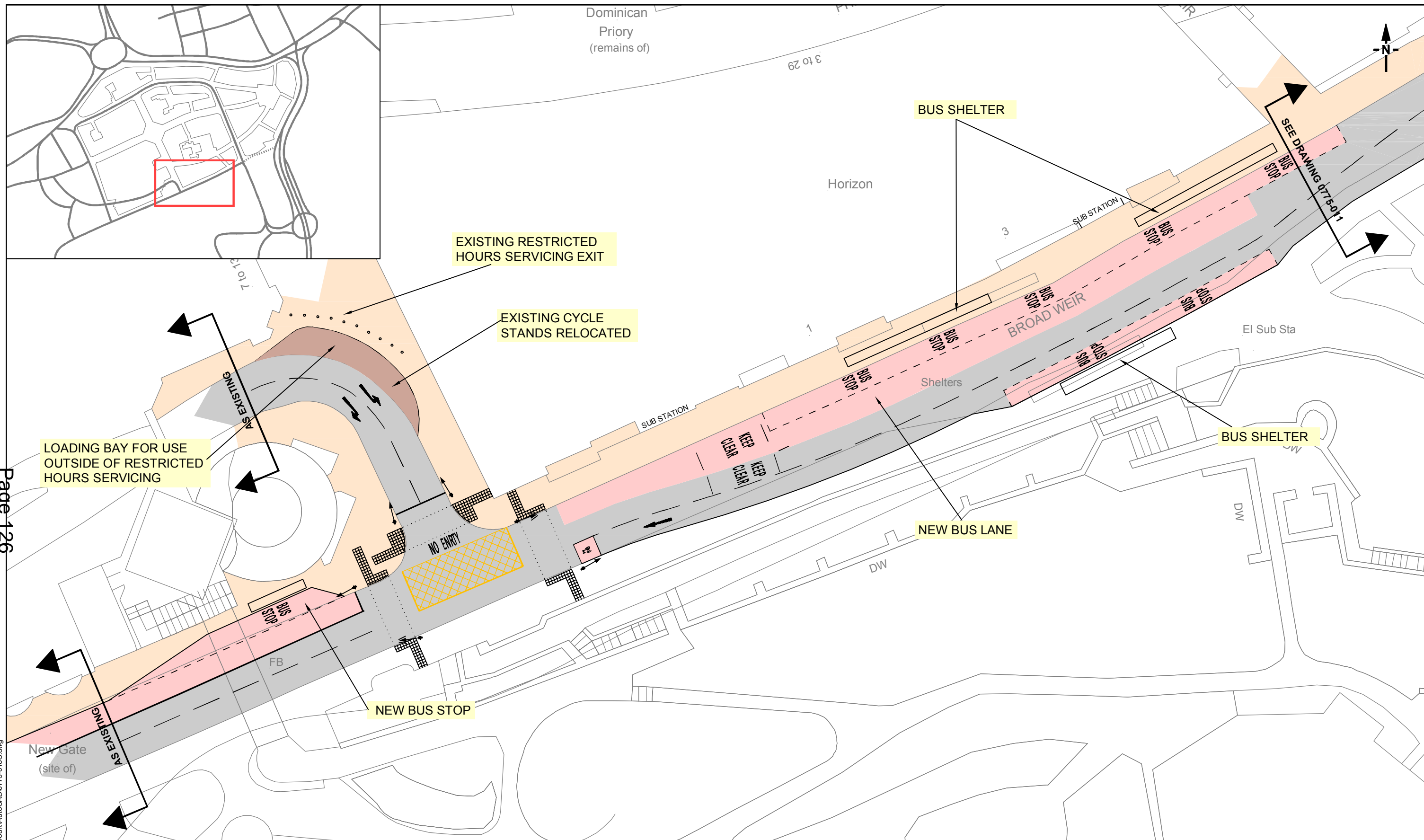



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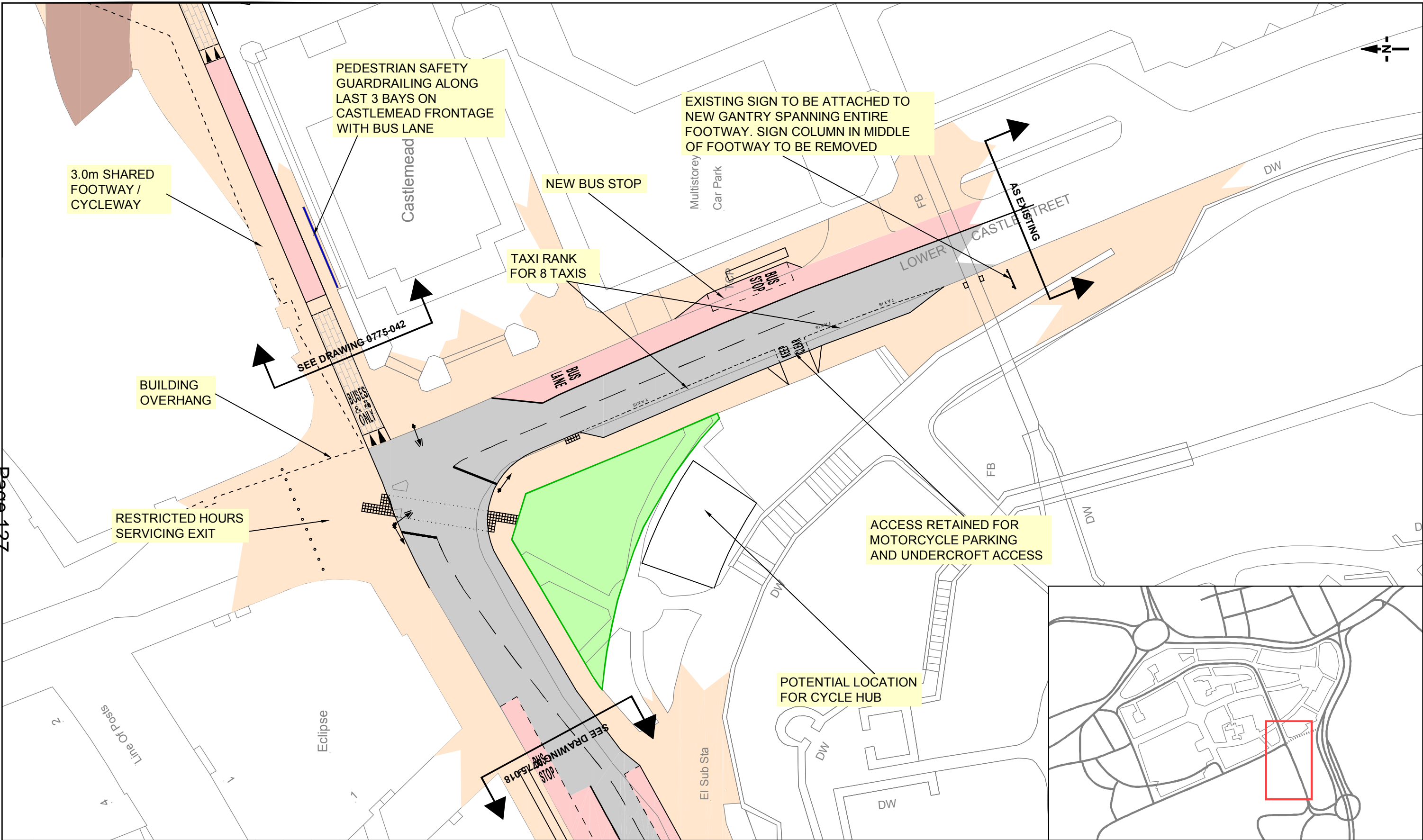
DRAWING NUMBER	REV.
0775-007	H



F	Surfacing colour on Union Street changed	DRT			AUG 17	<div><div></div>BUS/CYCLE LANE</div> <div><div></div>FOOTWAY</div> <div><div></div>CARRIAGEWAY</div>	CALLOWHILL COURT						THE BRISTOL ALLIANCE		
E	Crossing from Castle Park changed to Toucan Crossing	DRT		DRK	JUN 17		PROPOSED LAYOUT OF WINE STREET/ UNION STREET JUNCTION						<div><div></div><div>KEY TRANSPORT CONSULTANTS LTD 26 BERKELEY SQUARE BRISTOL BS8 1HP Tel : 0117 920 9430 E-mail : info@key-transport.com</div></div>		
D	Amended stopline on Union Street.	CDSSLF		DRK	JUN 17		<div>DRAWN BY</div> FF <div>CHECKED BY</div> DRT <div>PASSED BY</div> DRK <div>DATE</div> SEP 16 <div>SCALES @ A3 SIZE</div> 1:500 <div>ISSUE STATUS</div> PRELIMINARY						DRAWING NUMBER		REV.
C	Minor Amendments, shading added.	DRTSLF		DRK	NOV16								0775-008		F
B	Minor Amendments.	FF	DRT	DRK	SEP 16										
A	Amendments to Union Street layout.	FF	DRT	DRK	SEP 16										
REV		DR	CH	PA	DATE										



<div><div></div> BUS/CYCLE LANE</div> <div><div></div> FOOTWAY</div> <div><div></div> CARRIAGEWAY</div> <div><div></div> LOADING BAY</div>						CALLOWHILL COURT						THE BRISTOL ALLIANCE	
						PROPOSED LAYOUT FOR BROAD WEIR						<div><div></div><div>KEY TRANSPORT CONSULTANTS LTD 26 BERKELEY SQUARE BRISTOL BS8 1HP Tel : 0117 920 9430 E-mail : info@key-transport.com</div></div>	
C	REVISED LAYOUT TO CASTLE PARK CORNER	DRT			OCT'17	DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS	DRAWING NUMBER	REV.
B	BUS STOPS ADDED TO NEWGATE, LOADING BAY REMOVED FROM BROADWEIR	DRT		DRK	JUN'17	FF	DRT	DRK	SEP 16	1:500	PRELIMINARY	0775-018	C
A	BUS STOPS RELOCATED AND ROAD REALIGNED	CS	SLF	RK	JUN 17								
REV		DR	CH	PA	DATE								



J	Highway boundary on Castle Park corner shown	DRT			NOV 17
I	Minor amendments	DRT			OCT 17
H	Junction amended, continuous bus lane removed	DRT			OCT 17
G	Guard Rail length reduced to only cover last 3 bays	MJ	DRK		AUG 17
F	Penn Street Kerbline extended & amendments to link to remove cycle lane and improve safety	MJ	DRK		AUG 17
E	Bus lane colouring added on Lower Castle St/Broadweir corner	DRT			JUL 17
D	Taxi rank and bus stop on Lower Castle Street added, disabled parking and cycle hub added	DRT	DRK		JUN 17
REV		DR	CH	PA	DATE

- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD

- PEDESTRIAN GUARD RAIL
- AREA OWNED BY BRISTOL CITY COUNCIL BUT NOT DEDICATED AS PUBLIC HIGHWAY

CALLOWHILL COURT

PROPOSED LAYOUT FOR NEW BUS LANE ON BROADWEIR AND NEW BUS STOP ON LOWER CASTLE STREET

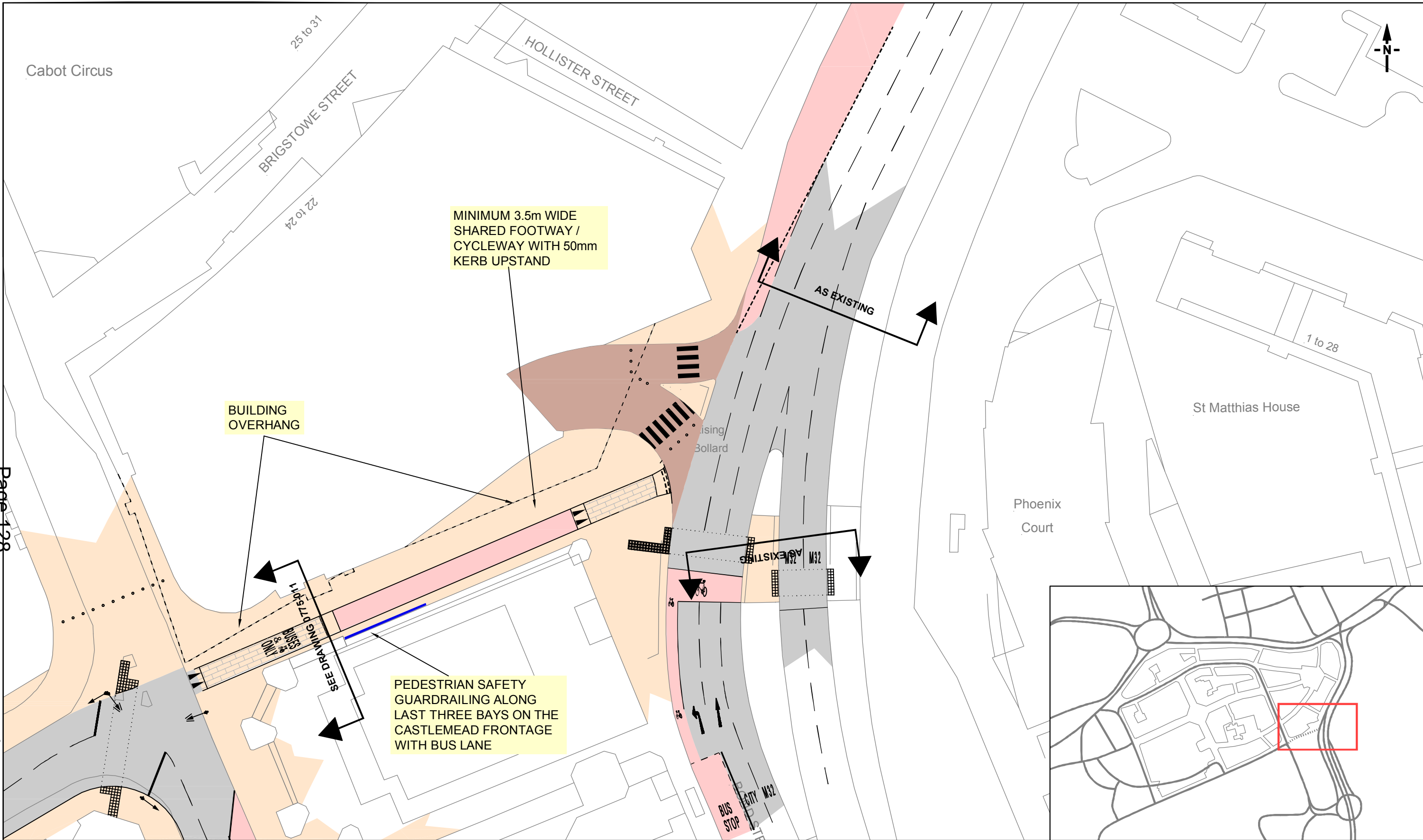
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FF	DRT	DRK	SEP 16	1:500	PRELIMINARY

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0775-011	J



- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD
- SERVICE YARD
- PEDESTRIAN GUARD RAIL

CALLOWHILL COURT

PROPOSED LAYOUT FOR BUS LINK ALONGSIDE CASTLEMEAD

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
DRT			JUN'17	1:500	PRELIMINARY

THE BRISTOL ALLIANCE



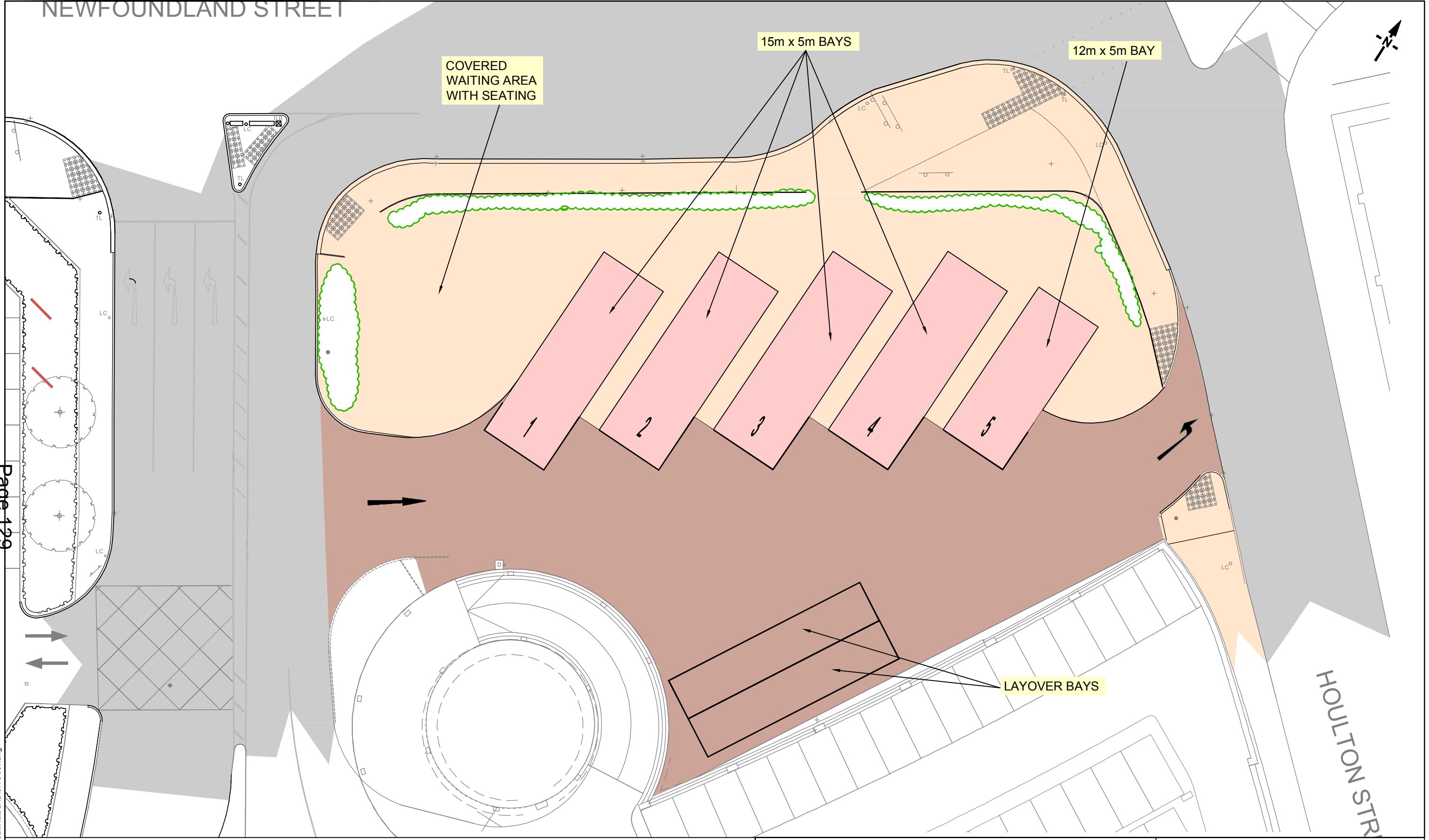
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DRAWING NUMBER	REV.
0775-042	C

C	Layout beyond cut-line amended for clarity	DRT			OCT'17
B	Guard Rail length reduced to only cover last 3 bays	MJ		DRK	AUG 17
A	Kerbline opposite Penn St extended, bus lane realigned, guard railing added and cycle lane removed	MJ		DRK	AUG 17
REV		DR	CH	PA	DATE

CAD FILE NAME : F:\DATA\TAU\0775 Callowhill Court\AutoCAD\0775037.dwg

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- COACH BAY
- FOOTWAY
- CARRIAGEWAY
- COACHES ONLY

CALLOWHILL COURT

POTENTIAL LAYOUT OF COACH STOPS
ON SITE OF CABOT CIRCUS COACH PARK

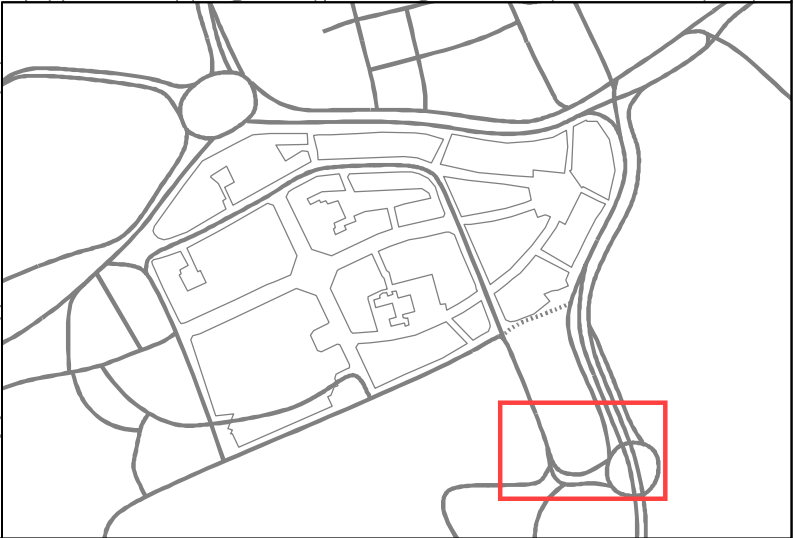
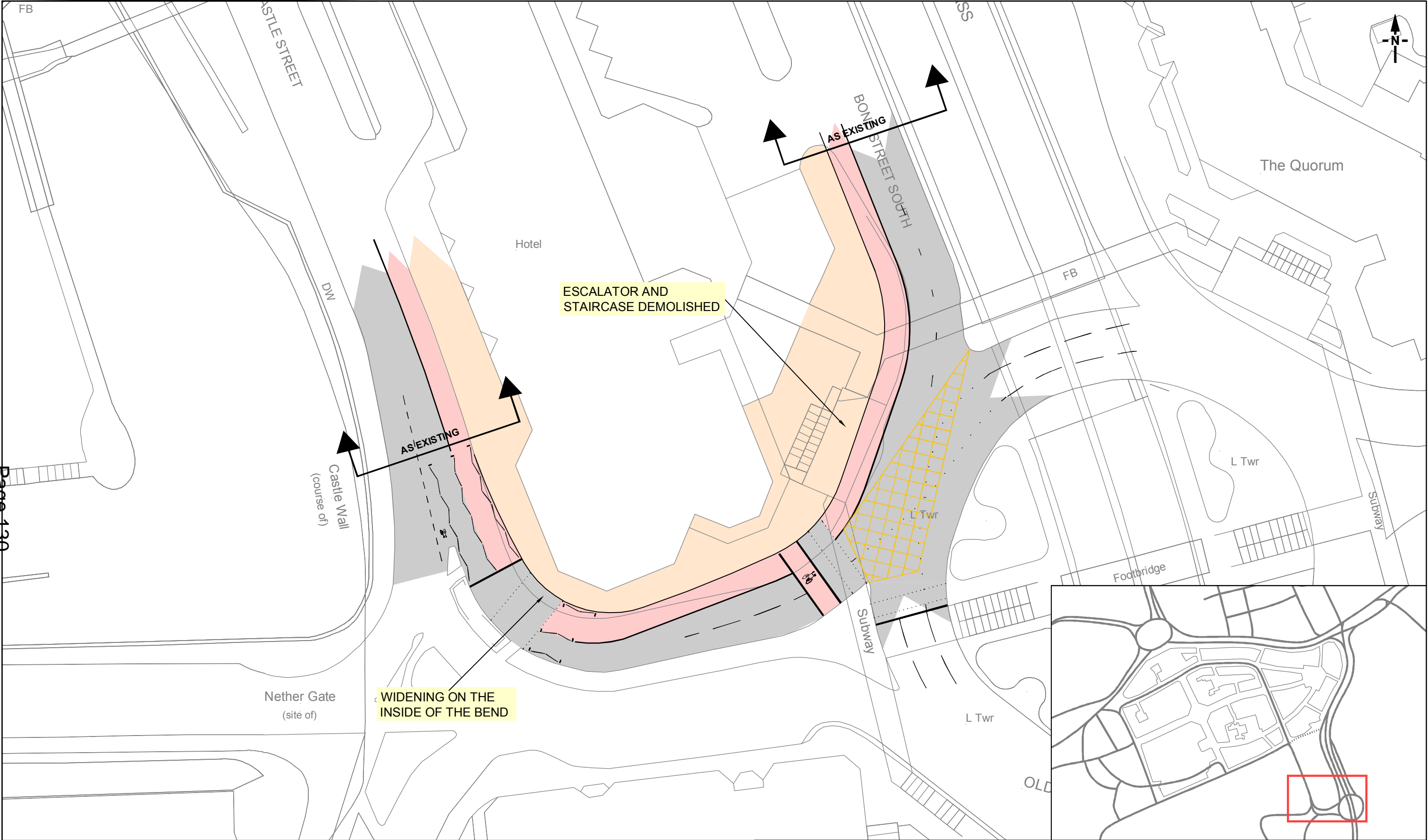
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REV	DR	CH	PA	DATE

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DRT	SLF	DRK	JUN 17	1:250	PRELIMINARY

DRAWING NUMBER	REV.
0775-037	



- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY

CALLOWHILL COURT

PROPOSED LAYOUT FOR BUS LANE ON
LOWER CASTLE STREET AND OLD MARKET
ROUNABOUT

THE BRISTOL ALLIANCE



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DRT		DRK	JUN'17	1:500	PRELIMINARY

DRAWING NUMBER	REV.
0775-044	

ANNEX TAA2-C

BCC OPTION DRAWINGS

0775-032 REV B

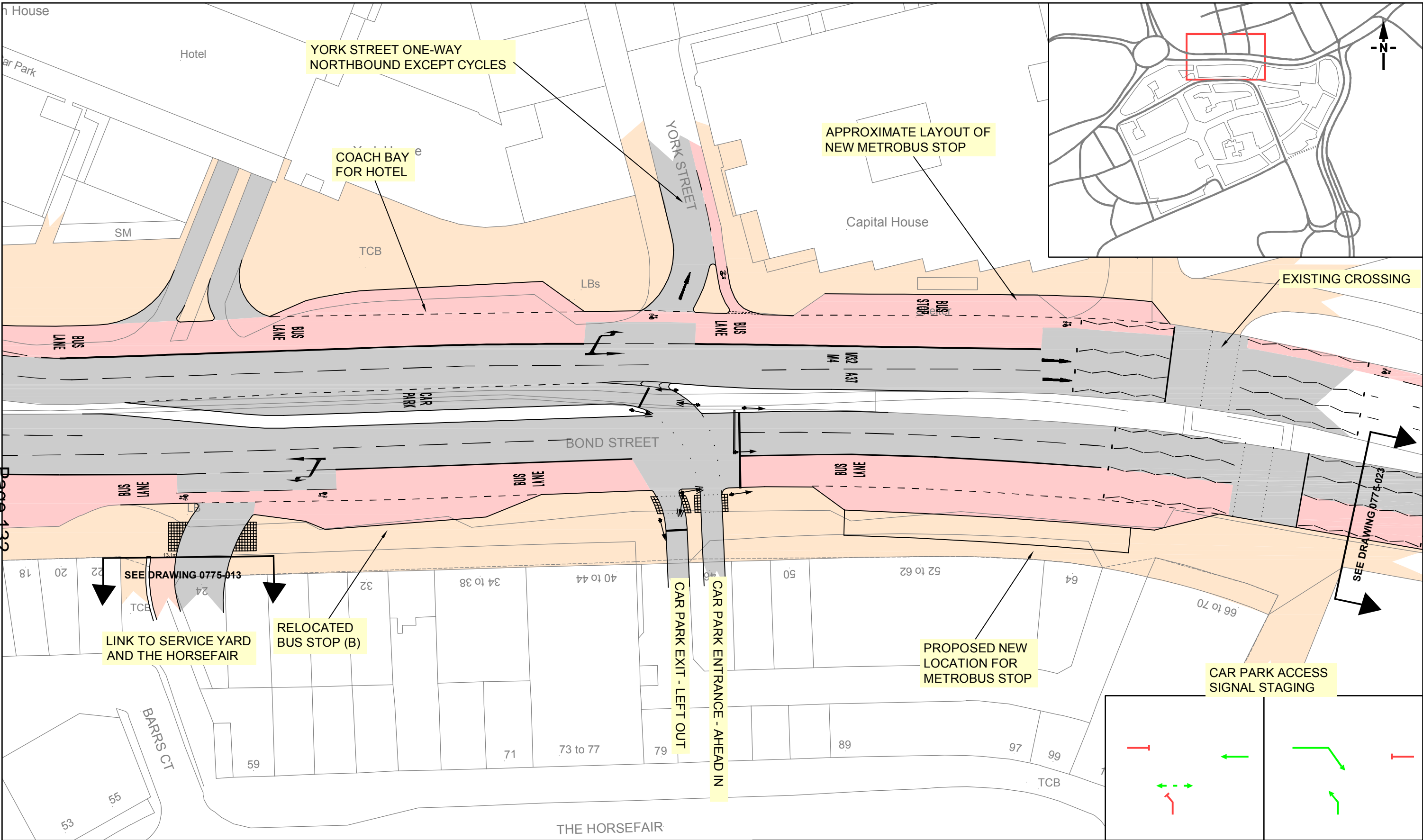
0775-041

0775-046

0775-011 REV E

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- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SERVICE YARD

CALLOWHILL COURT

PROPOSED LAYOUT ON BOND STREET
SHOWING ACCESS TO CAR PARK AND
LINK TO THE HORSEFAIR WITH EASTBOUND BUS LANE

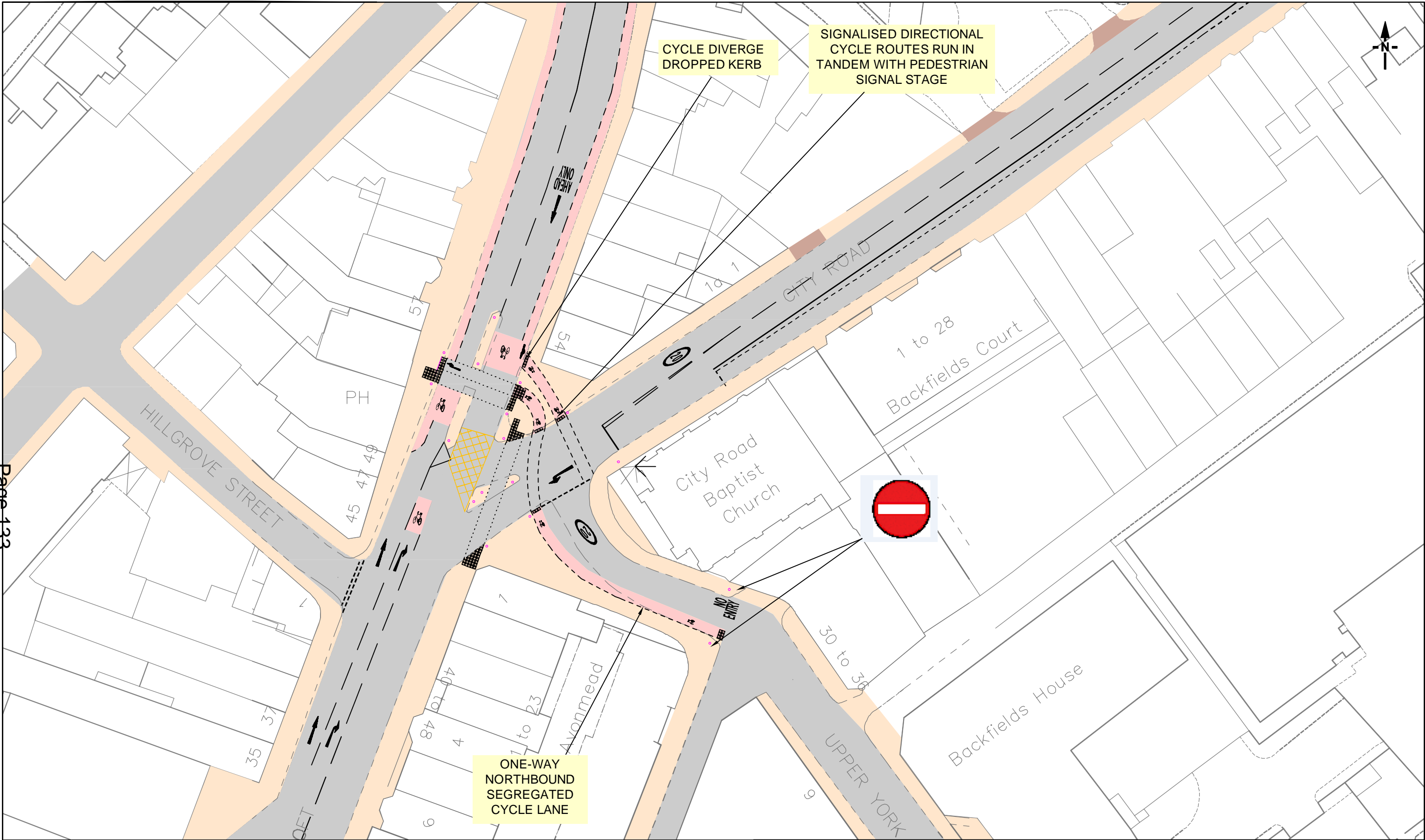
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CDS	SLF	SLF	MAY'17	1:500	PRELIMINARY

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CYCLE DIVERGE
DROPPED KERB

SIGNALISED DIRECTIONAL
CYCLE ROUTES RUN IN
TANDEM WITH PEDESTRIAN
SIGNAL STAGE

ONE-WAY
NORTHBOUND
SEGREGATED
CYCLE LANE

- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD

CALLOWHILL COURT

PROPOSED CYCLE IMPROVEMENTS
STOKES CROFT AND CITY ROAD
TO BRUNSWICK SQUARE

THE BRISTOL ALLIANCE

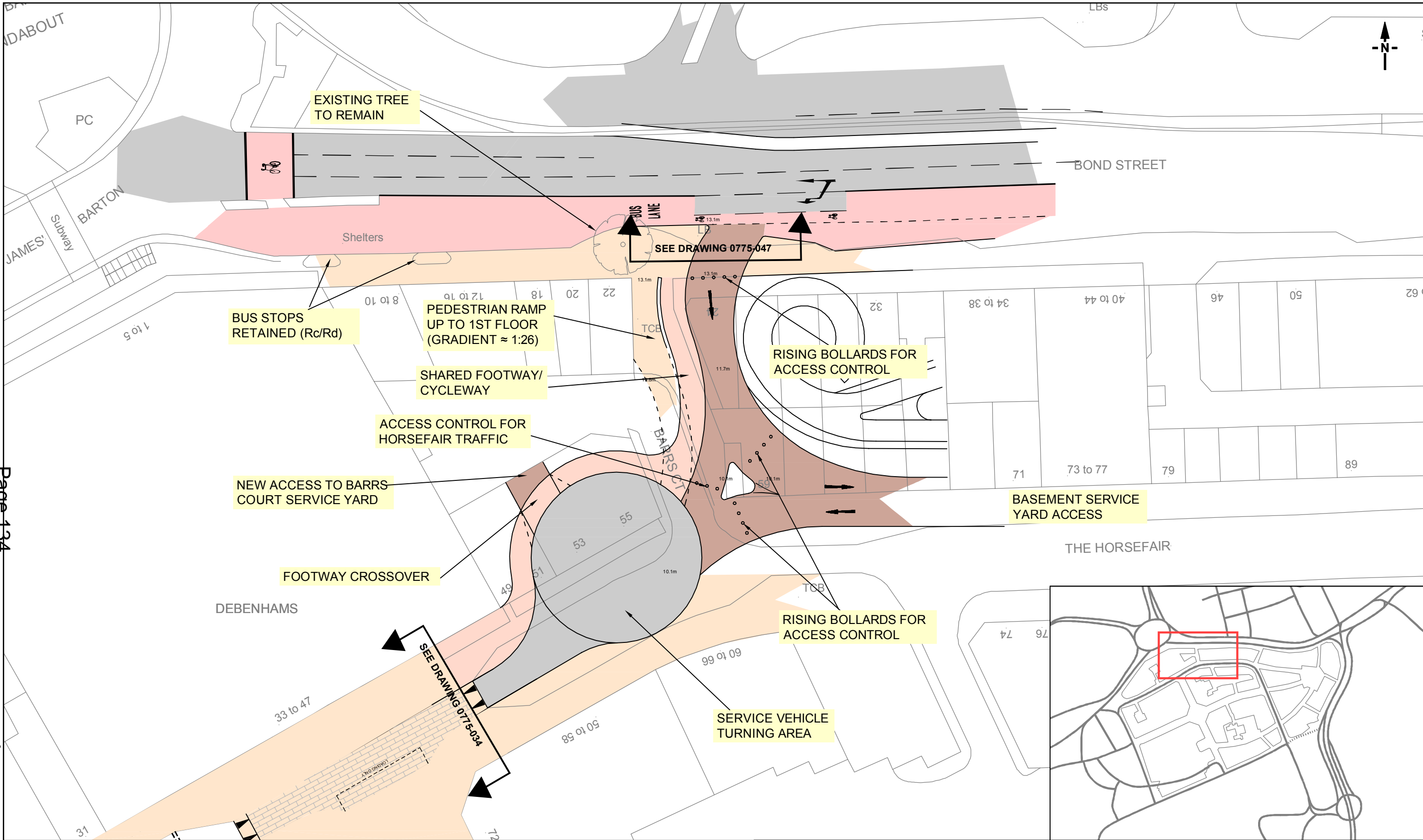


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MJ			JUN 17	1:500	PRELIMINARY

DRAWING NUMBER	REV.
0775-041	



- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD
- SPOT LEVEL
- SHARED FOOTWAY/ CYCLEWAY

CALLOWHILL COURT

PROPOSED ACCESS TO SERVICE YARD
AND THE HORSEFAIR FROM BOND STREET
OPTION ALLOWING THROUGH HGVS

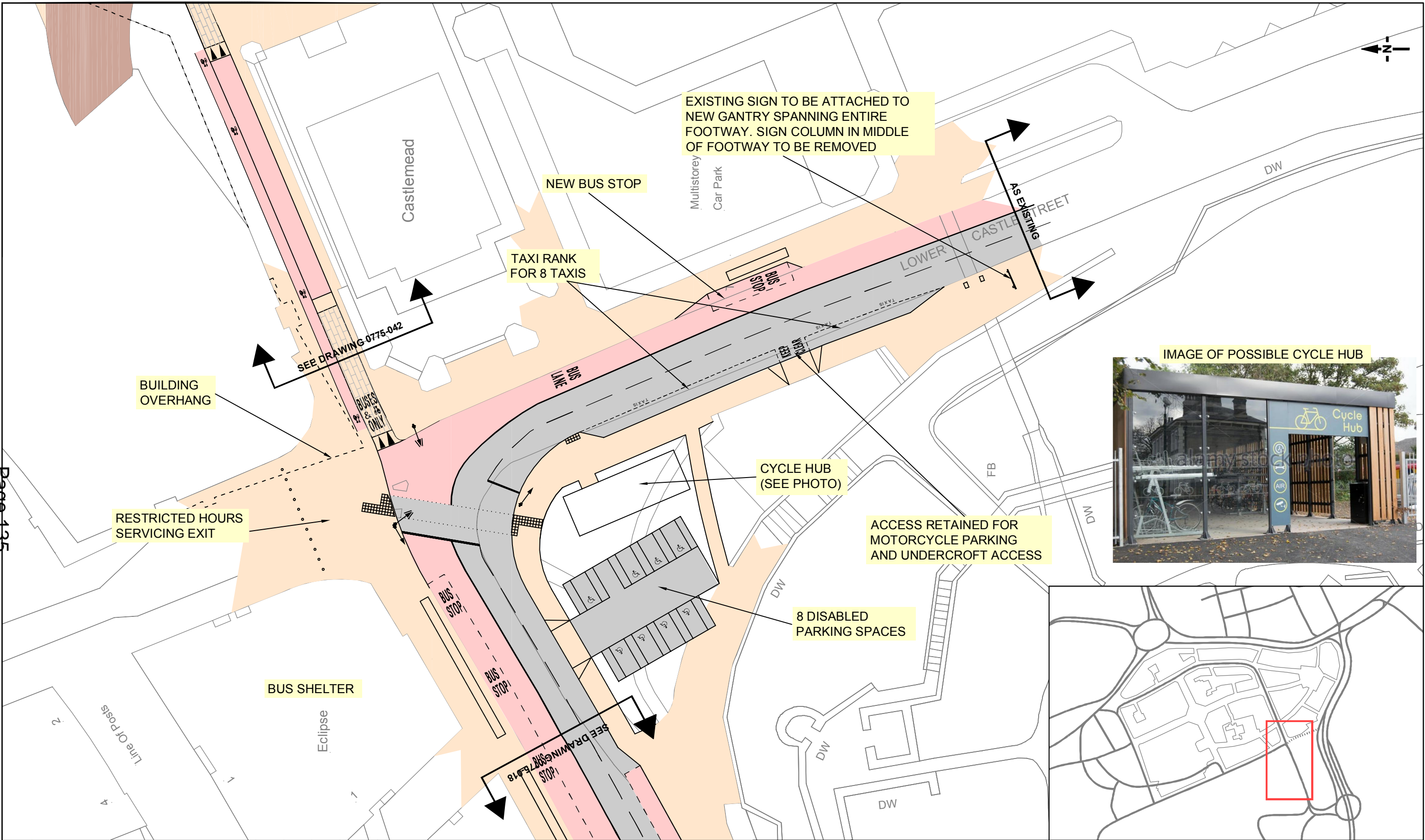
DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
DRT			JUL'17	1:500	PRELIMINARY

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E-mail : info@key-transport.com

DRAWING NUMBER	REV.
0775-046	



E	Bus lane colouring added on Lower Castle St/Broadwier corner	DRT			JUL 17
D	Taxi rank and bus stop on Lower Castle Street added, disabled parking and cycle hub added	DRT		DRK	JUN 17
C	Cycleway width to 1.5m, Lower Castle Street included, orientation changed	CS	SLF	DRK	JUN 17
B	Minor Amendments, shading added.	DRT	SLF	DRK	NOV16
A	Minor amendments.	FF	DRT	DRK	SEP 16
REV		DR	CH	PA	DATE

- BUS/CYCLE LANE
- FOOTWAY
- CARRIAGEWAY
- SPEED TABLE
- SERVICE YARD

CALLOWHILL COURT

PROPOSED LAYOUT FOR NEW BUS LANE ON BROADWEIR AND NEW BUS STOP ON LOWER CASTLE STREET

DRAWN BY	CHECKED BY	PASSED BY	DATE	SCALES @ A3 SIZE	ISSUE STATUS
FF	DRT	DRK	SEP 16	1:500	PRELIMINARY

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DRAWING NUMBER	REV.
0775-011	E

Development Control Committee A – 10 January 2018

ITEM NO. 3

WARD: St George West **CONTACT OFFICER:** Matthew Bunt
SITE ADDRESS: Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER

APPLICATION NO: 17/04132/F Full Planning

DETERMINATION DEADLINE: 30 October 2017

Conversion and partial demolition of existing building to provide 26 no. units of residential accommodation and associated works.

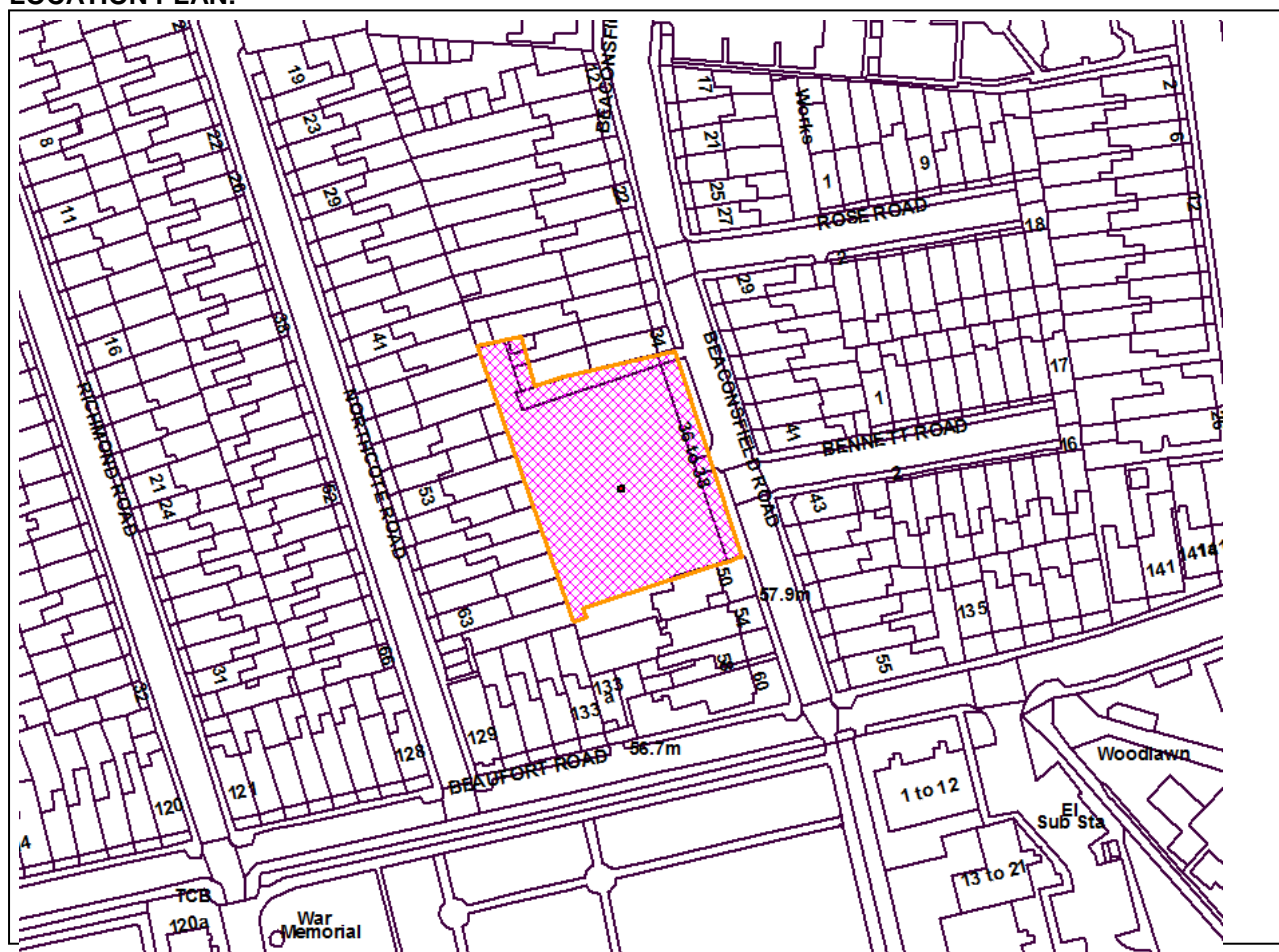
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Bell Cornwell LLP
 Sowton Business Centre
 Capital Court
 Bittern Road
 Exeter
 EX27FW

APPLICANT: Christian Grant Properties Ltd
 Fairview 1D Ansteys Road
 Bristol
 South Gloucestershire
 BS15 3DX

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

LOCATION PLAN:



Development Control Committee A – 10 January 2018**Application No. 17/04132/F: Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER****SUMMARY**

This report relates to a full planning application for the redevelopment of Olympia House, Beaconsfield Road, to provide 26no. residential flats. The development would see the historic and architecturally important elements of the site retained and the core of the rear shed-like structures demolished to facilitate an off-street car parking area (12no. spaces) and a new-build element containing 4no. flats. The development also includes comprehensive refuse and bicycle storage and a landscaped area adjacent to Beaconsfield Road.

The concerns raised relate to a number of issues, including the amount of development proposed; impacts on on-street car parking; impact on residential amenity including noise, disturbance and privacy; a lack of affordable housing provision; a lack of three bedroom units and an oversupply of 2 bedroom flats; and sustainability issues. Notwithstanding these issues, this proposal is considered to provide a high quality of development, which provides significant benefits, including the reuse of a vacant building and the sensitive redevelopment of an architecturally impressive building, the provision of additional housing, and an improvement to the public realm. It is also considered that the developers have taken suitable steps to address the impact of the proposal, as do the suggested conditions.

Therefore, taking into account the planning balance, officers consider that the benefits of the scheme do outweigh the limited negative elements, and are therefore recommending approval of the scheme.

REASON FOR REFERRAL

This application was referred by Cllr Asher Craig. The reasons for referral are included in full below:

I would like this planning application to be considered by the Development Control Committee if it is proposed to be recommended for approval.

As the local councillor for the ward of St George West, I held a meeting with over 40 residents from Beaconsfield Road in September who are concerned about plans for the conversion and partial demolition of the existing building to provide 26 no. units of residential accommodation and associated works.

There are a number of major issues this may cause if this planning application is accepted which are as follows:

- *The proposal represents over-development and the number of units proposed (26) will give rise to increased traffic, access and parking issues on a road already at full capacity*
- *The scheme makes no provision for affordable housing*
- *For residents on either side of the development, the proposed flats will lead to privacy/over-looking issues*
- *Concerns about noise pollution and the use of articulated lorries during the construction phase*
- *No landscaping details have been provided*

Whilst residents acknowledged the need for more housing, given the character of the site and the need for a greater mix of housing types in St George, the proposed development falls short.

The proposed scheme of 26 flats within such a confined space is considered to be over development and the high density of the proposed development is such that there is limited off street parking as only 12 allocated car parking spaces are being allocated. On street parking is already restricted and this development will just add to parking problems in the area, which are exacerbated due to the

Development Control Committee A – 10 January 2018**Application No. 17/04132/F: Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER**

Labour Club situated at the corner of Beaconsfield Road/Church Road and also the recent conversion of the Old Shoe Factory into 7 flats at the end of Rose Road.

It is accepted that the conversion of Olympic House to residential would seem to be the only viable option but would suggest the omission of the new 2 storey block of 4 flats within the rear courtyard which would create additional off street parking and reduce the density of the proposed development.

The Transport Statement submitted is quite misleading. Within the Bristol Local Plan the maximum number of car parking spaces is 1.125 for 2 bed properties. The planned development proposes only 0.46 spaces per unit. The application seeks to justify this low number by claiming that car ownership in the area is 0.78 which is based on out of date data from the 2011 census. Since 2011 the make-up of the area has changed significantly and car ownership has increased. Claims that the demand for car parking would reduce and that there would be an overall improvement to road safety is a complete fallacy. Residents were very concerned about the heightened risk to road accidents involving pedestrians given that Beaconsfield Road is currently used as a rat run from both the Beaufort & Church Road end of the street.

At the meeting with residents, many people were concerned about the disruption, dust and mess during construction, which the developer anticipated would take up to 18 months. No consideration has been given to how this will be managed and the impacts on the local residents will be mitigated with respect to delivery timescales, etc.

I understand that the application has received a high number of objections to the proposals and I would therefore like to call in this application for consideration by the Development Control Committee.

Reasons for referral (must be on planning grounds):

To sum up, I am referring application 17/04132/F to the Development Control Committee because:

- 1. The proposed scheme of 26 flats within such a confined space is considered to be over development and the high density of the proposed development is such that there is limited off street parking as only 12 allocated car parking spaces are being allocated. The applicant has failed to demonstrate that the proposal would not generate levels of on- street parking that cannot be reasonable accommodated or regulated through parking control measures, detrimental to highway safety. Therefore, the proposal is contrary to policy BCS10 of the Bristol Local Plan - Core Strategy (June 2011) and policy DM23 of the Bristol Local Plan - Site Allocations and Development Management Policies (July 2014).*
- 2. The development is likely to cause excessive noise and disturbance to local residents. Therefore, the proposal is contrary to policy BCS23 of the Bristol Local Plan - Core Strategy (June 2011); and policies DM2 and DM35 of the Bristol Local Plan - Site Allocations and Development Management Policies (July 2014).*
- 3. The proposal is considered an overdevelopment, will result in the unacceptable loss of privacy and makes no provision for affordable housing which is a priority for the Mayor and indeed local residents*

I ask that the Committee considers these concerns and the objections raised by local residents.

Development Control Committee A – 10 January 2018**Application No. 17/04132/F: Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER****SITE DESCRIPTION**

The site is Olympia House (36 – 38 Beaconsfield Road) which has been vacant since July of 2017, and the site has a flexible planning permission including the following uses: office, light industrial and warehousing (Use Classes B1 to B8). Being located in the ward of St George West, the site is in close proximity to many facilities and amenities with Church Road and St George Park to the north. Beaufort Road and Avonview Cemetery are to the south.

The existing site is composed of Victorian age buildings with an industrial character surrounded by terraced housing. All of the buildings are attached and internally accessible. The main building has a large two storey scale and a 'L' shape form, with key elevations facing Beaconsfield Road and the rear gardens of the dwellings within Beaconsfield Road to the north of the site. This building appears to be original building at the site, and this is evident in its historic and architectural character. Infilling the 'L' shape and the remaining site are a series of large two storey tall attached gable ended sheds with a ridge line perpendicular to Beaconsfield Road, the gable ends terminate just before the rear boundary with the dwellings in Northcote Road. The site is not subject to any heritage designations, but is within an area at a high risk from the legacy of coal mining and air quality management area.

APPLICATION

Full planning permission is sought for this development. Specifically, the proposal seeks to retain the existing 'L' shape building and convert it into residential accommodation, and to demolish all of the existing shed-like buildings in order to form a courtyard providing car parking as well as a new building to accommodate 4no. flats. Cumulatively the proposal offers 26no. residential units in flatted form, consisting of 3 X 1 bedroom units; 19 X 2 bedroom units; and 4 X 3 bedroom units. The courtyard will be accessed from an existing central vehicular access, within the courtyard a number of flats will gain access via a decked platform at first floor level, and the new build element will be referred to hereafter as the Courtyard building. The main 'L' shape building currently extends adjacent to the rear gardens of Northcote Road to the north, this building, often referred to as the Annexe will also be converted.

Over the course of the application amendments have been submitted in order to: reduce the amount of windows facing the rear gardens of Beaconsfield Road; improve outlook and amenity for future occupiers; improve the public realm; increase the number of 3no. bedroom units included; reduce the massing of the Courtyard Building; removal of a platform entrance to the Annexe Building; and to address a number of technical issues relating to transportation concerns. Following these material amendments, a full consultation period of 21 days occurred in order alert all relevant members of the public to these amendments.

COMMUNITY INVOLVEMENT

Process: Angus Meek Architects have produced a Statement of Community Involvement (SCI). The statement sets out that the proposal was advertised and publicised via a leaflet drop; a website and the Facebook and Twitter accounts for the Neighbourhood Forum. These advertisements included a web address for the plans for the development, as well as forthcoming public meeting. At the public meeting the pre-application proposal was presented and discussed. 46 members of the public are understood to have attended. The main issues are summarised on page 2 and 3 of the SCI, and include residential amenity; on-street car parking; cycle parking; overdevelopment; impact on house prices; concerns over parking within the front of the site; construction period; affordable housing; requirement for the courtyard building; impact on house prices; and the type of residential accommodation proposed.

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Result: The proposal submitted did respond to a number of the points raised by members of the public. Specifically the number of rear facing windows within the scheme were reduced; two parking bays were removed from the front area of the site; cycle parking was secured; and party walls would be retained as much as possible to reduce disruption. However, certain requests/concerns of the public did not materialise within the submitted scheme. The submitted scheme did not respond to requests for more family housing; the courtyard building was retained not removed; the parking proposed was reduced not increased; and the amount of development did not materially reduce.

RELEVANT PLANNING HISTORY

92/02446/F	Granted Subject to Conditions	07/12/1992
Erection of Mercury Telecommunications Antenna.		

89/02906/F	Granted Subject to Conditions	12/02/1990
Alterations to convert existing office, warehousing & light industrial units to offices.		

From reviewing the planning records for this application it is clear that this planning permission was not implemented. This permission included the demolition of a large section of the rear building/shed in order to form a parking courtyard. Further to this, the development would facilitate the subdivision of the building into 6 units, with soft landscaping across the front and the removal of a number of front elevation windows. As is evident from visiting the site, it is clear that on the balance of probabilities this permission was never implemented, and hence is no longer extant.

77/00842/P_S	Granted Subject to Conditions	02/06/1977
Use of land for car parking.		

70/02086/P_U	Granted Subject to Conditions	26/08/1970
Form off-street parking area.		

RESPONSE TO PUBLICITY – MEMBERS OF THE PUBLIC

i. Residents

Nearby residents were notified by letter, and the application was advertised by site notice and press notice in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015. As of the date at which this report was written, 20 objections, and 4 support comments have been received in response to the development, along with 2 petitions. The submitted comments are summarised below.

Principle of the Development (see Key Issue A)

- Residential use is acceptable given the site context;
- The development is a profit-seeking exercise;
- Density should be reduced;
- Requirement of residential development in Bristol;
- Housing is required;
- Overdevelopment.

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Affordable Housing/Vacant Building Credit

- Affordable housing should be offered;
- The housing should be offered to local people;
- The proposal represents good quality housing.

Housing Composition

- Family units are needed rather than 1 or 2 bed flats;
- Concerns as to the breakdown of local community.

Design

- Overdevelopment of the site;
- Courtyard flats should be omitted;
- Retaining the original frontage is a positive;
- Future occupiers should not be allowed to open up the roof space i.e. through dormers;
- Support for the demolition of the frontage (*Officer Note: please note this is not proposed*);
- Landscaping is a positive and should be implemented;
- Positives associated with retaining the key elements of the building.

Residential Amenity

- A condition of consent should be a commitment from the company to contribute to the local area;
- Noise and dust pollution during construction phase;
- Scaremongering by suggesting the existing use could operate 24 hours a day and see up to 200 employees;
- Light pollution;
- The development would offer quality housing;
- Overlooking from the decked area;
- Loss of privacy to nearby occupiers;
- Insufficient planting.

Transport

- Insufficient parking;
- Beaconsfield Road is at car parking capacity;
- Traffic control/calming measures are needed given Beaconsfield Road is often used as a cut through;
- Highway safety of Beaconsfield Road;
- Off road bin storage is required;
- Cul-de-sac opposite site;
- Visibility concerns;
- CIL should be used to mitigate highway safety impact – traffic calming measures;
- Car ownership is expected to be high;
- Discrepancies in the Transport Statement;
- Parking study undertaken at the wrong time of day;

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- Construction-phase disruption;
- RPZ's should not be used;
- Construction traffic and expectant highway safety impact;
- Beaconsfield should be a one-way street;
- Near the park meaning children, dogs and cats use Beaconsfield Road;
- Construction access not submitted.

Nature Conservation

- A bat survey may be required given bats are in the nearby grave yard;
- Wildlife corridor along Northcote Road.

Procedural and Other Concerns

- The planning application should be decided at planning committee;
- Planners do not do site visits and what is submitted on plans is not often built – *Officer Note: the site was visited twice by the case officer;*
- The submission of 45 documents is an attempt to wear down local residents;
- Resident of adjacent property no. 34 cited positive discussions with Mr Draper (applicant) regarding overlooking issues and frosted glass;
- Property price information not submitted;
- Local property prices will be impacted;
- Structural concerns regarding rear boundary wall;
- The developer has attempted to sway local opinion and withdraw objections;
- The development will result in stress on the local water supply, waste ware, sewage, electricity and gas supply.

Revised Plans

As discussed within the preliminary sections of this report, revised plans have been submitted and accepted as part of this application, in response to the initial set of revised plans which contained materials changes, a full period of re-consultation occurred for 21 days involving all nearby neighbours who were notified originally, and those who commented on the application. These comments largely reiterated original comments.

ii. Petition 1

A petition signed by 3 separate people residing in Beaconsfield Road was submitted to the Council in October 2017 stating support for Cllr Ashley Craig's referral comments.

iii. Petition 2

A further petition signed by approximately 40 separate people was submitted to the Council in November 2017. It should be noted that a number of those who signed the petition resided at the same address. The comments included within the petition are summarised below.

- The petition is on behalf of the undesignated residents of Beaconsfield Road, Rose Road and Bennett Road in BS5;

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- Some people have been visited by the prospective developer requesting that their objections were withdrawn;
- It was suggested that the fall-back position of the site as a commercial use attracting up to 200 people would occur if this development did not prevail, the petition stated this would not occur;
- There was previously a good working relationship with Olympia House – specifically KN Office Supplies;
- Parking issues – the development will increase on-street car parking resulting in disruption and congestion;
- Residents are keen for residential development to occur at the site, but of a sensitive density. Affordable housing should be included, and the privacy of the residents in 30, 32 and 34 Beaconsfield Road 41-63 Northcote Road should be taken preserved.

FURTHER CONSULTEES – INTERNAL AND OTHER STATUTORY CONSULTEES

- i. **Contaminated Land Environmental Protection** has commented as follows:-
No objection subject to conditions.
- ii. **Pollution Control** has commented as follows:-
No objection subject to a condition to requiring a Construction Environmental Management Plan to be submitted.
- iii. **The Coal Authority** has commented as follows:-
The Coal Authority considers that the content and conclusions of the Coal Mining Risk Assessment Report (13 October 2017, prepared by GRM Development Solutions Ltd) are sufficient for the purposes of the planning system in demonstrating that the application site is safe and stable for the proposed development. The Coal Authority therefore withdraws its objection to the proposed development.
- iv. **Nature Conservation Officer** has commented as follows:-
No objection subject to a condition requiring bat and bird boxes to be installed at the site, and also an informative regarding demolition and bats.
- v. **Pollution Control** has commented as follows:-
No objection to the application but would ask for the following condition should the application be approved: Construction Management Plan.
- vi. **Flood Risk Manager** has commented as follows:-
The submitted SuDS strategy is acceptable, but no detail is provided at this stage. We therefore have no objection to the development but request that should planning permission be granted, our standard pre commencement drainage condition is applied.
- vii. **Sustainable Cities Team** has commented as follows:-
The proposal needs to be supported by a revised Sustainability and Energy Statement to reflect the revised scheme, this can be required by condition. Electric heaters should be resisted within the scheme, and the new build element could incorporate better efficiency measures. It is acknowledged that a 20% reduction in CO2 emissions beyond residual

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emissions through the use of renewable energy will not be achieved on site. Scope to install additional PV on the roof of the new build unit and on the dormer roofs should be explored further; this can be required by condition. Full comments are available from the website.

viii. **Transport Development Management** has commented as follows:-

No objection in principle to the development. Further information is required relating to the operation of the gate system; waste management and the proposed extent of adoption. Conditions should be imposed with regard to: highway works, construction management, waste management, access strategy, pedestrian/cycle access, car parking, refuse storage, and restriction of parking areas at the site. A Transport Regulation Order is also required to prevent inappropriate parking in the vicinity of the nearby junction. Advice notes should also be included regarding the alterations to vehicular access; public highway works; a traffic regulation order; impact on the highway network; and a restriction parking permits.

ix. **Urban Design** has commented as follows:-

No objection subject to conditions to ensure landscaping and quality of finishes.

x. **Bristol Waste Company** has commented as follows:-

The bin store must be capable of 1,110 litre containers of cardboard. Doors should be keycode accessible.

xi. **Archaeology Team** has commented as follows:-

The retention of the significant aspects of this historic building is welcomed. However, other parts of the site where there will be demolition warrant a level of historic building recording and analysis, particularly the associated house or office structure to the rear of the site. This recording can be secured through attaching the pre-commencement condition B30 to any consent.

xii. **Bristol Civic Society** has commented as follows:-

No objection in principle to the residential use provided the employment use is no longer viable as the premises may have the potential to be used as small business premises. The development could give rise to overlooking issues in the north eastern corner of the site. Removal of the apartments at the north east corner of the site would allow a better balance of car parking and apartments.

xiii. **Air Quality** has commented as follows:-

No objection considering the development is more than 75 metres from the main road and is likely to generate only minimal additional traffic.

RELEVANT POLICIES

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

National Planning Policy Framework

Bristol Local Plan comprising Core Strategy (Adopted June 2011)

Site Allocations and Development Management Policies (Adopted July 2014)

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EQUALITIES IMPACT ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Overall, it is considered that the approval of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010. In this case the design and access to the development have been assessed with particular regard to disability, age and pregnancy and maternity issues.

KEY ISSUES

For information, policies starting 'BCS' are policies from the Core Strategy document, whereas policies starting 'DM' are from the Site Allocations and Development Management Policies document.

(A) Principle of Development

i. Loss of the Employment Use

The existing use of the site is considered to be an employment generating use. The proposed use would result in the total loss of this use. As such Policy BCS8 'Delivering a Thriving Economy' is relevant in that it states:

'Employment land outside of these areas [Principal Industrial and Warehousing Areas] will be retained where it makes a valuable contribution to the economy and employment opportunities'.

Further guidance is provided within policy DM12 'Retaining Valuable Employment Sites', where specific instances are discussed where development involving the loss of employment uses will be permitted. The agent submits the loss of the employment use is justified as a number of circumstances provided within policy DM12 are met. The principal circumstance being that there is no demand for an employment use at the site, meaning policy BCS8 would also be satisfied. With this in mind, provided this is the case and the evidence submitted persuades officers that requirements of policies BCS8 and DM12 are met, the principle of the loss of the employment use is acceptable.

ii. Residential Development

Policy BCS5 'Housing Provision' aims to deliver new homes within the built up area, targeting 4,200 homes through small unidentified sites across the city for which this site qualifies. The site forms previously developed land where policy BCS5 aims to primarily deliver new homes. Given the site forms previously developed land, and is within walking distance (400 metres) of the designated Town Centre of St George (Church Road), the development is considered to comply with the principles of policy BCS20 'Effective and Efficient Use of Land'. Policy BCS20 includes residential development to meet a minimum indicative net density of 50 dwellings per hectare which the development does – 153 dwellings per hectare. The density of the development will further be addressed within the remaining report with regard to proposal's design; housing mix; facilities and impact on nearby and future residents. Accordingly, positive weight should be attached to the contribution of 26 no. residential units within a brownfield site in a sustainable location.

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iii. Summary

In summary, provided the loss of the employment use is acceptable, the principle of the residential development of the site is acceptable.

(B) Loss of Employment Use

i. Policy Requirement

As stated the development is required to conform to the requirements of policies BCS8 and DM12 in order for the loss of the existing employment use to be acceptable. Should at least one of the circumstances discussed within policy DM12 be met, the loss of the employment use would be acceptable. The relevant circumstances are outlined below:

- a) *There is no demand for employment uses; or*
- b) *Continued employment use would have an unacceptable impact on the environmental quality of the surrounding area.*

The applicant contends the policy meets both of these criteria. The remaining section of this key issue shall assess the agent's submission against the relevant criteria.

ii. Criteria a – is there a demand for an employment use at the site?

The existing site is vacant. The applicant suggests that the previous occupiers, KN Office Supplies, a storage and distribution company outgrew the premises. Specifically, KN Office Supplies wanted to expand their operations into paper shredding, but were unable to do so from Olympia House given the size of the commercial vehicles required to facilitate this activity. The Planning Statement goes on to state that the previous company had a fleet of large vehicles with part of their operation being the delivery of office supplies. The applicant contends that Olympia House and the surrounding road network is not suited to this activity, and thus the former occupiers have relocated to a unit that is purpose built for this type of operation, without the constraints imposed by being in a densely populated residential area with a restrictive road layout.

Further to this, the Planning Statement refers to a marketing campaign that demonstrates that 'the only serious interest generated in the building is from property developers who would look to convert the building in a similar way to that set out in the application'. Officers have reviewed the Economic Marketing Report prepared by ETP Property Consultants with the Council's marketing guidelines in mind.

ETP Property Consultants meets the criteria set out within the guidance with regard to requirements for a commercial property agent. Further to this, the marketing board ETP used to advertise the property meets the requirements of guidance in terms of advertising the property on-site, and the property details (particulars) include sufficient detail.

The premises was advertised through the sources included below, and also details of the property were mailed to commercial property agents, and other interested parties which officers consider to be sufficient advertisement of the property.

ETP Property Consultants - www.ETPproperty.co.uk

Rightmove - www.RightMove.co.uk

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As of the submission of the marketing report, two enquiries were received regarding employment uses (both B1/B2). Neither enquirer viewed the site and made no offer. One enquirer found the property to be too large, and the other found that a larger storage and parking space was required for storage and parking delivery vehicles. Notwithstanding this, in excess of 50 enquiries were submitted enquiring as to the potential to change the use of the site to a residential use.

The particulars stated the site was an office/workshop use that officers consider to be broad enough to include the required use classes of B1 to B8. The guidance suggests a feasibility study and financial appraisal is needed to demonstrate that redevelopment of the premises/site for employment use is not viable. The marketing report concludes that the property's location on a narrow street where there is limited parking does not lend itself well to a commercial use. Further to this, EPT state that there are essentially better locations of employment generating uses, where required facilities for parking and loading can be easily accommodated; meaning the demand for an employment use at the site is limited. Whilst not relevant to the redevelopment of the site, EPT go onto states that the age and construction of the existing property does not attract potential occupiers who are looking to more modern officer or industrial properties, for example ETP state that a more open-plan layout is required to meet modern needs.

The marketing report and addendum demonstrates that the 12 months of marketing has occurred at the site which conforms with the required 6 to 12 months included within the guidance. The final element of the marketing of the premises relates to the advertised price. The guidance states that marketing should be commensurate with the current market price for similar commercial premises, taking into account the use of the premises; the standard of accommodation; and the location of the site. The marketing report stated the property had been advertised/quoted at £950,000 (c. £50 per sq ft) for the freehold interest and £50,000 per annum exclusive (c. £2.62 per sq ft) on a leasehold basis. This is understood to be reasonable prices/rates based on comparable information.

Accordingly, officers are satisfied that based on the submitted marketing information there is not an existing demand for an employment use at the site, meaning criteria a of policy DM12 is satisfied, as is policy BCS8.

- iii. Criteria b – would the continued employment use have an unacceptable impact on the environmental quality of the surrounding area?

The applicant contends that given the site is located in (and surrounded by) existing residential development, the proposed change of use away from an employment use can be justified against criteria b. As by removing the employment use from the site, the development will enhance the environmental quality of the surrounding area for existing residents. The applicant supports this statement with a letter sent to the previous occupiers of the site, KN Office Supplies Ltd in 2014 by the Council's Environmental Protection Team. The letter has been submitted to the Council and details that a complaint was submitted to the Environmental Protection Team alleging the use of the site had caused or allowed a noise nuisance; the letter was dated the 12th of February 2014. No further action was taken by the Council. Officers have consulted with the Council's Pollution Control Team with regard to this matter. The Team have confirmed that there has been 3 one off complaints in 2007, 2011 and 2014. These were all regarding early morning deliveries and the complainants discussed

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delivery times of between 04:00 and 06:00 causing disturbance. On each occasion the Council wrote to K N Office Supplies Ltd and asked the complainant to contact the Council if the problem continued. As a result of this, no follow up complaints were made. Indeed, it was reported that K N Office Supplies Ltd were very concerned about these complaints and either confirmed that they had spoken to staff involved in early morning deliveries or that deliveries were made after 07:00.

Accordingly, based on this information officers find that there the continued employment use would not have an unacceptable impact on the environmental quality of the surrounding area with regard to disturbance. The reason for this is that it appears that after each complaint appropriate site management occurred and the disturbance was no longer reported. Hence, officers find that the development would not meet criteria b.

iv. Summary

Policy DM12 only permits the loss of employment sites where at least one of four criteria can be demonstrated. Although the applicant has failed to demonstrate that the site accorded with criteria b, the applicant has demonstrated that through the submitted marketing information that there is not sufficient demand for an employment use at the site meaning criteria a is met. With this in mind, officers find that the development meets the requirements of policy DM12, and as such the loss of the employment use of the site is acceptable.

(C) Mixed, Balanced and Inclusive Communities

The proposal is composed of 26 no. residential flats consisting of 3 X 1 bedroom units; 19 X 2 bedroom units; and 4 X 3 bedroom units.

i. Policy Requirement

Policy BS18 'Housing Type' aims to ensure that new residential development will provide for a range of housing types to help support the creation of mixed, balanced and inclusive communities. The proposal seeks to achieve this through requiring that all new development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed balance and inclusive communities.

ii. Accommodation Type

The site is within the Lower Super Output Area (LSOA) of St Georges Park, where 56.6% of residential accommodation are houses, compared with the remaining 43.4% which are composed of flats, maisonettes or apartments. The proposal would therefore contribute positively to the diversity of accommodation type in the immediate area.

iii. Accommodation Size/Bedroom Composition

A further indication of if the proposal will contribute positively to the creation of a mixed, balanced and inclusive community is the bedroom composition of the accommodation proposed. The table below includes details relating to the bedroom composition of the LSOA as of 2011, as well as the impact on the bedroom composition within LSOA if this proposal was approved, built out and occupied.

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Number of Bedrooms	% within the St George Park as of 2011 Census	% of bedrooms proposed within this development	% within St George if planning permission is permitted and built out
0	0.2	0	0.2
1	30.1	11.5	30.5
2	46.7	73.1	48.9
3	18.8	15.4	19.3
4	3.0	0	3.0
5 +	1.2	0	1.2

The table demonstrates that the proposal would not contribute positively to the diversity of bedrooms within the area, as it would contribute to the existing majority of 2 bedroom units within the area. As well as this, the proposal should include more units with 3 or more bedrooms, although officers are aware that the nature of the site does not lend itself to units with 4 or more bedrooms. Although, officers do note from the fourth column within the table, that actual impact on the percentage of bedrooms within the area is limited, officers do consider that the development would not contribute positively to the diversity of bedroom composition provided within area.

The applicant argues that after consultation with local estate agents, Connells, that the local housing market is saturated with 3 bed properties in this location, and that accommodation with 3 bedrooms generally require private garden space. Whilst officers accept that family accommodation would benefit from private gardens, officers are also aware that St George Park is within the walking distance. Further to this, there is an argument that 3 bedroom units without garden space may attract occupiers who do not wish to have such amenity space, but require 3 bedrooms, hence removing pressure on 3 bedroom accommodation that offers garden space. With this in mind, officers do not agree with the justification for the lack of 3 bedrooms units proposed within the development.

iv. Imaginative Design Solutions

The proposal does include imaginative design solutions to issues of overlooking and outlook, as will be discussed within Residential Amenity Key Issue sections. The importance of these design solutions, is that the proposal maximises the amount of residential units that can be provided at the site without resulting in either a harmful impact on the quality of living for future occupiers, or harming the residential amenity of existing nearby occupiers.

v. Flexibility and Adaptability

The proposal is composed of a range of unit types, all of which meet the relevant space standard prescribed within the *Technical housing standards – nationally described space standard* issued by the Department for Communities and Local Government. The proposed units would be suitably flexible and adaptable for future occupiers.

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vi. Affordable Housing and Demand

Policy BCS18 also requires that all new development addresses affordable housing need and housing demand. The proposal helps to address demand in that it does include new residential units, but does not include any affordable housing. This is assessed through relevant policy within the Affordable Housing Key Issue (below).

vii. Summary

The proposal fails to contribute positively to the bedroom composition offered by the existing residential accommodation within the area through offering an excess of 2 bedrooms units. However, the proposal would help to address the imbalance of housing types within the area through proposing 26no. flats in an area with a majority of household accommodation. As well as this, the proposal would offer flexible and adaptable flats maximising the development potential at the site through imaginative design solutions. As such, officers find that the development does include aspects that would aid the creation of mixed, balanced and inclusive communities. However, the proposal does not contribute to the diversity of bedroom provision within the area, and this should be weighed against the positive aspects of the development when determining this planning application.

(D) Affordable Housing

The application consists of 26 residential units meaning requirements for contributions, including affordable housing, are triggered.

i. Policy Requirement

As the development consists of more than 15 dwellings the requirements of policy BCS17 'Affordable Housing Provision' are relevant. This policy sets the percentage target of 30% for proposals in this area (Bristol East). As such for the development to strictly comply with this target, the development would need to deliver 7.8 affordable units on site, or via a financial contribution. The policy states that these targets should be sought through negotiation, and where scheme viability may be affected, developers will be expected to provide full appraisals to demonstrate an alternative affordable housing provision. In the case of this development, no affordable housing is provided on site, and no financial contributions have been offered. The justification for this absence of affordable housing is set out within the Section 7 of the submitted Planning Statement, where it is states that financial credit should be taken into account when the local planning authority calculated any affordable housing contribution as the existing building are vacant.

ii. Vacant Building Credit

The applicant refers to Vacant Building Credit (VBC) throughout Section 7 of the Planning Statement as justification as to why no affordable housing is provided. Paragraphs 021 to 023 of the National Planning Practice Guidance (PPG) sets out that:

'Where a vacant building is brought back into any lawful use, or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any affordable housing contribution which will be sought. Affordable housing contributions may be required for any increase in floorspace.' (Para. 021).

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The PPG includes further guidance within paragraph 022 on the process by which VCB should be determined:

'Where there is an overall increase in floorspace in the proposed development, the local planning authority should calculate the amount of affordable housing contributions required from the development as set out in their Local Plan. A 'credit' should then be applied which is the equivalent of the gross floorspace of any relevant vacant buildings being brought back into use or demolished as part of the scheme and deducted from the overall affordable housing contribution calculation. This will apply in calculating either the number of affordable housing units to be provided within the development or where an equivalent financial contribution is being provided.

The existing floorspace of a vacant building should be credited against the floorspace of the new development. For example, where a building with a gross floorspace of 8,000 square metre building is demolished as part of a proposed development with a gross floorspace of 10,000 square metres, any affordable housing contribution should be a fifth of what would normally be sought.'

Further to guidance within the PPG the Council has a flowchart to aid the assessment for the VBC, this is set out below.

a. Is the whole building empty?

From the visiting the site officers can confirm the site is empty. Further to this, within the submitted Planning Statement, confirmation that the building(s) were vacated by at least the 12th July 2017 is provided through an email between the former occupier and the applicant. As well as this, a 'We're moving' leaflet is included within the submitted Planning Statement that was produced by the former occupier that states that as of the 10th July 2017, KN Office Supplies would be working from a new address.

b. Has it been abandoned?

The Council defines an abandoned building as follows:

'A building that has been left vacant / boarded up and not maintained, such that it is not watertight and is in a state of disrepair'.

From visiting the site officers can confirm the site has been maintained, and is not in state of disrepair.

c. Has the site been made vacant for the sole purpose of redevelopment?

The site was vacated by KN Office Supplies in July, and a letter from the managing director for the company has been produced that includes the reasons as to why the company left the site. The reasons largely relate to the constraints of the site in terms of the nature of the building itself; the residential context and the road network that provides access to the site. Accordingly, officers consider the site to be vacant as a result of the constraints at the site, rather than the ambition to redevelop the site.

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- d. Is the site covered by an extant or recently expired permission for substantially the same development?

The site is not covered by an extant or recently expired planning permission.

- e. Is the site in a lawful use for CIL purposes?

The PPG considers that where an existing building has been in lawful use for a continuous period of 6 months within the past 3 years, part of that building that are to be demolished or retained can be taken into account. Accordingly, for the existing building(s) at the site to benefit from VBC, those building(s) must have been in a lawful use for a continuous period of 6 months within the past 3 years.

The most recent relevant planning permission with regard to the use at the site is planning ref. 89/02906/F which in 1990 permitted 'alterations to convert existing office, warehousing & light industrial units to offices'. As discussed within the 'Relevant Planning History' section, this permission was not implemented, meaning officers consider the existing use of the site to be lawful. Information has also been provided to persuade officers that the site has been in a lawful use for a continuous period within the previous 3 years. The site is therefore considered to be within a lawful use for CIL purposes.

- f. Has the buildings been empty for a year and appropriately marketed for its existing use for at least a year?

The building(s) have been empty since July 2017 meaning the buildings have not been empty for a year, however this is not considered to be reason that the scheme should not qualify for VBC. This is because the justification provided within the PPG for VBC is to incentivise the development of brownfield sites. Further to this, the site has been sufficiently marketed for 12 months, with this in mind officers find that criteria f is met.

iii. Summary

Due to the size of the development, the Development Plan does require 7.8 affordable units on site, or an equivalent financial contribution. However, the applicant has demonstrated that the site is vacant, and in accordance with the PPG the applicant should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any affordable housing contribution which will be sought. Given the existing gross floorspace at the site is larger than the proposed gross floorspace, the equivalent financial credit is larger than the required affordable housing, meaning the development should not be required to provide affordable housing.

Officers would advise members that the lack of provision of affordable housing should not attract weight against or in favour of approving the development as the applicant has demonstrated that VBC applies.

(E) Residential Amenity – Nearby Occupiers

The site is bound to the north and south by houses associated within Beaconsfield Road; to the west by the gardens and outbuildings of a terrace row facing Northcote Road; and to the east by Beaconsfield Road. Accordingly, the proposal as originally submitted did include elements that would have had a harmful impact on nearby occupiers, especially immediately to the north of the proposal.

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However, amendments have been sought and submitted. The amended proposal's impact on these nearby occupiers will be assessed within the remaining section.

i. Overlooking and Privacy

The proposal has potential to overlook the nearby occupiers to the north, west and south given the scale of the existing and proposed buildings, as well as the proximity of the neighbouring buildings and gardens.

At ground floor level it is unlikely that any proposed flat would result in a loss of privacy to adjacent occupiers. All courtyard facing windows would fail to overlook due to height, proximity and intervening features. Similarly, the ground floor windows within the northern wing of the building to be converted, as well as the Annexe Building (Unit 1), will look toward a boundary treatment 1.8 metres or more in height, meaning lines of sight to sensitive area of nearby units will be blocked – a condition will ensure this. The plans fail to provide a labelled a boundary treatment within the courtyard for Unit 1 and no. 30 Beaconsfield Road; as such a condition is required. Details of the boundary treatment with no. 50 Beaconsfield Road have not been submitted, but will be secured through condition to ensure ground floor windows, doors and amenity area within the Courtyard Building (Units 10 and 11) do not have lines of sight into the no. 50. The dwellings to the east within Northcote Road will not suffer overlooking from the proposed ground floor units due to the existing rear boundary wall which is proposed to be retained; this will be ensured by condition.

Turning to the proposed first floor, there are multiple positions where windows could result in a loss of privacy to nearby occupiers. Taking the Courtyard Building first, Unit 13 has southerly facing bedroom window, orientated toward no. 133 Beaufort Road, as this window is within approximately 15 metres of corresponding window within no. 133, a condition will be imposed to ensure it obscure glazed and non-opening above 1.7 metres floor level. Unit 13 also includes a westerly facing bedroom window looking toward Northcote Road. As this window is more than 20 meters from the first floor rear elevation of any dwelling within Northcote Road, and any line of sight would be at an angle and likely blocked by the building itself, officers find that this window would not be harmful to the nearby privacy of any nearby occupier. Unit 12 has a south-facing window that would likely overlook the dwellings' rear gardens within Beaufort Road, a condition will be imposed to ensure an obscure glazed window. Unit 12 also has a easterly orientated window, given the angle and distance between this window and the garden and the rear facing windows of no. 50 Beaconsfield Road, officers find that this window within Unit 12 is acceptable.

All first and second floor windows orientated toward the courtyard are acceptable in terms of privacy given their orientation and distance to any nearby existing dwelling. Unit 25 has a number of westerly facing windows orientated toward Northcote Road. The majority of these windows will be obscure glazed in accordance with the submitted plan that includes obscure glazed labels – this shall be ensured by condition, the condition shall also ensure these are non-opening below 1.7 metres from floor height. Unit 26 has a southerly facing bathroom window, this is not considered to be an issue considering it is a non-primary room. Unit 26 also has a bedroom window facing to the east, due to the distance between this window and the rear elevation of the dwellings within Beaconsfield Road, officers would not expect a loss of privacy to occur, including the gardens within Beaconsfield Road properties. Unit 26 also has three angled privacy windows meaning the occupiers of Beaconsfield Road will not be overlooked, but the occupiers of Unit 26 will still have an outlook.

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The northern wing of the building to be converted has a large number of first floor windows and second floor rooflights orientated toward the rear gardens of Beaconsfield Road. Helpfully, the applicant has prepared a section of the elevation that demonstrates how such windows and rooflights will not harm the privacy of the rear gardens of Beaconsfield Road through the use of obscure glazed panels combined with transparent glazing at varying heights for outlook – dwg no. 2491 P09 A. The plan demonstrates that future occupiers would have sufficient outlook in a manner that would not harm the amenity of the occupiers of Beaconsfield Road, the plans is included as an addendum for members' benefit. A condition will be imposed that requires the development to be built in accordance with the discussed plan.

The first and second floor flats are duplex flats meaning they are over 2 levels and connected by an internal staircase, these flats have their doors on the first floor and are accessed via a platform within the courtyard. There are platform stairs adjacent to Units 25 and 24, Units 12 and 13, and Unit 14 and 15. From two of these platforms nearest the western boundary side of the site, occupiers of the proposed flats would likely overlook the gardens to the west in Northcote Road; as such a condition will be imposed to require details of a 1.8 metre high screen at each platform. Similarly, a condition will be imposed to ensure that a screen is in position on the platform adjacent to Unit 14.

ii. Sunlight and Daylight

Given the orientation of the existing and proposed buildings along with the nearby dwellings, officers are the opinion that the development would not result in a material loss of sunlight or daylight to the nearby occupiers when compared with the existing situation.

iii. Outlook

Once again, given the existing form and density of the existing development, the proposed conversion and new build elements will not result in a material loss of outlook to any nearby occupier.

iv. Overbearing

The existing built form borders the southern and western side of the plot at a two storey scale, the proposal will reduce this in part, but the predominant form of the existing development will remain at the boundaries of the site. As such, officers do not find that the proposed urban form of the development will result in a materially overbearing impact when compared to the existing situation.

v. Noise and Disturbance

The occupation of the proposed development would be unlikely to result in disturbance to the nearby occupiers, but the construction phase of the development may cause disturbance. As such a construction environmental management plan will be required by condition.

vi. Summary

As this section has demonstrated the site is subject to constraints in terms of the close-knit urban form created by the surrounding dwellings and the density of the development. Subject to the conditions discussed the proposal would not result in a material loss of privacy to any nearby occupier. Further to this, the proposal would likely to result in a materially more favourable impact when compared to the existing situation given the reduction of the built form adjacent to nearby occupiers to the west.

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Finally, the construction phase will be subject to a management plan to ensure best practice is followed in order to reduce disturbance. As such, subject to the conditions discussed within this section, the proposal will have an acceptable impact on the nearby occupiers.

(F) Residential Amenity – Future Occupiers**i. Outlook**

As discussed within the Residential Amenity – Nearby Occupiers Key Issue, many of the windows within the development are required by condition or are proposed to be obscure glazed. After reviewing each room where a window will be obscure glazed, officers are confident that each room would still receive adequate outlook proportionate to the requirement of that room due to further windows being present, or certain glazing arrangements within the room being made.

All the bedroom windows of Unit 9 have a poor outlook given it overlooks a cycle store less than 3 metres from these ground floor windows. A secondary bedroom within Unit 8 has a similar quality of outlook. Unit 1 also has a limited outlook from the bedroom and kitchen/lounge/dining room given the close proximity of the required boundary wall. Officers are also aware that the angled privacy windows within Unit 26 offer a standard of amenity that is not as high as a standard window would be. Notwithstanding these rooms, all the other rooms within the development have acceptable outlook as demonstrated by a number of plans submitted.

ii. Sunlight and Daylight

With the exception of two flats, all the proposed units are dual aspect encouraging good levels of sunlight and daylight – the exception being Units 1 and 26. Units 1 and 26 will be in the ‘Annexe’ building, and is not a new build, rather a conversion. Given the constraints of this section of the site, single aspect flats are likely to be the only option within this part of the site without resulting in overlooking to the north or west.

The proposed duplex flats are accessed by a platform/deck that stretches throughout the courtyard elevations of the main building. The deck is proposed to be galvanised metal and will be subject to condition for design purposes. It is however expected that the platform has the potential to reduce the amount of natural light enjoyed by the ground floor flats within the main building. However, after considering the path of the sun and the intervening features, officers do not find this to be a reason to resist the scheme, especially given the ground floor units are all dual aspect.

iii. Privacy

The first floors of Unit 12 and 14 have windows facing in a similar direction, and a gap of approximately 10 metres. Given the subject window of Unit 14 is small, and the angle of this line of sight, officers find these windows would not prejudice privacy of either unit.

The proposal includes cycle stores in close proximity to a number of flats windows/doors: Units 2, 3, 4, 5, 8 and 9. This does pose the risk that these occupiers would be disturbed through occupiers using the cycle stores. However, this is a fairly typical relationship for flatted development within converted buildings, and as such officers would not expect to materially harm the enjoyment of the future occupiers of the development.

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Only Units 1, 10 and 11 have private amenity space, meaning the majority of the units proposed do not have such a space, including the 3 bedroom units that would lend themselves more to families. Officers are aware that the Council does not have specific policy to require residential units to offer access to private amenity space, and officers are also aware of the close proximity of the development to St George Park. The only option for private amenity space within the scheme for more units would be to reduce the amount of units and to reduce the car parking spaces proposed, both of which would not be encouraged. As such officers find the development's lack of private amenity space to be acceptable.

v. Proposed Windows

Two units are suggested to have mechanical ventilation – Units 15 and 18. The applicant has informed officers that mechanical ventilation is required to supplement the opening window provision within these units as the existing window openings that correspond to these two flat types provide just below the required opening to conform with building regulations requirements. Hence this means that future occupiers of these units will be able to open their windows, but background ventilation will be enhanced through a mechanical ventilation system where required within these units.

vi. Summary

As discussed within this Key Issue, a number of the units have rooms which will not benefit from a high standard of outlook, and a minor number of flats, Units 1 and 22, will not gain high levels of sunlight due to their single aspect design and the position of the northern wing of Olympia House. Notwithstanding this, the majority of the units will offer a high standard of amenity for future occupiers, and on balance the minor number of units that do not achieve this high standard are insufficient to outweigh the overall standard offered. Further to this, it is important to take into account the nature of the development being a conversion, where due to the pre-existing building shape and context, certain standards of amenity expected from a new build cannot be expected from a conversion.

(G) Design and Impact on the Character of the Area

One of the main benefits of the development is that the proposal incorporates the historic and architecturally impressive main building and wings of the original boot factory building. This represents a positive design approach from the applicant; especially given the building is not listed or locally listed. As the remaining sections of this Key Issue will demonstrate, the proposed development respects the key elevations of the building, and the Courtyard building, which is the new build element, respects the setting of the old factory. With this in mind, the design approach of the development and the retention of the historic building should attract positive weight in favour of the approving the development.

i. Conversion Work

The key elevation in terms of retaining the architectural character of the existing building are the principal elevation facing Beaconsfield Road and to a lesser degree the side elevation adjacent to no. 34 Beaconsfield Road. Taking the principal elevation first, the proposal would have a positive impact through removing two existing glazed doors and replacing them with a higher quality doors. The proposal would also remove the existing signage which is also a positive aspect as it would further reveal the original elevation. The proposal would include a high number of new rooflights within the front roof elevation, provided these rooflights are of a suitable profile and external appearance,

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officers are satisfied with the external appearance, a condition is recommended to ensure all new fenestration is acceptable. The front and side elevations windows are discussed within forthcoming subsection of this key issue.

To facilitate the access to the first and second floor duplex flats, a rear access platform/deck is proposed. This will be composed of a light weight metal structure, which is acceptable in principle, conditions could ensure the appearance of this deck is acceptable, and as such are recommended. The courtyard elevations are proposed to be finished in render, as with all external materials proposed, conditions are recommended to ensure a high quality finish.

In summary, the proposed conversion works are sensitive to the key elevations of the former factory.

ii. Replacement Windows

The windows within the existing front and side wings of Olympia House are currently large timber arched windows with generous vertical proportions. These windows together with the piers and bays within which the windows sit represent a strong rhythm important to the character of the building and area. The application includes a proposal to replace all the existing timber windows with white PVCu windows, although a later email has confirmed that a heritage style PVCu profile and woodgrain emboss could be utilised.

The applicant suggests wholesale-window replacement is required, as the existing timber windows do not currently feature enough opening windows to either facilitate building regulations approval, or in practice meet the normal expected openings for future occupiers. Further to this, officers understand that new timber units have been investigated but discounted due to the cost to meet the required standards. As such the applicant suggests the PVCu windows are a pragmatic solution to provide enhanced thermal performance, security and ventilation provision to the development. Notwithstanding this, the applicant has also informed officers that the retention of the existing timber windows is still being investigated, and remains the favoured route for both heritage and asset improvement. The applicant suggests the window to be a technical issue that could be secured following consent if approved. Officers agree that an appropriately worded condition could be put in place to require full details of window replacement, repair, or alterations for the existing, and indeed such a condition is necessary. The reason for this is the applicant is still unsure of what windows will be proposed, and importantly, the replacement of timber windows with PVCu windows would not be considered to be acceptable. If timber windows are to be discounted by the applicant, then justification will be required, and materials other than PVCu would certainly be more appropriate for the replacement windows, for example metal or powder coated aluminium windows. As such, a condition is recommended that requires the submission of details with regard to any replacement windows to be utilised within Olympia House – see condition 14 for further details.

iii. Courtyard Building

The proposed courtyard building is a backland development, and as such must be subservient in scale and massing to the frontage development. Considering the context of the courtyard together with the scale of the surrounding buildings, the scale and massing of the development is acceptable. The building will provide an acceptable elevation to the courtyard, and it is recommended that all of the detailing is secured by condition to ensure quality.

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iv. Landscaping

The proposed landscaping in minimal detail but the principles of this represent a further positive aspect of the proposal, as it would remove the existing parking area at the front of the site, and replace it with a low boundary wall and suitable planting. This would improve the setting of the building; replicate the dominant character of the area; provide a semi-private space to the front of the flats and importantly prevent further parking within the area between the building and the pavement where vehicles often overhang the pavement. Further details of a hard and soft landscaping scheme are recommended to be secured by condition.

v. Summary

In summary, the proposal represents significant benefits to the area through retaining the original building that contributes positively to the appearance of the area. The proposal would also facilitate an improved public realm. Officers are aware there are a number of design issues, largely with regard to the detailed design of certain elements of the scheme, all of these issues can be adequately addressed by conditions.

(H) Transportation and Highway Safety

i. Principle

As the comments from the Transport Development Management Team (TDM) reflect, the principle of the proposed residential use is acceptable in this location with regard to transport grounds. Indeed, officers find the application site to be relatively well served by public transport and a number of amenities, for example the site is within walking distance (400 metres) of the designated Town Centre of St George (Church Road).

ii. Car Parking

Prior to discussing the detailed issues, officers find it appropriate to address the proposal's impact in terms of car parking. The proposal includes 12 no. car parking spaces within the courtyard which is in-keeping with the policy requirement for the development - which for clarity is a maximum standard, meaning there is no policy requirement for the development to provide off-street car parking spaces for each unit proposed, unless it is found that the lack of car parking would result in material harm to the amenity of the highway through giving rise to unacceptable traffic conditions. Specifically, policy DM23 states that 'in accordance with the standards set out in the parking schedule at Appendix 2, development proposals will be expected to:

- a) Provide an appropriate level of safe, secure, accessible and usable parking provision having regard to the parking standards, the parking management regime and the level of accessibility by walking, cycling and public transport; and
- b) Provide appropriate servicing and loading facilities'.

The applicant suggest that the development proposals will have reduced demand compared to the existing use with a net benefit to the parking provision consisting of the removal of staff and delivery vehicles parking on the adjacent roads during work hours. Whilst this is true, it also apparent that parking pressure is likely to be more felt in the evenings and at weekends and local residents express

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some serious concern about on-street parking taking place in inappropriate locations, such as on corners and at junctions.

In accordance with guidance, the submitted Transport Statement has taken account of local car ownership statistics finding that car ownership is lower in the area when compared to that of Bristol as a whole. Based on pre-existing level of car ownership within the area, the Transport Statement finds that the proposed development would need to offer 11.6 car parking spaces, the proposal includes 12. As well as this, an on-street parking survey was undertaken in June of 2017, confirming there were a number (25) of vacant on-street car parking spaces within a 200 metre walking distance of the site. The Transport Statement concludes that the proposed car parking spaces are sufficient to meet the need of the development meaning there should be no overspill within Beaconsfield Road and the surrounding area. In addition the Transport Statement claims that the proposal would significantly reduce the demand for parking when compared to the existing situation.

Given the proposal is in a residential area; the parking demand associated with the proposed residential use would therefore be at the same time as the existing residential parking demand in the area. Although officers do accept that the proposed development will result in a reduction in the number of vehicles utilising the site when compared to the existing situation, officers find that the proposal would result in parking-demands at different times of day than the existing use. Further to this, officers also accept that there is a degree of capacity on-street within the area for additional overspill car parking which is likely to arise from visitors to the flats, or overspill parking from the development itself. However, it is likely that such visitor/overspill parking would likely seek to park closer to the site in less appropriate locations, rather than for example choosing a parking space in an adjacent street. It is this parking that has the potential to create a highway safety concerns.

In view of this, it is recommended that the applicant pay for a Traffic Regulation Order (TRO) to allow the Council to implement a scheme of junction protection waiting restrictions, to deter unsafe parking – the junction being that of Beaconsfield Road and Bennet Road. This would be a contribution of £5395 for the making of the Order, and an additional £1000 for the implementation of the measures that would need to be secured through legal agreement pursuant to s106 of the Town and Country Planning Act. The applicant has agreed to this and a draft Unilateral Undertaking has been submitted to the Local Planning Authority.

Accordingly, whilst officers accept that the level of parking provided for the development would likely provide for the future occupiers of the site, it is likely that the development would attract visitors and result in overspill parking at times that would park within the adjacent streets. In order to prevent unsafe or inappropriate parking in the vicinity of the site and the adjacent junction, a TRO is required and has been agreed to by the applicant. With this in mind, officers find that the development provides an appropriate level of safe, secure, accessible and usable parking provision, and subject to the TRO, the development would not result in unacceptable highway safety impact to the nearby area.

An informative note will also be added to any positive decision to alert future residents that they would be eligible for parking permits within any forthcoming Residents' Parking Scheme.

iii. Access

The proposal would utilise the existing access which is a narrow access that previously provided vehicular access for the business uses at the site. Whilst narrow, the proposed access is acceptable, especially given a new wider access would be resisted on design grounds. The pedestrian access is

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segregated from the main vehicular access, and it is understood that cyclists will enter through the same vehicular access which is acceptable. The vehicular access includes a gate at the entrance, it is required for this gate to be suitably operated in order to prevent cars queuing at the gate and backing-up onto the highway, as such a condition is recommended.

iv. Layout

The proposal parking layout is acceptable, and will be subject to condition to ensure implementation, a hard and soft landscaping scheme will also ensure that the proposed surface material is acceptable. TDM have queried the extent of adoption proposed, the applicant is not proposing the Council to adopt any of the site, and there is clear delineation between the site and the pavement through the proposed front wall. At the front of the site there is currently a dropped kerb that extends for the majority of the front elevation. The kerb and footway across the frontage must be reconstructed to full kerb height with a vehicular crossover constructed in line with the vehicular access – this can be secured by condition.

v. Cycle Storage

The proposal includes location of three cycle stores. Cumulatively each store has sufficient storage capacity to meet the policy requirement. As well as this, each store is located in close proximity to the flats they will serve. No information has been submitted to suggest the appearance or security of the stores. As such a condition is recommended to require further details post-decision.

vi. Refuse Storage

The submitted refuse store is adjacent to the pedestrian access point and it is proposed to leave such refuse and recycling at collection points adjacent to the highway on collection day, both of which is acceptable and can be secured by condition. No management statement has been submitted to demonstrate how the waste will be moved to the collection points however, and as such a waste management strategy will be required by condition.

vii. Construction Management

Give the context of the site, a construction management plan should be subject to condition in order to minimise disturbance to nearby occupiers and to limit congestion and disturbance to the highway network within the area.

viii. Summary

It has been established that subject to conditions and a legal agreement to ensure a TRO process is undertaken, the development would not result in material harm to the amenity of highway.

(I) Sustainability

i. Policy Context

Policy BCS13 'Climate Change' requires development to both mitigate and adapt to climate change, and to meeting targets to reduce carbon dioxide emissions. In order to achieve these objectives, development should meet high standards of energy efficiency; use decentralised, renewable and low-

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carbon energy supply systems; and promote walking, cycling and the use of public transport instead of journeys by private car. Sustainability Statements should support planning application in order to demonstrate how developments will achieve such objectives and criteria. Further to this, policy BCS14 'Sustainable Energy' requires development to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the building by at least 20%. Sustainability and Energy Statements should demonstrate how proposals will achieve these objectives.

ii. Submitted Documents

A revised design and access statement and a separate Energy and Sustainability Statement have been submitted in response to amendments made to the scheme. The Council's sustainability officer commented on both the original and revised scheme, and whilst the revised design and access statement responds to the officer's comments, the revised Energy and Sustainability Statement has not been fully updated to correspond with the latest proposals, for example it is suggested the new build elements will be heated through gas boilers, but elsewhere it is stated that there is not a gas connection on site. With this in mind, a revised Energy and Sustainability Statement will be required by condition.

iii. Energy Efficiency

The heating system proposed is carbon intensive being electric heating, the heat hierarchy which is endorsed by policy BCS14. However, it is understood that due to the need to maximise the number of units and to provide adequate car parking on site there is not space to provide a communal plant or an Air Source Heat Pump system. With this in mind, a method to minimise carbon dioxide emissions arising from the proposed heating system would be to ensure that adequate controls were installed, for example time and temperature zoned controls. This could be secured by condition, especially as a revised Energy and Sustainability Statement is required.

The energy efficiency measures within the new build element of the scheme should be improved, as although they are proposed to meet the building regulation requirement, further improvement should be sought given the heating method proposed. This can be ensured by condition.

iv. Renewable Energy Generation

The development would not meet the required 20% reduction in carbon dioxide emission beyond residual emissions. It is suggested that the proposal would result in a 10.68% reduction in carbon dioxide emissions beyond residual emissions. Part of the reason for this failure to meet the generation target is that the high carbon heating system proposed will result in higher than normal residual emissions, making it more challenging to meet this requirement. There is also opportunity to install further photovoltaic panels at the site, for example on the new build Courtyard building, or on top of the dormers. As stated a revised Energy and Sustainability Statement is required by condition, this can take account of such opportunities and likely increase the total savings beyond residual emissions.

Notwithstanding this, officers are still confident that the development would not meet the 20% reduction in carbon dioxide emissions beyond residual emissions required by policy BCS14.

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The proposal would not strictly meet the requirements of policies BCS13 and BCS14, although a revised Energy and Sustainability Statement will be required by condition which will ensure improved measures with regard to energy efficiency and the generation of renewable energy. Notwithstanding these measures, it is likely that the development will not meet the 20% reduction in carbon dioxide emissions beyond residual emissions. Whilst this should constitute weight against approving the development, it is anticipated that the carbon reduction will be increased through further submissions and consideration of this issue, albeit it is recognised that it is unlikely to reach the full 20% target given the particular constraints of the site. As such, officers consider this to constitute limited weight against approving the development.

(J) Drainage

A Sustainable Urban Drainage Strategy (SuDS) has been submitted, but the details of which are not sufficient although the strategy is acceptable in principle. As such a SuDS condition is recommended.

(K) Noise and Disturbance: Demolition and Construction Phase

The development would be unlikely to result in a harmful impact as a result of the future occupation of the residential development, however, there is potential for the development to cause disruption during the construction phase. The applicant has submitted a brief demolition and construction strategy in knowledge that a construction environmental management plan will likely be required by condition. The information suggests that investigatory works have already occurred in order to understand the required demolition method. It is understood that the Demolition Strategy for the sheds to the rear where the courtyard is proposed to be located will all be dismantled from within. Firstly, the roof will be dismantled from inside the site and warehouse areas using mechanical means with all material extracted via the undercroft vehicle way on the front of the site. Small vehicles are likely to be utilised given the constraints of the existing access, and a dust mitigation strategy will be in place. The Construction Strategy follows the same principles as the Demolition Strategy, in that the existing access will be utilised and hence necessitates the need for smaller vehicles than usually associated with construction processes. For example, the applicant is not expecting to utilise large cranes during construction.

Accordingly, based on the limited information submitted, officers find the principles of the proposed method of demolition and construction to be acceptable. However, a full construction environmental management plan is recommended to be secured by condition in order to reduce and avoid material harm to nearby occupiers.

(L) Contamination

The proposed development is sensitive to contamination and is situated on or adjacent to land which has been subject to land uses which could be a potential source of contamination. Council records indicate this building was subject to potentially contaminating land uses from c1900 to the late twentieth century, these works include boot manufacturing and paint and varnishing works.

A basic assessment has been submitted, however it is not sufficient to ensure that the safety of future users of the site. As such conditions are recommended to require further assessment.

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Whilst the proposal is within an Air Quality Management Area, air quality would be unlikely pose a risk to the development's proposed use and occupiers as the site is more than 75 metres from the main road, and the development is unlikely to generate a significant amount of traffic.

(N) Archaeology

The Council's archaeologist has commented to confirm that the development is acceptable provided the elements of the development proposed to be demolished are subject to an historic survey prior to demolition to ensure any historic elements are recorded appropriately. The officer also concluded that the retention of the significant aspects of the historic building is welcomed.

It should also be noted that the applicant is proposing to relocate existing historic features from the former use of the site within the site. For example, an existing fan thought to be from the original factory will be remounted on the northern wing of the building. This positive element should attract weight in favour of the development.

(O) Coal Mining Legacy

The submitted coal mining risk assessment has been assessed by the Coal Authority who agrees with the conclusions of the report, that the shallowest coal seams underlying the site would be at sufficient depth not to impact on ground stability, should they have been worked. As such the legacy of coal mining does not form a material threat to this development.

(P) Nature Conservation

The Council's Nature Conservation Officer has suggested a condition is imposed to require bat and bird boxes to be installed at the site. Given the application is a major development, officers find this condition to be acceptable, and as such it is recommend it is imposed. An advice note will also be included with regard to bats.

(Q) Equalities Assessment

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that neither the approval nor refusal of this application would have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

(R) Planning Obligations and Conditions

As discussed within the Transportation and Highway Safety Key Issue, a TRO is required in relation to this development. To make a TRO, full process is required. As such a contribution of £5395 for the making of the Order, and an additional £1000 for the implementation of the measures is required from the developer. The applicant has agreed to this, and will be secured through legal agreement pursuant to s106 of the Town and Country Planning Act. Further to the costs associated with the

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TRO, the applicant will also be required to pay the Council's legal costs. The legal agreement will be required to be worded so the financial contribution would be secured prior to the commencement of development.

With regard to conditions, in line with Government guidance, all conditions will be worded, as far as is reasonable, to avoid pre-commencement conditions where possible.

CONCLUSION

The application represents the redevelopment of an architecturally impressive vacant warehouse/office building in a residential area of St George. It is recognised that given the complex nature of the site and the constraining urban grain within which the site is located, there are a small number of negative elements to this scheme, and as such the decision needs to be made on the basis of the planning balance.

Officers consider these negative elements to constitute limited weight against approving the development. Specifically, these include the lack of three bedroom units combined with the over provision of two bedroom units; together with a minority number of units not benefiting from a high standard of outlook; and finally the proposal not including sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the building by at least 20%. Officers are also aware of concerns from residents, and Cllr Asher Craig, regarding a lack of affordable housing; a perceived lack of off-street parking; and perceived excessive noise and disturbance to local residents. However, as the report has demonstrated, officers would advise that these issues should not attract weight against the approval of this development.

In the context of the planning balance, members should consider the benefits this scheme represents. As the report demonstrates, the proposal includes a number of benefits all of which should attract weight in favour of approving the development. Specifically, this application is an opportunity to redevelop Olympia House, which represents a former business use that has been demonstrated to be vacant and unlikely to attract a future business use due the characteristics of the site, the surrounding area and the market. The proposal would develop this site in a sensitive manner retaining the historic and architecturally pleasing elements of the existing building. This sensitive redevelopment would result in the contribution of 26no. residential flats toward the Council's housing land supply, in an area where accommodation types are largely houses thereby helping to address an imbalance within the community. Further to this, the development would improve the building's relationship with Beaconsfield Road resulting in a beneficial impact to the public realm. Finally, the proposal would also result in a material reduction in the amount of built form at the site, having a beneficial impact with regard to those located to the west.

On balance, whilst officers recognise that the application would result in some limited negative impacts, it is considered that the benefits of the scheme are significant and far outweigh this identified limited harm. On this basis, officers are recommending that permission be granted, subject to a section 106 agreement (Unilateral Undertaking) to secure a financial contribution toward a TRO, plus relevant conditions.

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COMMUNITY INFRASTRUCTURE LEVY

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

The development is not CIL liable as the proposed residential development would have a gross internal floor area of less than the existing buildings' at the site that have been in a lawful use for a continuous period of in excess of six months within the previous three years.

RECOMMENDED GRANT subject to Planning Agreement

- A. That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion, within a period of six months from the date of this committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense, of a planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended), entered into by the applicant to cover the following matters:
 - i. A financial contribution of £5,395 for the making of the Transport Regulation Order, and an additional £1,000 for the implementation of measures associated with that Order, are made to Bristol City Council prior to the commencement of development.
- B. That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in recommendation (A).
- C. That on completion of the Section 106 Agreement, planning permission be granted, subject to the following conditions:

Condition(s)**Time limit for commencement of development**

- 1. Full Planning Permission

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

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

Pre commencement condition(s)

- 2. To secure the recording of the fabric of buildings of historic or architectural importance

No development shall take place until the applicant/developer has recorded those parts of the building which are likely to be disturbed or concealed in the course of redevelopment or refurbishment. The recording must to be carried out by an archaeologist or archaeological organisation approved by the Local Planning Authority and submitted to the Historic Environment Record (HER), the archive should then be submitted to Bristol City Museum and a hard copy to Bristol Record Office.

For the avoidance of doubt, this condition does not prohibit the stripping of the modern office fit, including partitions and suspended ceilings.

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Reason: To ensure that features of archaeological or architectural importance within a building are recorded before their destruction or concealment.

3. Land affected by contamination - Site Characterisation

With the exception of demolition works, no construction shall take place until an intrusive investigation and risk assessment, in addition to the Desk Study prepared by Clarke Bond dated 15/12/17 reference WB04721/R1 Final, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced and submitted to and approved by the Local Planning Authority prior to any construction works taking place. The report of findings must include:

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

(ii) an assessment of the potential risks to:

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

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

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

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

4. Land affected by contamination - Submission of Remediation Scheme

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

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

Development Control Committee A – 10 January 2018**Application No. 17/04132/F: Olympia House 36 - 38 Beaconsfield Road St George Bristol BS5 8ER****5. Land Affected by Contamination - Implementation of approved remediation scheme**

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

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

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

6. Construction management plan

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

- Parking of vehicles of site operatives and visitors.
- Routes for construction traffic
- Hours of operation.
- Method of preventing mud being carried onto the highway.
- Pedestrian and cyclist protection.
- Proposed temporary traffic arrangements including hoardings and/or footway closures.
- Arrangements for turning vehicles.
- Arrangements to receive abnormal loads or unusually large vehicles.
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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

7. Site Specific Construction Environmental Management Plan

No development shall take place including any works of demolition until a site specific Construction Environmental Management Plan has been submitted to and been approved in writing by the Local Planning Authority. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan should include, but not be limited to:

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Arrangements for liaison with the Council's Pollution Control Team
- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours:
 - 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays.

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- Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours detailed above.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Bristol City Council encourages all contractors to be 'Considerate Contractors' when working in the city by being aware of the needs of neighbours and the environment.
- Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.

Reason: In the interests of the amenities of surrounding occupiers during the construction of the development.

8. Sustainable Drainage System (SuDS)

With the exception of demolition, the development hereby approved shall not commence until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

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

9. Waste Management Plan

A waste management plan shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The approved waste management plan shall be complied with throughout the duration of the residential use hereby approved.

Reason: In the interests of highway safety and the amenity of the area.

10. Highway Works

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

- Refurbishment of footway across frontage of building and new dropped crossing, including delineation of private and public footpath and any areas for adoption.

The information shall include indicating proposals for:

- Threshold levels of the finished highway and building levels
- Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works

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- Locations of lighting, signing, street furniture, street trees and pits
- Structures on or adjacent to the highway
- Extents of any stopping up or dedication of new highway

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

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

11. Submission and approval of landscaping scheme

Notwithstanding the submitted plans, a scheme of hard and soft landscaping shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the relevant stage of development. The approved scheme shall be implemented so that planting can be carried out no later than the first planting season following the occupation of the building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the Local Planning Authority gives written consent to any variation.

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

12. Further large scale details before relevant element started

Notwithstanding the approved plans, detailed drawings at the scale of 1:10 of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a. New rooflights;
- b. New windows (with the exception of the northern and eastern elevations of the existing building);
- c. New doors;
- d. All balconies/platforms/decked areas and associated steps;
- e. New gates;
- f. New rainwater goods;
- g. Photovoltaic panels.

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

13. Sample Panels - External Finishes

Samples and supporting literature of all new external facing materials shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The details thereby approved shall be carried out in accordance with that approval.

Reason: In the interests of visual amenity and quality of finish.

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Notwithstanding the approved plans, no works to the windows within the northern and eastern elevations of the original building approved to be converted shall take place until a schedule of window replacement, repair and alteration has been submitted to and approved in writing by the Local Planning Authority. The works included within the window replacement, repair and alteration schedule shall then be carried out in accordance with that approval, and retained as such thereafter in perpetuity.

For the avoidance of doubt, this condition only refers to those windows within the northern (side) and eastern (front) elevations of the original building approved to be converted. The schedule required by this condition shall include detailed plans at a scale of 1:10, as well as sample materials of all proposed new external finishes.

Reason: In the interests of visual amenity and the character of the area, and to provide further assessment of the windows proposed.

15. Gate Operation

A method statement regarding the automatic gate operation of the vehicular access gate shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The vehicular access gate shall thereafter be operated in strict accordance with the approved method statement, and shall be fully operational prior to the first occupation of the development hereby approved.

Reason: In the interests of highway safety.

16. Climate Change and Sustainability

Notwithstanding the submitted and approved details, a revised energy and sustainability statement shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development, which for the purposes of this condition is not considered to include the required demolition hereby approved. As a minimum, the energy statement shall:

- Demonstrate how the energy demand has been minimised through the use of energy efficiency measures;
- Provide details of the proposed heating controls to minimise energy use;
- Demonstrate that the provision of renewable energy has been maximised including full technology specifications and locations;
- Include a revised energy table demonstrating CO2 emissions below baseline emissions after energy efficiency measures, and renewable energy; and
- Include an ongoing management and maintenance programme to ensure the measures proposed continue to achieve the predicted CO2 emissions reduction.

The details included within the approved energy and sustainability statement shall then be implemented and thereafter maintained in strict accordance with the approved energy statement prior to the first occupation of the development hereby approved.

Reason: To ensure the development contributes to minimising the effects of, and can adapt to a changing climate in accordance.

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Detailed elevational and location drawings of the items listed below shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval prior to the first occupation of the development hereby approved, and shall be retained as such thereafter.

- a) A 1.8 metre high obscure screen to be located on the western side of the first floor platform/deck adjacent to the of entrance Unit 13;
- b) A 1.8 metre high obscure screen to be located on the western side of the first floor platform/deck adjacent to the of entrance Unit 25; and
- c) A 1.8 metre high obscure screen to be located on the southern side of the first floor platform/deck adjacent to the entrance of Unit 14.

Reason: In the interests of the privacy of the nearby occupiers.

Pre occupation condition(s)**18. Bat and Bird Boxes**

The development hereby approved shall not be occupied until a scheme for built-in bird nesting and bat roosting opportunities is submitted to and approved in writing Local Planning Authority. The scheme shall include a minimum of six built-in swift bricks or boxes and two built-in bat boxes, and also the specification, orientation, height and location of all bird nesting and bat roosting facilities. The approved scheme shall then be implemented in full prior to the first occupation of the development hereby approved.

Reason: To help conserve legally protected bats and birds which include priority species.

19. Land affected by contamination - Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Condition 3 and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Condition 4, which is to be submitted to and be approved in writing by the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 5.

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

20. Boundary Treatment Plan

No building shall be occupied until scaled plans of all the north, west, and southern boundary treatments have been submitted to and approved in writing by the Local Planning Authority. The approved boundary treatments shall then be built in strict accordance with the approved details

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prior to the first occupation of the development hereby approved. For the avoidance of doubt, all boundary treatments must have a minimum height of 1.8 metres.

Reason: In the interests of the residential amenity of the nearby occupiers.

21. Rear Boundary Treatment

The existing rear boundary wall (western boundary treatment) shall not be demolished; rather it shall be retained in its current form and height in accordance with the following plan:

Elevations and Sections, Dwg no. 2491 P07 C.

Reason: In the interests of the privacy of future and nearby occupiers, as well as the enjoyment of the courtyard hereby approved.

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

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

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

23. Cycle Stores

No building or use hereby permitted shall be occupied or the use commenced until full plans for the cycle stores included within the approved plans has been submitted to and approved in writing by the Local Planning Authority. The approved cycle stores shall then be constructed in full prior to the first use of the development hereby approved, and shall thereafter be retained as such for purposes of storing cycles only.

For the avoidance of doubt the plans required will be expected to demonstrate that the cycle stores are well-lit, safe and secure for purposes of storing cycles.

Reason: In the interests of encouraging sustainable transport methods.

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

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

Reason: In the interests of highway safety.

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25. Completion and Maintenance of Car/Vehicle Parking - Shown on approved plans

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

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

Post occupation management

26. Unit 25 - Obscure Glazed Westerly Facing Windows

The windows within Unit 25 shall be obscure glazed in accordance with the approved plans, dwg no. 2491 P06 B, and retained as such thereafter. All windows labelled to be obscure glazed shall be non-opening below 1.7 metres when measured from finished floor level within the room for which the window is in, unless otherwise agreed in writing with the Local Planning Authority with regards to measures relating to emergency escape. The windows will be retained as such thereafter.

Reason: In the interests of the privacy of the neighbours within Northcote Road.

27. Units: 21, 22, 23, 24, and 25 - Obscure Glazing

The obscure glazed windows shall be installed in strict accordance with the plan listed below to Units 21, 22, 23, 24 and 25. For the avoidance of doubt, the first floor north-facing windows of Units 22, 23, 24 and 25 shall be non-opening below 1.7 metres when measured from finished floor level within the room they are in. The windows will be retained as such thereafter.

Section and Elevation Proposed, dwg no. 2491 P09 A.

Reason: In the interests of the residential amenity of the occupiers of Beaconsfield Road.

28. Unit 13 - First Floor South Facing Window Obscure Glazed

The south-facing kitchen/dining room window within Unit 13 shall be obscure glazed, and non-opening below 1.7 metres when measured from finished floor level within the room for which the window is in. The window(s) will be retained as such thereafter.

Reason: To ensure the privacy of the occupiers to the south within Beaufort Road.

29. Unit 12 - First Floor South Facing Window Obscure Glazed

The south-facing kitchen/dining room window within Unit 12 shall be obscure glazed, and non-opening below 1.7 metres when measured from finished floor level within the room for which the window is in. The window(s) will be retained as such thereafter.

Reason: To ensure the privacy of the occupiers to the south within Beaufort Road.

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30. Restriction of parking level on site

Parking within the development site is to be restricted to the areas allocated on the approved plans and shall not encroach onto areas allocated on the plans for other uses.

Reason: To control the level of parking on the site and to safeguard the uses of other areas.

List of approved plans

31. List of approved plans and drawings

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

2491 EX01 Existing ground floor plan, received 31 July 2017
 2491 EX02 Existing first floor plan, received 31 July 2017
 2491 EX03 Existing second floor plan, received 31 July 2017
 2491 EX04 Existing elevations, received 31 July 2017
 2491 EX05 Existing sections, received 31 July 2017
 2491 L01A Location plan, received 4 August 2017
 2491 P01D Proposed ground floor plan, received 5 December 2017
 2491 P02C Proposed first floor plan, received 5 December 2017
 2491 P03C Proposed second floor plan, received 5 December 2017
 2491 P04C Proposed roof plan, received 5 December 2017
 2491 P05D Elevations, received 5 December 2017
 2491 P06B Elevation and sections, received 5 December 2017
 2491 P07C Elevation and sections, received 5 December 2017
 2491 P08C Elevation and sections, received 5 December 2017
 Economic marketing report, received 31 July 2017
 Planning statement, received 31 July 2017
 Statement of community involvement, received 31 July 2017
 Transport statement, received 31 July 2017
 2491 P09A Proposed Section and Elevation, received 5 December 2017
 Marketing Report Addendum, ETP Property Consultants, 10/11/2017, received 15 November 2017
 ref. WB04721/R1 Phase 1 Preliminary Risk Assessment (Desk Study), The Boot Factory, Bristol. Clarkebond, 14/12/17, received 19 December 2017
 3763 Energy Statement and Sustainability Strategy, Melin, 28/11/2017, received 5 December 2017
 2491 DS02 Rev A Design and Access Statement, Angus Meek Architects, November 2017, received 5 December 2017
 P8182 Coal Mining Risk Assessment, GRM Development Solutions Ltd, 13/10/2017, received 13 October 2017

Reason: For the avoidance of doubt.

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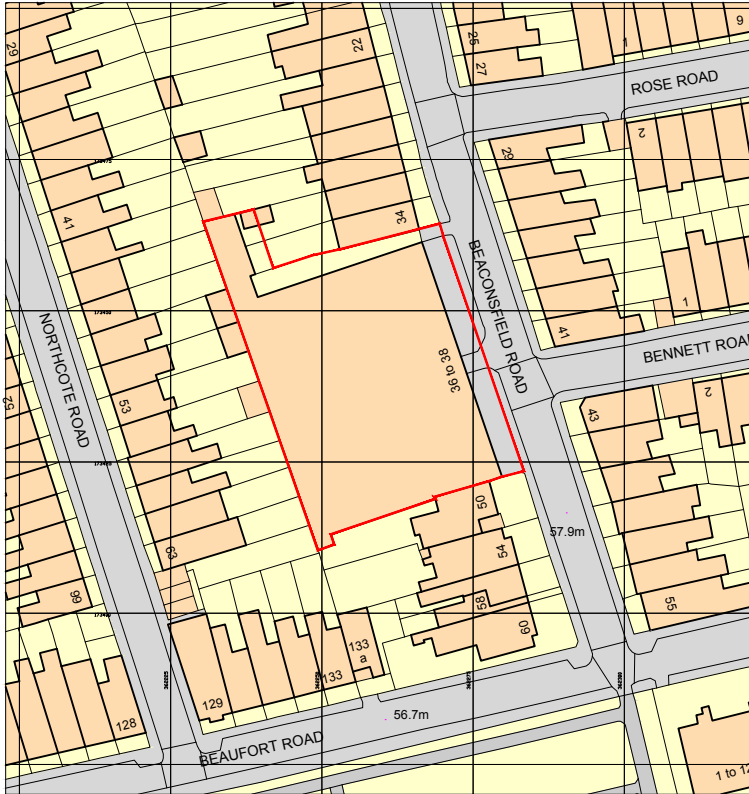
Advices

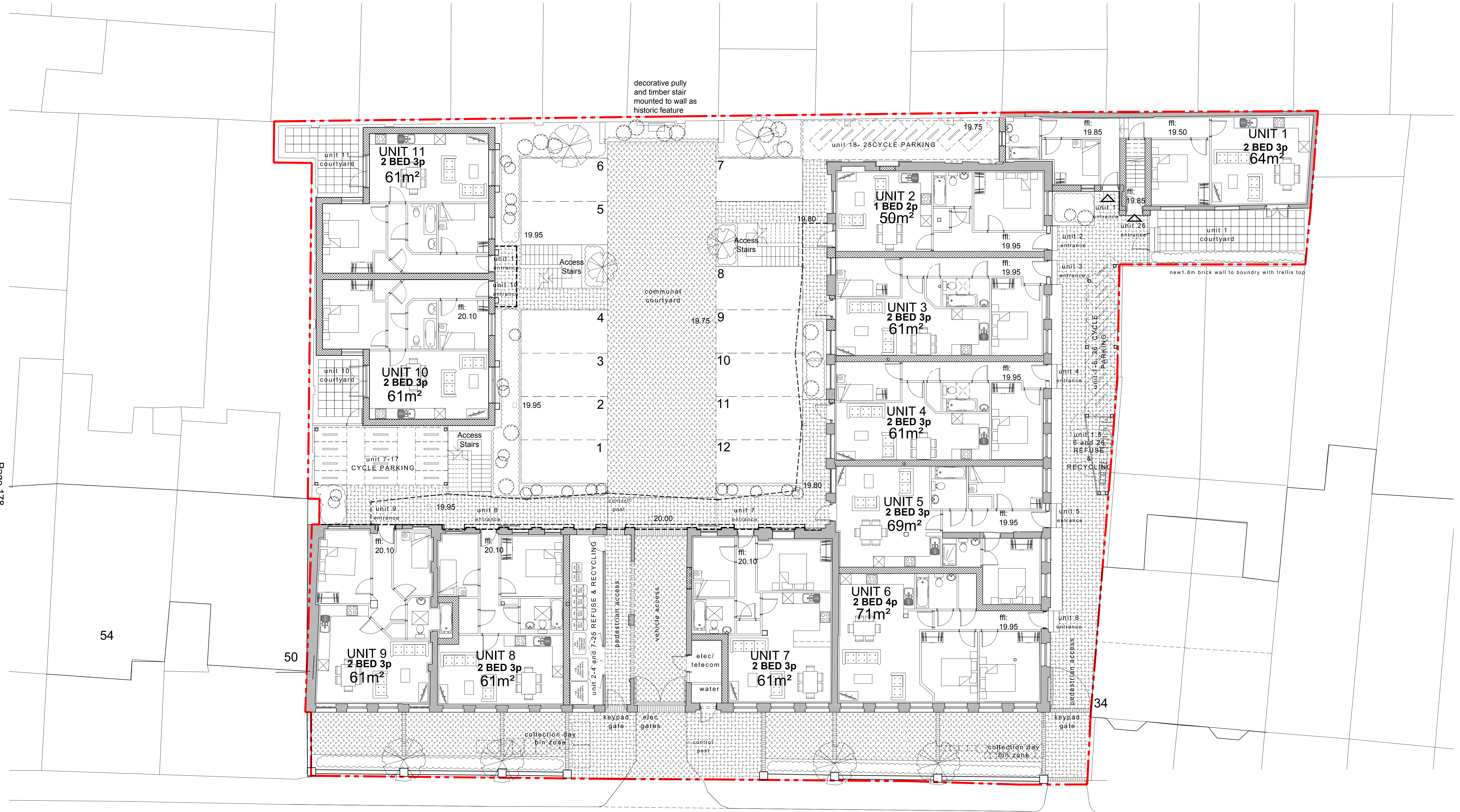
1. Alterations to vehicular access: There is a requirement to make alterations to vehicular access(es). Applicants should note the provisions of section 184 of the Highways Act 1980. The works should be to the specification and constructed to the satisfaction of the Highway Authority (Telephone 0117 9222100). You will be required to pay fees to cover the councils costs in undertaking the approval and inspection of the works.
2. Works on the public highway: The development hereby approved includes the carrying out of work on the public highway. You are advised that before undertaking work on the highway you must enter into a formal agreement with the council which would specify the works and the terms and conditions under which they are to be carried out. You should contact TDM - Strategic City Transport (CH), Bristol City Council, PO Box 3176, Bristol, BS3 9FS, telephone 0117 903 6846 or email TransportDM@bristol.gov.uk, allowing sufficient time for the preparation and signing of the agreement. You will be required to pay fees to cover the councils cost's in undertaking the following actions:
 - 1) Drafting the agreement
 - 2) A monitoring fee equivalent to 15% of the planning application fee
 - 3) Approving the highway details
 - 4) Inspecting the highway works.
3. Traffic Regulation Order (TRO): The applicant should be aware that this planning permission is subject to a Legal Agreement to secure a financial contribution for a TRO. The TRO process is a lengthy legal process involving statutory public consultation and you should allow an average of 6 months from instruction to implementation. You are advised that the TRO process cannot commence until payment of the TRO fees are received. Telephone 0117 9036846 to start the TRO process.
4. The development hereby approved is likely to impact on the highway network during its construction. The applicant is required to contact Highway Network Management to discuss any temporary traffic management measures required, such as footway, Public Right of Way or carriageway closures, or temporary parking restrictions. Please call 0117 9036852 or email traffic@bristol.gov.uk a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.
5. Note that in deciding to grant permission, the Committee/Planning Service Director also decided to recommend to the Council's Executive in its capacity as Traffic Authority that on the creation of any Restricted / Controlled Parking Zone area which includes the development, that the development should be treated as car free / low-car and the occupiers ineligible for resident permits.
6. All species of bats and their roosts are legally protected. If bats are encountered all demolition or construction work should cease and the Bat Conservation Trust (Tel 0845 1300 228) should be consulted for advice.

Supporting Documents

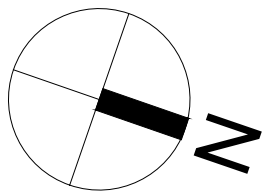
3. 36-38 Beaconsfield Road

1. Site location plan
2. Ground floor plan
3. First floor plan
4. Second floor plan
5. Roof plan
6. Elevations 1
7. Elevations 2
8. Courtyard building
9. Outlook - privacy





BEACONSFIELD ROAD



Project Title
Olympia House
St George, Bristol
Drawing Title
Ground Floor Plan-
Proposed

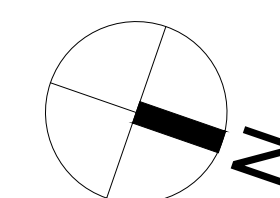
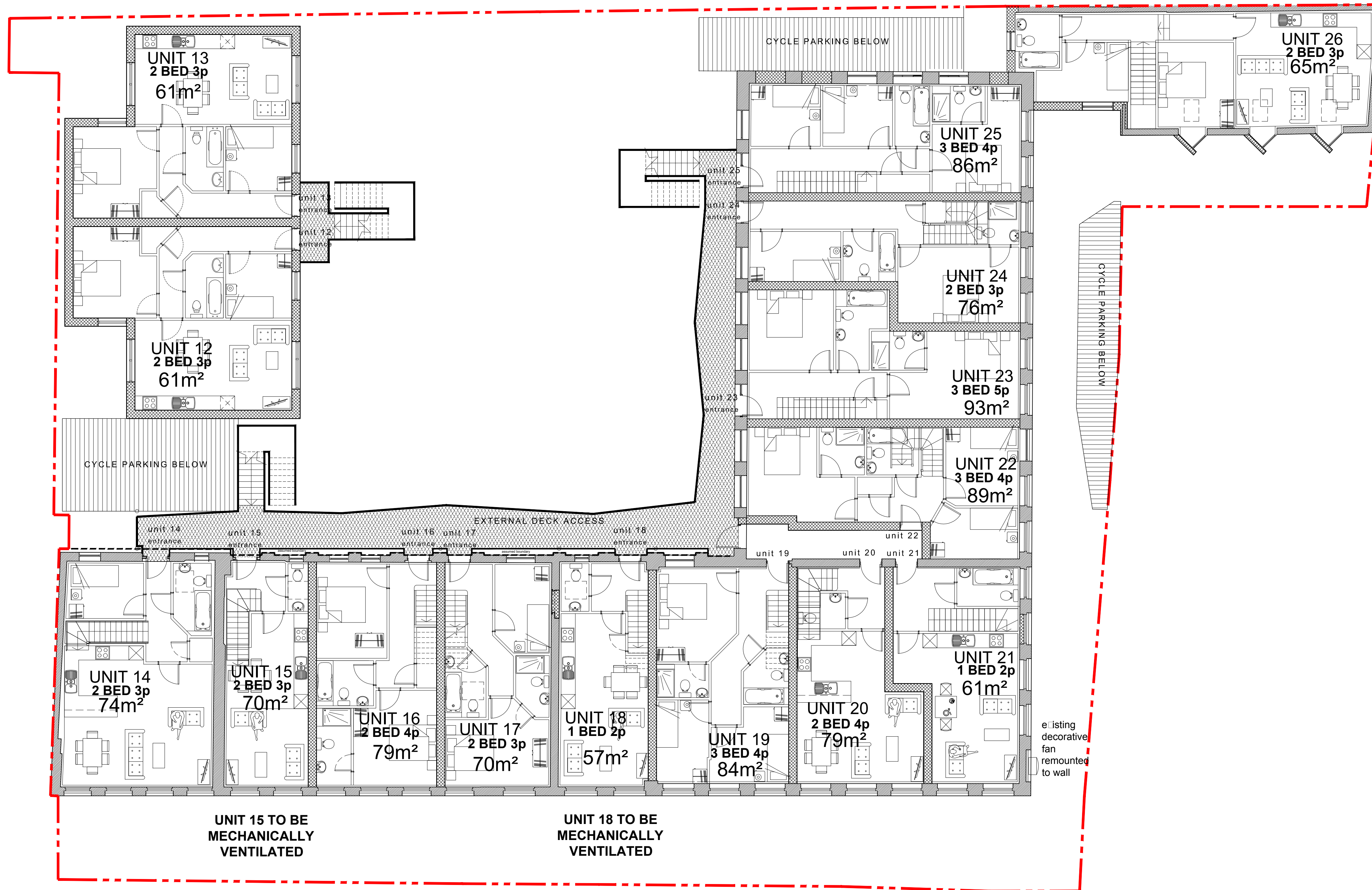
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June 2017
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PCW
Scale
1:100@A1

01.12.17 Front wall added and landscaping amended LD PCW D
17.11.17 General Amendments IR PCW C
14.11.17 Revised to respond to planning comments IR PCW B
05.07.17 Block C revised AB PCW A

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Project No. Drawing No. Rev.
2491 P 01 D

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Project Title
Olympia House
St George, Bristol
Drawing Title
First Floor Plan-
Proposed

Date
June 2017
Drawn
AB
Checked
PCW

Scale
1:100@A1

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17.11.17 General Amendments
14.11.17 Revised to respond to planning comments
05.07.17 Block C revised

Date Revision Drawn Checked Rev

AB PCW C

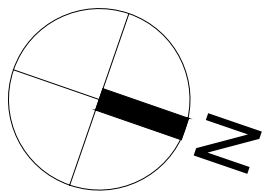
AB PCW B

AB PCW A

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Project No. Drawing No. Rev.
2491 P 02 C



Project Title
Olympia House
St George, Bristol
Drawing Title
Second Floor Plan-
Proposed

Date
June 2017
Drawn
AB
Checked
PCW

Scale
1:100@A1

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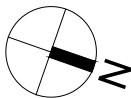
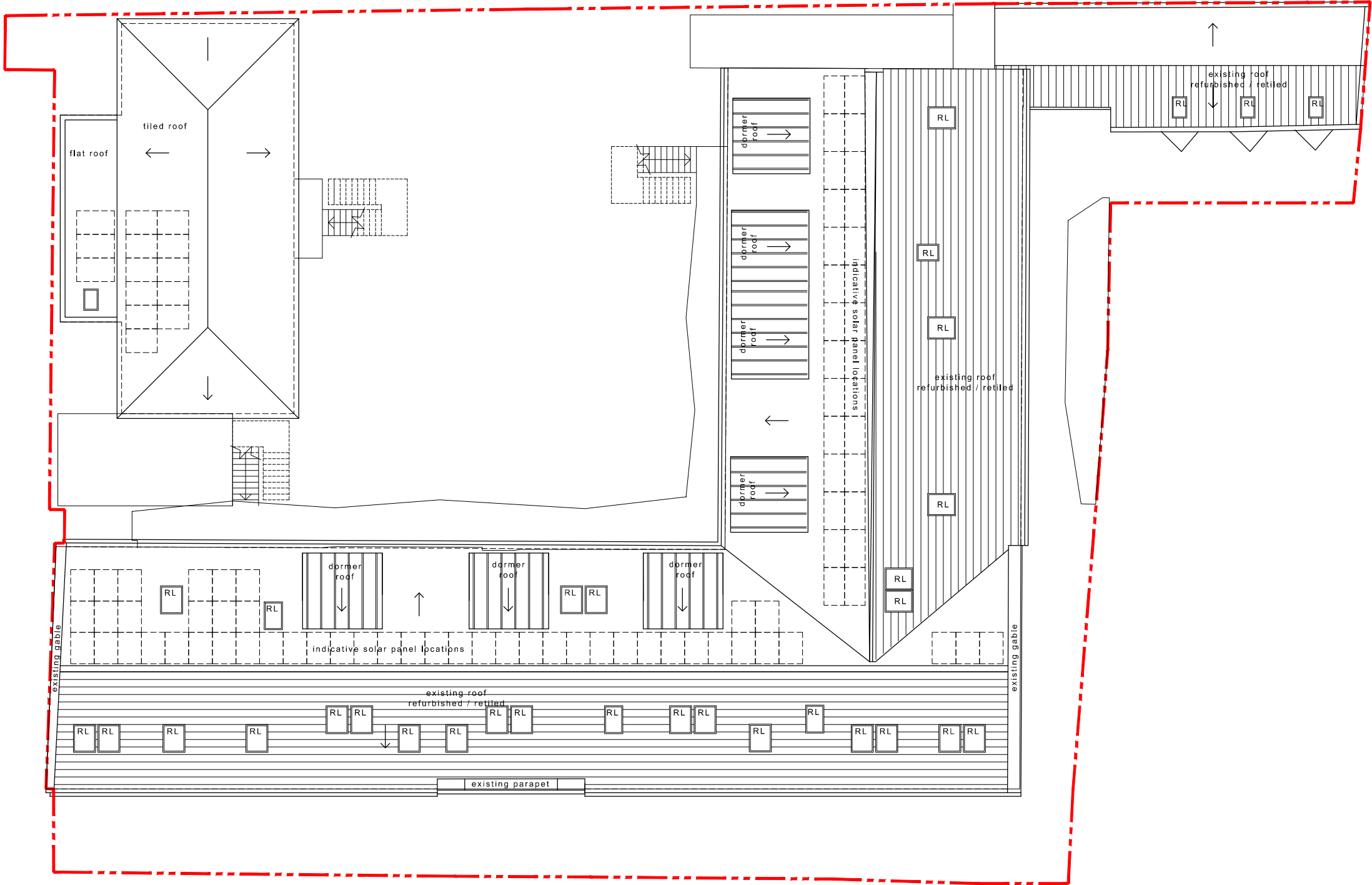
17.11.17 General Amendments I/R PCW C
14.11.17 Revised to respond to planning comments I/R PCW B
05.07.17 Block C revised AB PCW A

Date Revision Drawn Checked Rev

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Project No. Drawing No. Rev.
2491 P 03 C



Project Title
Olympia House
St George, Bristol
Drawing Title
Roof Plan-
Proposed

Date
June 2017
Scale
1:100@A1

Drawn
AB
Checked
PCW

17.11.17 General Amendments LR PCW C
14.11.17 Revised to respond to planning comments LR PCW B
05.07.17 Block C revised AB PCW A

Date Revision Drawn Checked Rev.

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Project No. Drawing No. Rev.
2491 P 04 C

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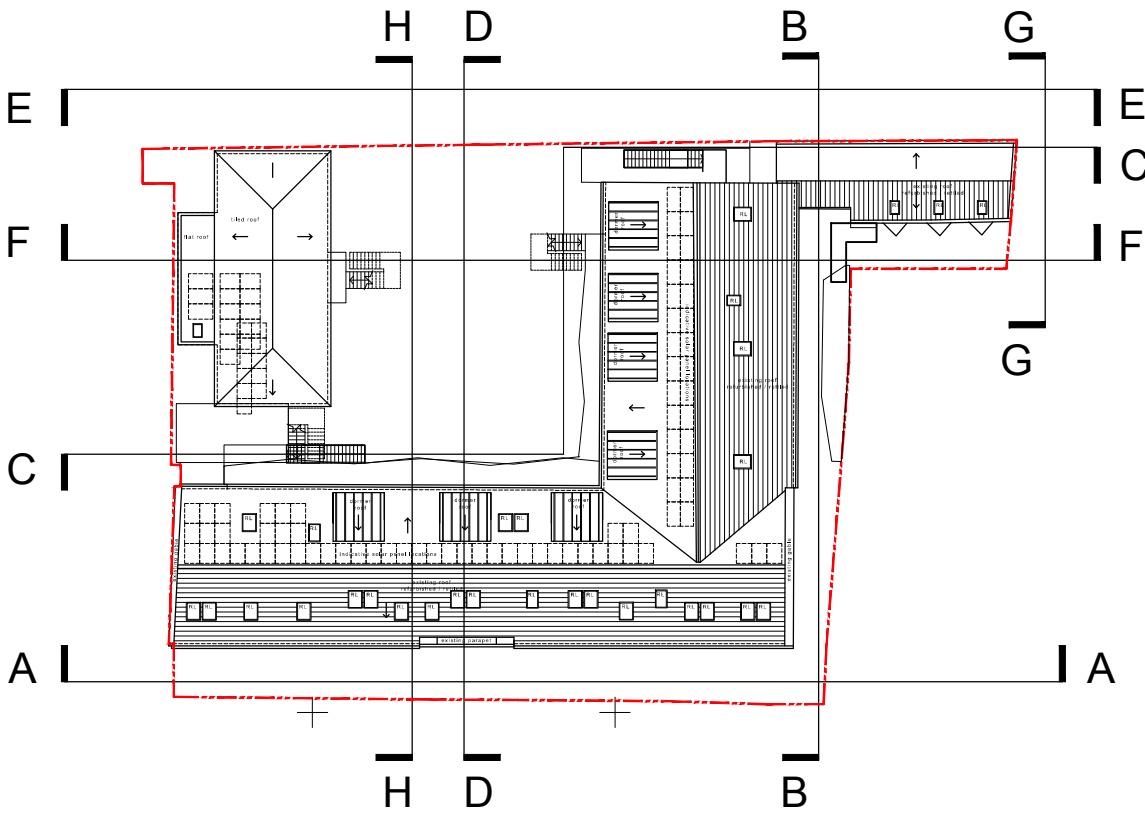
FRONT ELEVATION- AA



SIDE ELEVATION- BB

MATERIALS KEY:

- Existing brick retained
- Existing roof tiles, retained where feasible
- Facing brick
- Timber cladding
- Cream coloured lightly textured render
- Beige render
- Dark grey render
- White UPVC windows
- Dark Grey UPVC windows
- Galvanised metal walkway and stairs
- Metal gates- galvanised
- UPVC downpipe- mid grey
- Pressed metal cladding- mid grey
- Double Roman tiles to match existing
- Timber framed bike shelter with polycarbonate roof
- Colour coated insulated entrance doors with vision panel



Project Title
Olympia House
St George, Bristol
Drawing Title
Elevations

Date
June 2017
Drawn
AB
Checked
PCW
Scale
1:100@A1

04.12.17	Front wall and landscaping amended	R	PW	D
20.11.17	FF Elevation BB windows amended to match existing windows	R	PW	C
17.11.17	General amendments	R	PW	B
14.11.17	Revised to respond to planning comments	R	PW	A
Date	Description	Drawn	Checked	Rev.

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Project No.	Drawing No.	Rev.
2491	P 05	D

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SECTION- CC

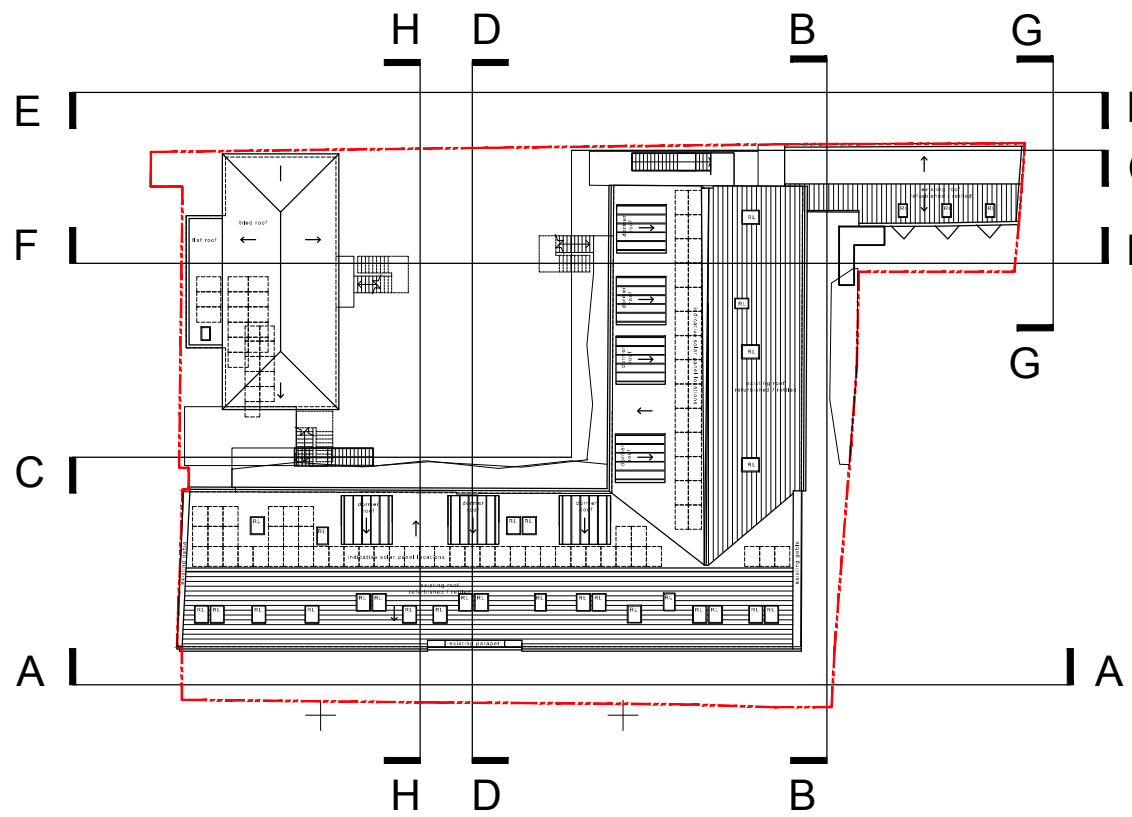
 **Obscure Glazing**



SECTION- DD

MATERIALS KEY:

- Existing brick retained
- Existing roof tiles, retained where feasible
- Facing brick
- Timber cladding
- Cream coloured lightly textured render
- Beige render
- Dark grey render
- White UPVC windows
- Dark Grey UPVC windows
- Galvanised metal walkway and stairs
- Metal gates- galvanised
- UPVC downpipe- mid grey
- Pressed metal cladding- mid grey
- Double Roman tiles to match existing
- Timber framed bike shelter with polycarbonate roof
- Colour coated insulated entrance doors with vision panel



Project Title
Olympia House
St George, Bristol
Drawing Title
Elevation and Sections

Date
June 2017
Drawn
AB
Checked
PCW

Scale
1:100@A1

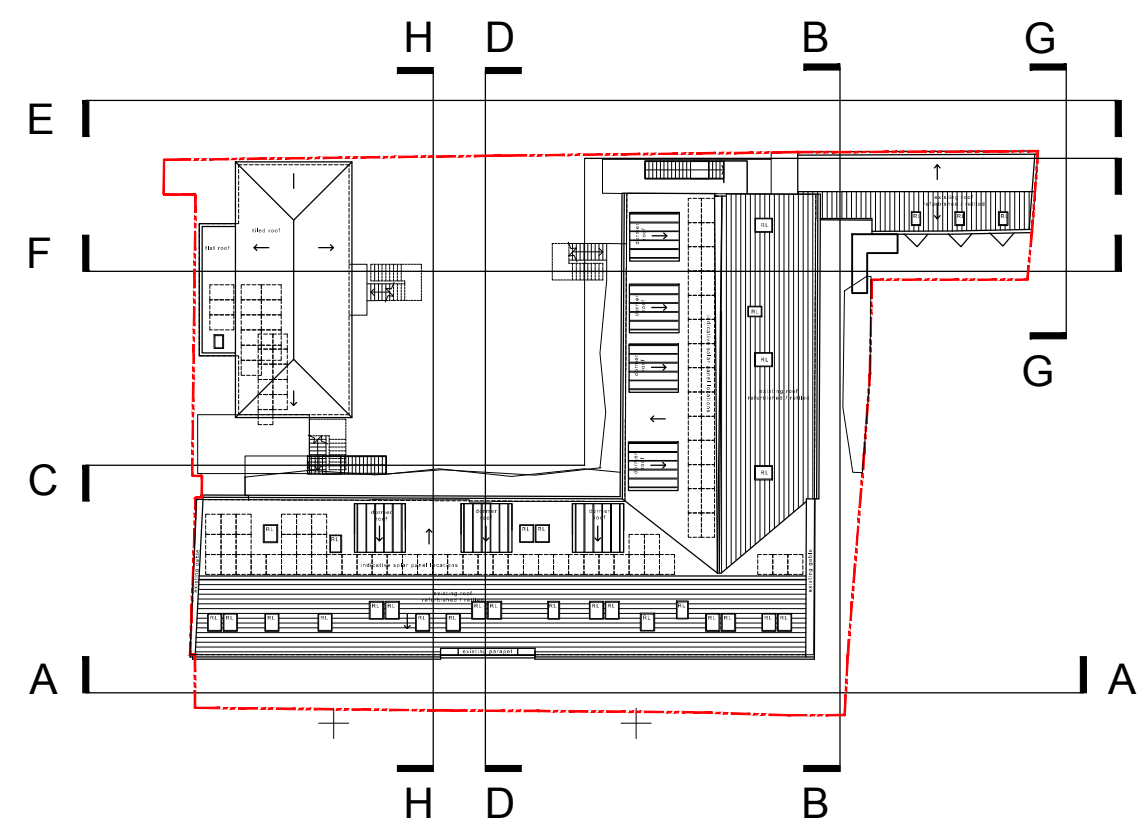
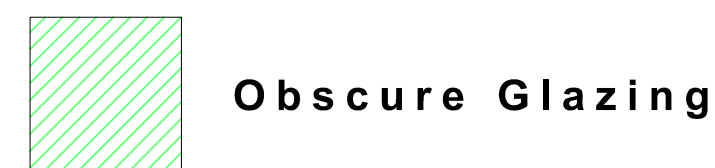
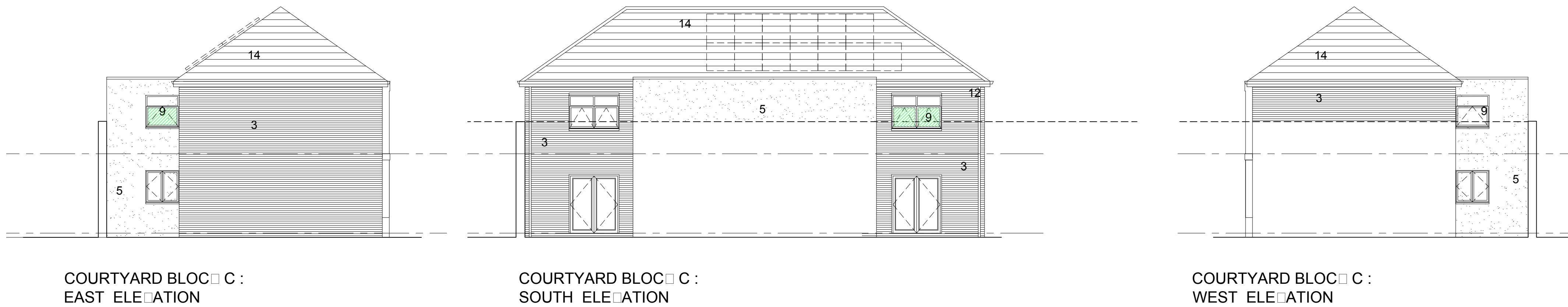
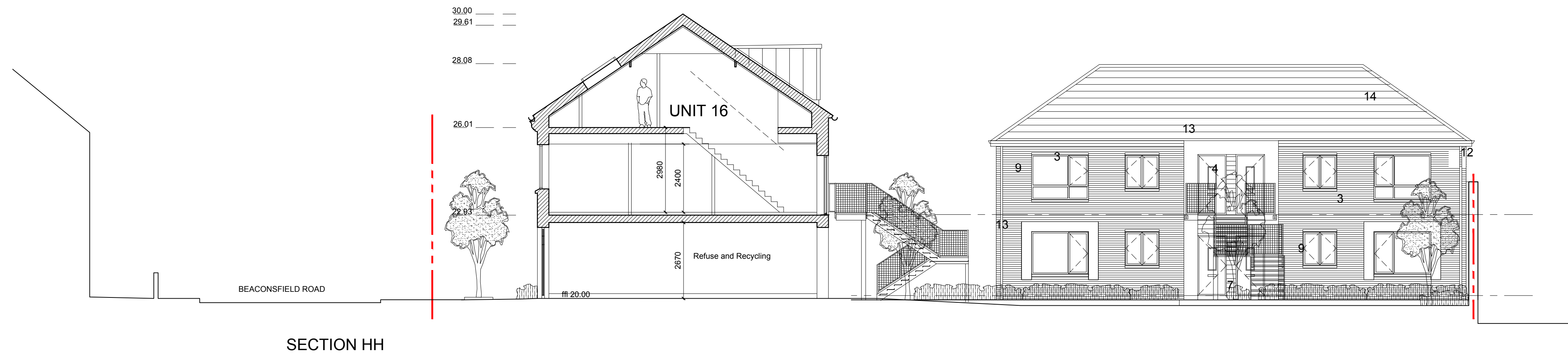
17.11.17 General amendments
14.11.17 Revised to respond to planning comments
Date Description Drawn Checked Rev.
IR PW B
IR PW A

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Project No. Drawing No. Rev.
2491 P 06 B

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MATERIALS KEY:

- Existing brick retained
- Existing roof tiles, retained where feasible
- Facing brick
- Timber cladding
- Cream coloured lightly textured render
- Beige render
- Dark grey render
- White UPVC windows
- Dark Grey UPVC windows
- Galvanised metal walkway and stairs
- Metal gates- galvanised
- UPVC downpipe- mid grey
- Pressed metal cladding- mid grey
- Double Roman tiles to match existing
- Timber framed bike shelter with polycarbonate roof
- Colour coated insulated entrance doors with vision panel

Project Title
Olympia House
St George, Bristol
Drawing Title
Elevation and
Sections

Date
June 2017
Drawn
AB
Checked
PCW
Scale
1:100@A1

17.11.17 General amendments I.R PCW C
14.11.17 Revised to respond to planning comments I.R PCW B
05.07.17 Block C revised AB PCW A

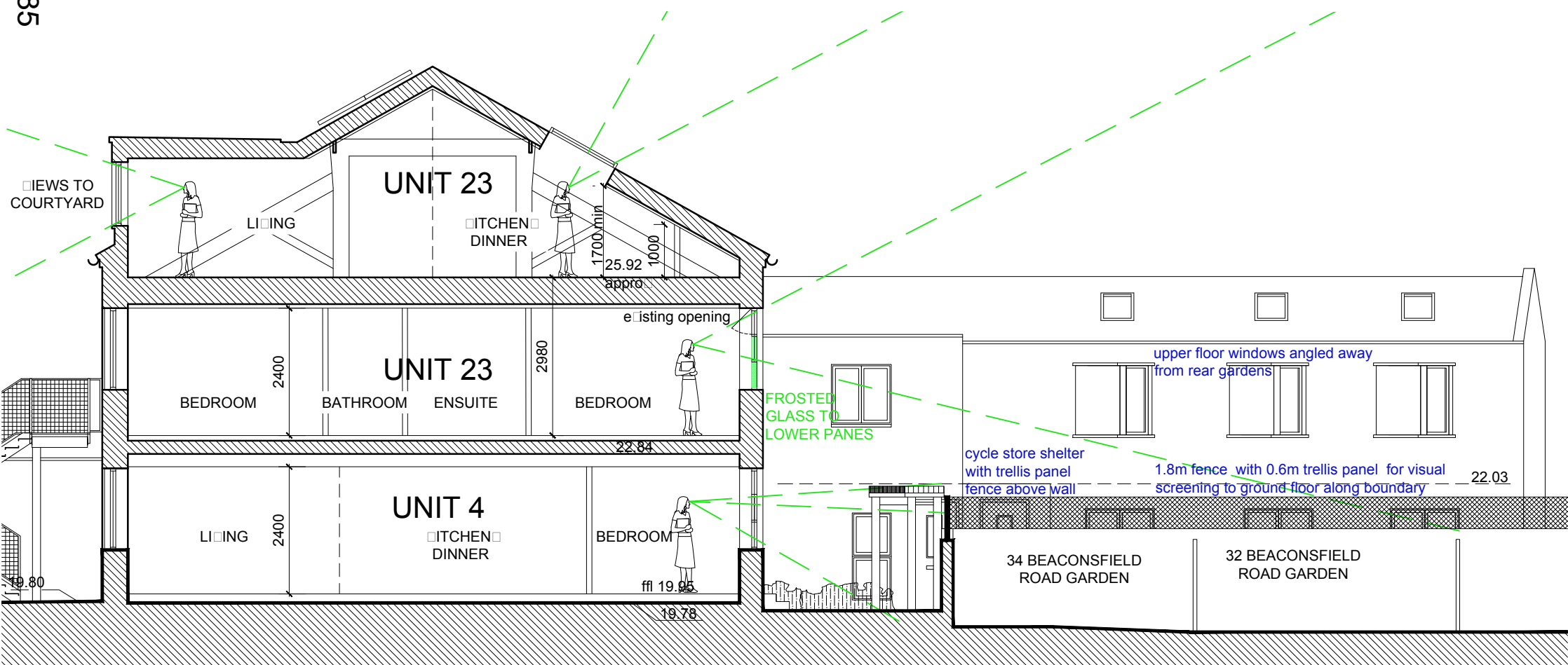
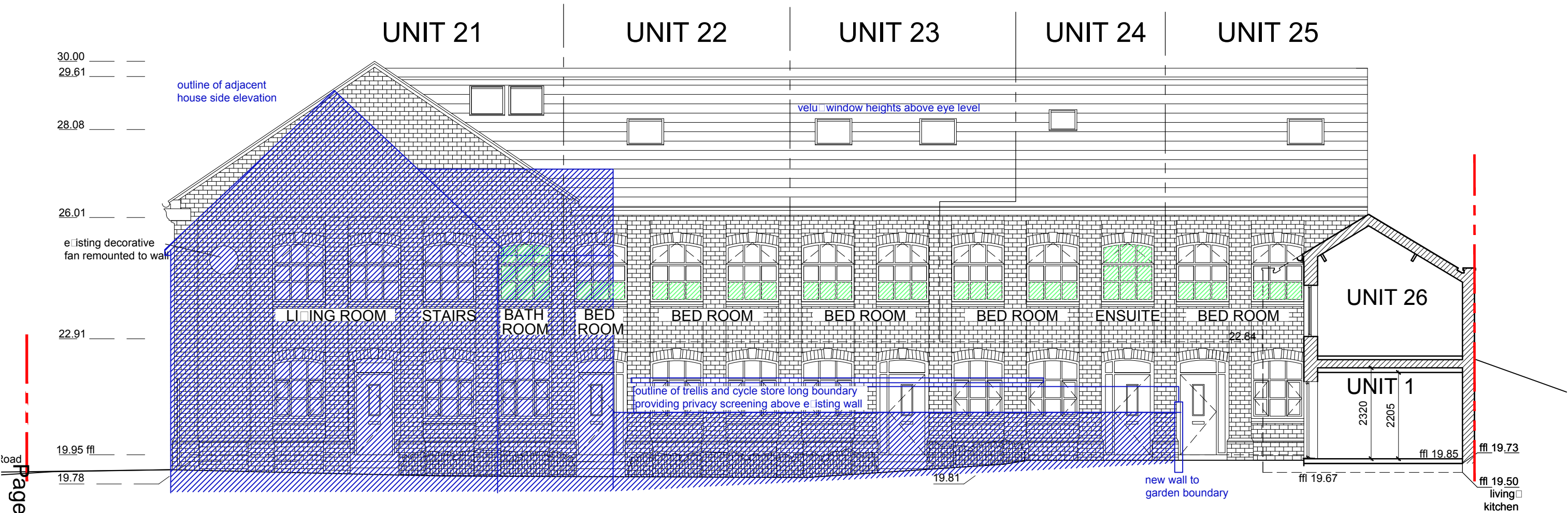
Date Description Drawn Checked Rev.

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Project No. Drawing No. Rev.
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Project Title
Olympia House
St George, Bristol
Drawing Title
Section and Elevation
Proposed

Date
Oct 2017
Scale
1:100@A3

20.11.17 Revised to respond to planning comments
Date Description
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Project No. Drawing No. Rev.
2491 P09 A

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