

Development Control B Committee Agenda



Date: Wednesday, 30 January 2019

Time: 6.00 pm

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

Distribution:

Councillors: Sultan Khan (Chair), Richard Eddy (Vice-Chair), Carla Denyer, Harriet Clough, Lesley Alexander, Tom Brook, Harriet Bradley, Mike Davies, Fi Hance, Olly Mead and Jo Sergeant

Copies to: Zoe Willcox (Director - Planning), Gary Collins, Laurence Fallon, Jon Fellingham, Norman Cornthwaite, Allison Taylor (Democratic Services Officer), Jeremy Livitt, Rachael Dando, David Fowler (Members' Office Manager (Conservative)), Stephen Fulham, Zarah Jama, Paul Shanks, Tom Watson, Anna Schroeder, Kayna Tregay and Natalie Queffurus

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Date: Tuesday, 22 January 2019



Agenda

1. Welcome, Introduction and Safety Information

2.00 pm

(Pages 4 - 5)

2. Apologies for Absence

3. Declarations of Interest

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

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

4. Minutes of the previous meeting

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

(Pages 6 - 14)

5. Appeals

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

(Pages 15 - 24)

6. Enforcement

To note enforcement notices.

(Page 25)

7. Public forum

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

Questions:

Written questions must be received three clear working days prior to the meeting. For this meeting, this means that your question(s) must be received at the latest by 5pm on Thursday 24th January 2019.

Petitions and statements:

Petitions and statements must be received by noon on the working day prior



to the meeting. For this meeting, this means that your submission must be received at the latest by 12.00 noon on Tuesday 29th January 2019.

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

8. Planning and Development

To consider the following applications for Development Control Committee B – **(Page 26)**

- a) **Planning Application Number 18/02968/X - Avon Crescent, Bristol BS1 6XQ (Pages 27 - 56)**
- b) **Planning Application Number 18/04911/F - 21 St Thomas Street, Bristol BS1 6JS (Pages 57 - 95)**
- c) **Planning Application Number 17/04072/F - 66 Church Road, Redfield Bristol BS5 9UY (Pages 96 - 124)**
- d) **Planning Application Number 17/04071/F - 68 to 70 Church Road, Redfield, Bristol BS5 9JY (Pages 125 - 143)**
- e) **Planning Application Number 18/05677/F - Merchants House, Wapping Road, Bristol BS1 4RW (Pages 144 - 165)**

9. Date of Next Meeting

The next meeting is scheduled for **2pm on Wednesday 13th March 2019.**



Public Information Sheet

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

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

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

Other formats and languages and assistance
For those with hearing impairment

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

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

Public Forum

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

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

Statements will not be accepted after **12.00 noon on the working day before the meeting** unless they have been submitted in advance to Bristol City Council but were not received by the Democratic Services Section. Anyone submitting multiple statements for an application should note that they will only be allowed to speak once at the meeting.

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

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the committee. This information will



also be made available at the meeting to which it relates and placed in the official minute book as a public record (available from Democratic Services).

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

Process during the meeting:

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

Webcasting/ Recording of meetings

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

Bristol City Council Minutes of the Development Control B Committee

19 December 2018 at 2.00pm



Members Present:-

Councillors: Sultan Khan (Chair), Richard Eddy (Vice-Chair), Donald Alexander (substitute for Tom Brook), Lesley Alexander, Carla Denyer, Mike Davies, Fi Hance, Margaret Hickman (substitute for Harriet Bradley), Olly Mead, Jo Sergeant, Mark Wright (substitute for Harriet Clough)

Officers in Attendance:-

Gary Collins, Jeremy Livitt (Democratic Services Officer), Nigel Butler, Natalie Queffurus and David Macfadyen

1. Welcome, Introduction and Safety Information

Councillor Sultan Khan welcomed all parties to the meeting and explained arrangements for emergency access in the event of a fire.

2. Apologies for Absence

The following apologies and substitution were noted:

- Councillor Harriet Clough (Mark Wright substituting)
- Councillor Tom Brook (Donald Alexander substituting)
- Councillor Harriet Bradley (Margaret Hickman substituting)

3. Declarations of Interest

Councillor Fi Hance declared an interest in Agenda Item 8 (a) Planning Application Number 18/05206/A - Stoke Lodge Playing Field, Shirehampton as her daughter attended Cotham School.

4. Minutes of the previous meeting – 7th November 2018

The Committee noted Public Forum Statement Number 87 (Richard Walker) which requested that the following additional paragraph is added to the minutes of the above meeting:



“In response to suggestion that the application should be rejected, the advice given by Garry Collins (Head of Development Management) was that a planning policy reason would need to be given by Members of the Committee. Public safety was the reason then proposed by Cllr. Fabian Breckels. This prompted further advice from Garry Collins, that this (public safety) was not a valid planning policy reason for rejection of the application.”

The Committee agreed not to include this proposed additional comment.

Resolved: that the minutes of the meeting held on 7th November 2018 are approved as a correct record with the following additional amendments:

- The word “refuge” on Page 6 to be altered to read “refuse”
- The word “ally-gating” on Page 6 to be altered to read “alley-gating”
- The words “of parked” on Page 10 to be altered to read “of oncoming” and the word “expenses” to be altered to read “expensive”

5. Appeals

The Head of Development Management gave an overview of the appeals in progress drawing attention to:

- Item 35 – Land Adjacent to Karakal, Penpole Lane, Bristol – The Service Manager (Development Management) stated that he would confirm with the ward members whether or not this appeal had been withdrawn
- Items 60 and 61 (Mortimer House Nursing Home, Clifton Down, Bristol) – There had been an appeal against the Committee’s decision to refuse the application contrary to officers’ recommendations. This appeal had been allowed in November 2018 by the Inspector who had given weight to the issues of listed building status and the removal of parking at the front but felt that the parking at the rear would have a modest impact on the site. The Inspector did not agree with either reason for refusal as they felt it was unlikely that any additional parking would have a negative impact. However, costs were not awarded in this case

6. Enforcement

It was noted that there had been 4 Enforcement Notices served since the last Committee Meeting.

7. 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



8. Planning and Development

The planning committee considered the following Planning Applications

a Planning Application 18/05206/A – Stoke Lodge Playing Field, Shirehampton

Following her previous Declaration of Interest (Minute Number 3 above), Councillor Fi Hance did not participate or vote on this item.

The Head of Development Management and his representative presented this item and made the following comments:

- There were a large number of historic issues that had affected this site. However, the scope of the Committee in respect of this application was limited
- He explained that the Committee could not consider the following issues in determining this application:
 - The nature of the lease
 - The use and access of the playing field
 - The designation of the site as open space
 - The impact on trees
 - The retrospective nature of the application
- Planning Guidance indicated that what the sign says is not material to this application
- This was a retrospective application
- Images of the sign were shown
- An aerial photo of the site was provided
- The location plan that was submitted with the application, was shown
- The report explained the outcome of the consultation exercise, as well as the issues of amenity and public safety
- The distance of the sign from the highway was indicated
- The report concluded that the application was acceptable and that, therefore, it was recommended for approval

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

- The reference in the report to any refusal based on the application being detrimental to amenity related to the powers that the Local Planning Authority could exercise. These related to the control of the nature of the advert (for example, distracting traffic), as opposed to the wording of the sign



- The issue of the fencing was not relevant to the Planning Authority since the fence benefited from permitted development rights.
- The Committee noted the history of this site concerning the curtilage, namely that despite officers' original view that the field was within the curtilage of the listed Stoke Lodge, the matter had subsequently been referred to Counsel for advice and this advice was the playing field was not within the curtilage of the listed building
- Officers did not agree with the assertion that the wording of the sign affected the amenity of a site. Officers considered the size, scale, appearance and colouring of the sign, not the content or the form of words
- The third paragraph of the report set out the definition of an advertisement which officers believed fitted the application. Certain types of advert were classified as having deemed consent under the Regulations (ie. permission not required), assessed by different sizes, classes and functions and the three signs had been tested against these classifications. Since the deemed consent provisions in the regulations meant that two signs could be displayed in relation to schools, the school had made an application for the third sign. Despite the objections that were received, the application was considered to be acceptable.
- Councillors' concerns about the definition of an advert as defined in Planning Legislation were noted. However, whilst this was a technical assessment, officers had assessed that this was an advert since it was a sign defined wholly or partly for the purpose of making an announcement and was in line with the regulations.
- In relation to the curtilage, officers re-stated Counsel's opinion that the playing fields were not within the curtilage and that they needed to adhere to this
- Officers confirmed the published national planning practice guidance that, an application could not be refused regardless of how offensive, threatening or misleading it appeared to be. However, there were other laws that could be used to address this

Councillors made the following comments:

- Bristol City Council had been negligent as a landowner. If tenants were breaching their tenancy agreement, BCC's response should be robust. A legal reassessment of this situation was required. In the event that the application was approved, a condition should be added stating that Planning consent cannot be used to restrict or prevent free public access to the land
- The amenity was harmed by the content of the sign and should be reworded by Cotham School.
- The definition of a curtilage suggested that it should include the playing field
- All parties should be encouraged to meet to discuss this issue as soon as possible

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



Resolved: (6 for, 3 against, 1 abstention) – that the sign, by virtue of its nature and the wording it contains, would be harmful to amenity and would also be harmful to the setting of the nearby listed Stoke Lodge, contrary to paragraph 132 of the NPPF and contrary to National Planning Practice Guidance.

b. Planning Application Number 18/04580/F – 225 Forest Road Bristol BS16 3QX

The Head of Development Management and his representative presented this item and made the following comments:

- Members' attention was drawn to the revised plans in the amendment sheet. These showed the ground floor flat changing from a 1 bed 2 person dwelling to a 1 bed 1 person dwelling with a shower room, and also the first floor flat changing from a 1 bed 1 person dwelling with a bathroom to a 1 bed 1 person dwelling with a shower room.
- The application would create a sub-division of the existing garden
- There had been no objections from members of the public or consultees
- The principle of development was acceptable and was acceptable from the point of view of transport, but it would breach policies BCS15, BCS18 and BCS21 and was therefore unacceptable to the standard of amenity
- Therefore, the application was recommended for refusal

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

- Whilst officers understood Councillors' concerns about the need to balance compliance with policy with the need for affordable housing, there was a need to adhere to nationally prescribed space standards. Any change would require a change of policy
- There were very few houses that had been turned into flats in this area. However, the application was for a 1-bed space and needed to be considered on its merits. Since the Council had introduced space standards, which since been superseded by the Nationally Described Space Standards (NDSS), applications for 1 bed, 1 person had never been accepted, whilst 1 bed, 2 person applications could be deemed acceptable
- Officers noted the space standards set out in the the report. However, the proposal would need to be 50 square metres (gross internal floor areas and storage) for a 1bed 2 person dwelling over one storey to meet NDSS.

Councillors made the following comments:

- Whilst the concerns were understandable, this application did not seem to be too bad and should be supported
- In view of the housing crisis, expectations needed to be reduced to take account of need
- This was a well-designed scheme which was of an appropriate character for the area, met a housing need and had no objections. It should, therefore, be supported



- Some people preferred to live on their own and not to share a property with others. This application met this need and should be supported
- The application should not be supported since the Committee needed to be mindful of setting a precedent and of the required space standards
- The rooms were not that small and there was demand for them
- There were a many people who wanted such flats. The rooms were better than many flats in other parts of Bristol
- The proposed units were better than shared accommodation and the amount of amenity space being proposed was not of paramount importance
- The policy should be adhered to. If someone fell ill and needed a property with a space for a carer, properties such as this would not be able to meet this requirement. This application was different to the subsequent application 8(c) since the latter was built from scratch and not split in half

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

Resolved: (9 for, 2 against) – that the application be approved with appropriate conditions to be drawn up by officers.

c. Planning Application Number 18/04579/F – 225 Forest Road Bristol BS16 3QX

The Head of Development Management and his representative presented this item and made the following comments:

- Officers recognised that the existing policy needed to be reviewed in terms of the application of the current national space standards. A draft paper and technical note on modular units was being prepared for submission to the Cabinet Member, Councillor Nicola Beech, in January 2019
- Revised plans had been submitted on Monday 17th December 2019 which would increase the size of the building from 41 to 43 square metres. The proposed bedroom would be 8 square metres
- 20 letters of support had been received since the Committee report had been published
- The application was acceptable from the point of view of transport risk but did not meet the technical space standards
- Officers' view was that the dwelling would not provide sufficient space to meet every day activities and did not provide a high quality environment. In addition, it would harm the character and appearance of the area
- Officers were concerned that, if both applications were granted, this could have a cumulative impact on the site and cause harm to the amenity of residents contrary to policies ECS21 and DM2
- Officers were, therefore, recommending the application for refusal



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

- In the event that the application was removed, the existing boundary wall could be retained and kept in a timber style. Officers would also examine options for allowing light into the site
- Councillors needed to consider the application on its merits but taking into account the issue of precedent

Councillors made the following comments:

- This application should be supported. It had been designed from scratch and would let in natural light

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

Resolved: (unanimously) – that the application be approved with appropriate conditions to be drawn up by officers.

d. Planning Application Number 18/05089/F – 15 Ashgrove Road, Redland

Councillor Carla Denyer indicated that, whilst she had been e-mailed concerning this issue in her capacity as the local ward member, she had not been involved in any of the correspondence concerning it and would, therefore, participate and vote on this application.

The representative of the Service Manager – Development Services made the following comments:

- The application was outlined
- The existing property (15 Ashgrove Road) is an HMO. Permission for the demolition of the existing garage at the rear of the site and construction of a two storey house had been granted in 2014 and it was confirmed that work had started on this.
- The current application now proposed a substantially comparable dwelling to that previously approved above ground, however also now including a basement level below ground
- There had been 23 objections expressing concern to the health of the tree and harm to the amenity of neighbours. Concerns specifically related to construction method, noise and damage to neighbouring properties. The issue of the possibility of the house being used as an HMO was also raised, along with



concerns with regards to the amount of applications submitted at the site over recent years

- The key issue had been the placement of the proposed basement which would originally have been located too close to the tree. However, the developer had agreed to move the basement away from the tree.
- An arboricultural assessment had indicated that there were no tree roots in the area that the basement was now proposed to be located and that it would, therefore, cause no harm to it
- It was proposed that the construction method was secured by condition
- The issue of damage to the surrounding properties was a civil matter
- The application needed to be determined as submitted – this did not include proposals for use as a HMO but as a single family dwelling
- Officers believed that the application was in accordance with national and local policy, and therefore recommended permission was granted subject to conditions within the committee report

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

- The cycle storage area had been left off the original plan in error and had been included in the new plan
- The extant permission and conditions on the site needed to be adhered to
- Any requirement for regular tree maintenance and/or an arboricultural officer to be present on site would not be deemed reasonable since the assessment had already indicated that there would be no harm to the tree and there was already an extant permission for development of a house on the site
- Evidence showed that the tree would not die as the assessment had shown that there were not roots beneath the wall
- Any requirement for the site to be ineligible for resident's parking due to high demand in the area would not be considered reasonable since there is an existing permission already in place which did not include this

Committee members made the following comments:

- Neighbours' concerns were acknowledged about the possibility of damage to the pavement and future need for repairs with the demolition of the existing garage. However, the existing permission limited the Committee's scope in this area. The application would need to be approved
- Whilst this was not a good situation, the application could not be opposed. However, the officers in the Planning Enforcement Team were strongly requested to maintain a close eye on this site to ensure conditions were not breached
- Councillors had sympathy with the neighbours and indicated that they should not hesitate to report any breach of planning permission or conditions that occurred



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

Resolved: (10 for, 1 against) – that the application be approved with the conditions set out on the report.

9. Date of Next Meeting

The Committee noted that the next meeting was scheduled for **6pm on Wednesday 30th January 2019** in the Council Chamber, City Hall, College Green, Bristol.

The meeting ended at 5.05pm

CHAIR _____



DEVELOPMENT CONTROL COMMITTEE B

30th January 2019

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF CURRENT APPEALS

Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Westbury-on-Trym & Henleaze	14 Southfield Road Westbury Bristol BS9 3BH Replacement of existing wooden single glazed sash windows with uPVC double glazed units (3no. at the front of the house facing the street, 3no. at the rear). Appeal against refusal Delegated decision	26/10/2018
2	Bedminster	Advertising Next To 267 West Street Bedminster Bristol BS3 3PZ Replacement of existing internally illuminated 48-sheet backlight advertising display with an internally illuminated 48-sheet digital advertising display. Appeal against refusal Delegated decision	05/12/2018
3	Ashley	62 North Road Bishopston Bristol BS6 5AF Excavation and construction of a new driveway. Appeal against refusal Delegated decision	05/12/2018
4	Lockleaze	16 Baily Place Cheswick Village Bristol BS16 1BG Erection of a first floor, side extension. Appeal against refusal Delegated decision	10/12/2018
5	Stoke Bishop	49 The Crescent Sea Mills Bristol BS9 2JT Proposed first floor rear extension. Appeal against refusal Delegated decision	11/12/2018
6	Hengrove & Whitchurch Park	2 Arrowfield Close Bristol BS14 0UQ Proposed two storey side extension. Appeal against refusal Delegated decision	11/12/2018

Informal hearing

Item	Ward	Address, description and appeal type	Date of hearing
7	Filwood	<p>PX Centre Bedminster Road Bristol BS3 5NR</p> <p>Outline planning application (with access, layout, scale and appearance to be considered) for redevelopment of the site to provide 32no. self-contained flats (Use Class C3) with associated access, parking, drainage and hard/soft landscape works.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	TBA

Public inquiry

Item	Ward	Address, description and appeal type	Date of inquiry
8	Ashley	<p>15-16 Brunswick Square Bristol BS2 8NX</p> <p>Proposed change of use from Private Members' Club (Sui Generis) at ground floor and lower ground floor with ancillary office use on the upper floors to office floorspace (B1a) on all floors with associated provision of waste storage and bicycle parking facilities and external alterations.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	19/03/2019
9	Ashley	<p>15-16 Brunswick Square Bristol BS2 8NX</p> <p>Internal and external works associated with the proposed change of use from Private Members' Club (Sui Generis) at ground floor and lower ground floor with ancillary office use on the upper floors to office floorspace (B1a) on all floors with associated provision of waste storage and bicycle parking facilities.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	19/03/2019

Written representation

Item	Ward	Address, description and appeal type	Date lodged
10	Cotham	<p>16 Clyde Road Redland Bristol BS6 6RP</p> <p>Partial demolition of existing garage/store structure and erection of a single storey, 1 bedroom dwelling with revised access.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	10/09/2018

11	Clifton Down	36 Hampton Park Bristol BS6 6LH Construction of a one bed house, sunken into existing rear garden. Appeal against refusal Delegated decision	10/09/2018
12	Central	City Point Temple Gate Bristol BS1 6PL LED Digital Smartscreen. Appeal against refusal Delegated decision	03/10/2018
13	Ashley	Land Next To 75 City Road Bristol BS2 8UQ New three storey end of terrace building containing 2no. residential units. Appeal against refusal Delegated decision	08/10/2018
14	Ashley	Wadham Mansions Balmoral Road Bristol BS7 9AU Erection of a 4 storey building comprising 2 No (1 bed-space) studio apartments and 1 No (4 bed-space) 2 bedroom duplex, with cycle store, attached to existing 4 storey block of apartments. Appeal against refusal Delegated decision	16/10/2018
15	Hillfields	16 Woodcote Road Bristol BS16 4DE Proposed new 1no. bedroom house, on land adjacent to 16 Woodcote road and a 2 storey extension to the existing house. Appeal against refusal Delegated decision	17/10/2018
16	Southmead	21 Shetland Road Bristol BS10 5JT Erection of a detached dwellinghouse. Appeal against refusal Delegated decision	18/10/2018
17	Avonmouth & Lawrence Weston	16 Grove Leaze Bristol BS11 9QN Erection of a single storey rear extension. Appeal against conditions imposed Delegated decision	26/10/2018
18	Stockwood	18 Burfoote Gardens Bristol BS14 8TE Conversion of existing garage and erection of a first floor extension to provide a two storey dwelling house. Appeal against refusal Delegated decision	08/11/2018

19	Stoke Bishop	19 Druid Hill Bristol BS9 1EW Single storey side extension to extend existing hair salon. Appeal against refusal Delegated decision	12/11/2018
20	Easton	28 York Road Easton Bristol BS5 6BJ Application for a Certificate of Proposed Development - proposed porch. Appeal against refusal Delegated decision	15/11/2018
21	Clifton Down	40 - 44 St Pauls Road Clifton Bristol BS8 1LR Retrospective application for the erection of a timber structures over the rear patio area. Appeal against refusal Delegated decision	27/11/2018
22	Clifton Down	40 - 44 St Pauls Road Clifton Bristol BS8 1LR Retrospective application for the erection of a timber structure over the rear patio area. Appeal against refusal Delegated decision	27/11/2018
23	Clifton Down	40 - 44 St Pauls Road Clifton Bristol BS8 1LR Enforcement notice appeal for the erection of timber structures to rear without planning permission. Appeal against an enforcement notice	27/11/2018
24	Hillfields	62 Hillfields Avenue Bristol BS16 4JP New dwelling. Appeal against refusal Delegated decision	05/12/2018
25	Eastville	Land And Buildings On The South Side Sandy Lane Bristol BS5 6SP Enforcement notice appeal for use of garage/store for commercial car repairs (COU). Appeal against an enforcement notice	10/12/2018
26	Cotham	12E Alfred Place Kingsdown Bristol BS2 8HD Enforcement notice appeal for the erection of dormer without planning permission. Appeal against an enforcement notice	10/12/2018

27	Lawrence Hill	Site ND6 Temple Quay Land Bounded By Providence Place, Old Bread Street & Avon Street Bristol BS2 0ZZ Erection of a 6- to 11-storey building comprising 120 no. (PRS - privately rented sector), residential units (1-, 2- and 3-bed), 524 sqm of flexible commercial floorspace (Use Classes A1, A2, A3, A4, B1a, D1 or D2) at ground floor level and associated development, including landscaping, public realm, bin storage, plant areas and cycle parking (Major application). Appeal against non-determination Committee	10/12/2018
28	Ashley	The Full Moon Backpacker Hotel And Attic Bar North Street City Centre Bristol BS1 3PR The retention of an automated teller machine and associated signage. Appeal against refusal Delegated decision	10/12/2018
29	Ashley	The Full Moon Backpacker Hotel And Attic Bar North Street City Centre Bristol BS1 3PR The retention of an automated teller machine and associated signage. Appeal against refusal Delegated decision	10/12/2018
30	Ashley	The Full Moon Backpacker Hotel And Attic Bar North Street City Centre Bristol BS1 3PR The retention of 1no illuminated top sign and 1no illuminated logo panel. Appeal against refusal Delegated decision	10/12/2018
31	Hengrove & Whitchurch Park	12 Valentine Close Bristol BS14 9NB Enforcement appeal for use of detached garage as self-contained unit of residential accommodation including subdivision of garden area. Appeal against an enforcement notice	10/12/2018
32	Brislington West	239 Bloomfield Road Bristol BS4 3QT Two storey side extension to create new dwelling, with raised rear terrace and associated works. Appeal against refusal Delegated decision	11/12/2018

33	Stoke Bishop	Home Farm Barn Parrys Lane Bristol BS9 1AF Rebuild the existing part of the house in the rear garden with a lower floor level and to make it wider than at present and create annex accommodation. To lower the level of a part of the rear garden. Appeal against refusal Delegated decision	11/12/2018
34	Hillfields	Land At Dominion Road And To Rear Of 135 Ridgeway Road Bristol BS16 3EF Proposed demolition of the garage building and the development of a new single storey 1 bedroom bungalow with associated parking and garden space. Appeal against refusal Delegated decision	02/01/2019

List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
35	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	Appeal withdrawn 03/01/2019
36	Avonmouth & Lawrence Weston	8 - 10 Station Road Shirehampton Bristol BS11 9TT Demolition of glasshouses and redevelopment to form 33 No. apartments for the elderly, guest apartment, communal facilities, access, car parking and landscaping. Appeal against refusal Delegated decision	Appeal dismissed 08/01/2019
37	Lawrence Hill	199 Avonvale Road Bristol BS5 9SR Enforcement Appeal against notice served for works to roof including front dormer without planning permission. Appeal against an enforcement notice	Appeal dismissed 09/01/2019

38	Bishopston & Ashley Down	318 Gloucester Road Horfield Bristol BS7 8TJ Enforcement notice appeal for extension at rear of property. Appeal against an enforcement notice	Appeal dismissed 20/12/2018
39	Windmill Hill	154 Marksbury Road Bristol BS3 5LD Enforcement notice appeal for the development being the erection of a detached ancillary building being larger than approved by planning permission 16/04845/H. Appeal against an enforcement notice	Appeal dismissed 21/12/2018
40	Windmill Hill	154 Marksbury Road Bristol BS3 5LD Retention of single storey building in rear garden. Appeal against refusal Delegated decision	Appeal dismissed 21/12/2018
41	Eastville	631 - 633 Fishponds Road Fishponds Bristol BS16 3BA Enforcement notice appeal for the erection of structure in the rear yard used in association with the commercial ground floor unit. Appeal against an enforcement notice	Appeal dismissed 21/12/2018
42	Bishopston & Ashley Down	126 Downend Road Horfield Bristol BS7 9PW Application for a Lawful Development Certificate for a Proposed use or development - Existing garage converted to annex to main house. Appeal against refusal Delegated decision	Appeal allowed 16/01/2019
43	Easton	112 Robertson Road Bristol BS5 6JW Erection of single residential dwelling. Appeal against refusal Delegated decision	Appeal dismissed 31/12/2018
44	Hillfields	227 Lodge Causeway Bristol BS16 3QW Residential development of 2no. 2-bed apartments with vehicular parking, refuse store and cycle racks on land to the rear of 227 Lodge Causeway. Appeal against refusal Delegated decision	Appeal dismissed 13/12/2018
45	Central	Central Reservation Temple Way Bristol BS1 6NH Erection and display of a single sided advertising panel to be used to show illuminated advertisements capable of automatic sequential change. Appeal against refusal Committee	Appeal dismissed 21/12/2018

46	Lawrence Hill	Public Footpath West Side Of Bond Street South Bristol BS1 3EN This application seeks consent for the erection and display of a single sided advertising structure to be used to show illuminated advertisements capable of automatic change of image. Appeal against refusal Committee	Appeal allowed 21/12/2018
47	Filwood	13 Leinster Avenue Bristol BS4 1NH Erection of a two storey, 3-bed detached dwelling. Appeal against refusal Delegated decision	Appeal dismissed 27/12/2018
48	Clifton	85 Queens Road Clifton Bristol BS8 1QS 1 x internally illuminated Fascia Sign. 1x Internally illuminated Hanging Sign. Appeal against refusal Delegated decision	Appeal allowed 11/01/2019
49	Redland	22B Gloucester Road Bishopston Bristol BS7 8AE Removal of existing dormer for proposed enlarged dormer extension with external access onto roof as a result of alteration to existing lean to roof to flat roof. Appeal against refusal Delegated decision	Appeal dismissed 04/01/2019
50	Lockleaze	Golden Bottle Inn Constable Road Bristol BS7 9YF Outline application for the demolition of Golden Bottle Inn and the erection of 10no. 3 bedroom houses (formed within two short terraces and two pairs of semi-detached properties) with associated parking and gardens (with access, appearance, layout and scale to be determined, all other matters reserved) - (Major Application). Appeal against refusal Delegated decision	Appeal dismissed 21/12/2018
51	Avonmouth & Lawrence Weston	Land Adjacent To Karakal Penpole Lane Bristol BS11 0EA Change of use of site to store 19 Self Storage units (B8 use class). Appeal against refusal Delegated decision	Appeal withdrawn 11/12/2018
52	Central	(Land East Of) Colston Street Bristol BS1 5AY Alterations to boundary wall, new access, development of sui-generis residential units for students (2no. 5-bed cluster flats), with associated refuse and cycle storage. Appeal against refusal Committee	Appeal allowed 20/12/2018 Costs not awarded

53	Central	(Land To The East Of) Colston Street Bristol BS1 5AY Alterations to boundary wall, new access, development of sui- generis residential units for students (2no. 5-bed cluster flats), with associated refuse and cycle storage. Appeal against refusal Committee	Appeal allowed 20/12/2018 Costs not awarded
54	Westbury-on-Trym & Henleaze	19 Stoke Lane Westbury Bristol BS9 3DP Retention of loft extension. Appeal against refusal Delegated decision	Appeal dismissed 12/12/2018
55	Ashley	16 Kathdene Gardens Bristol BS7 9BN Two storey extension to the rear of the property and new dormer loft conversion with roof balcony and raised deck. Appeal against refusal Delegated decision	Appeal dismissed 08/01/2019
56	Lawrence Hill	30 Eve Road Bristol BS5 0JX Loft conversion & ground floor extension. Appeal against refusal Delegated decision	Appeal dismissed 31/12/2018
57	Ashley	2 Watercress Road Bristol BS2 9YJ Construction of roof extension and associated roof terrace. Appeal against refusal Delegated decision	Appeal dismissed 11/12/2018
58	Lockleaze	147 Dovercourt Road Bristol BS7 9SF Proposed two storey rear and side extension and hip to gable roof extension. Appeal against refusal Delegated decision	Appeal dismissed 11/12/2018
59	Bishopsworth	75 St Peters Rise Bristol BS13 7NA 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 4.5 metres, have a maximum height of 4.0 metres and have eaves that are 3.0 metres high. Appeal against refusal Delegated decision	Appeal dismissed 18/12/2018
60	Lockleaze	11 Dorchester Road Bristol BS7 0LA Two storey side extension with front porch. Appeal against refusal Delegated decision	Appeal allowed 17/12/2018

61	Westbury-on-Trym & Henleaze	9 Dyrham Close Bristol BS9 4TF Enclosing an existing balcony at first floor level using double glazed windows. Appeal against refusal Delegated decision	Appeal dismissed 17/12/2018
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DEVELOPMENT CONTROL COMMITTEE 6

' \$th January 2019

REPORT OF THE SERVICE DIRECTOR - PLANNING

LIST OF ENFORCEMENT NOTICES SERVED

Item	Ward	Address, description and enforcement type	Date issued
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No Enforcements Issued since last Development Control Committee B

Development Control Committee B 30 January 2019

Report of the Service Director - Planning

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Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Hotwells & Harbourside	Grant	18/02968/X - Avon Crescent Bristol BS1 6XQ Application for variation of a condition No. 15 (List of Approved Plans) following grant of planning permission 16/05853/X.
2	Central	Refuse	18/04911/F - 21 St Thomas Street Bristol BS1 6JS Demolition of existing structure and construction of a new basement, ground and 13 No. storey development comprising of affordable key worker accommodation (18 No. units), specialist student accommodation totalling 439 No. student bed spaces (10 No. studios, 17 No. twodio, 395 No. cluster bedrooms), ancillary student services, courtyard garden, and, cycle space provision, refuse/recycling storage and associated works".
3	Easton	Refuse	17/04072/F - 66 Church Road Redfield Bristol BS5 9JY Demolition of existing buildings on site and erection of a three storey building fronting Church Road, to contain three apartments (Use Class C3) and a ground floor retail/business unit, plus 3 x three storey townhouses (Use Class C3)fronting Dove Lane.
4	Easton	Refuse	17/04071/F - 68 -70 Church Road Redfield Bristol BS5 9JY Demolition of existing buildings on site and erection of a three storey building fronting Church Road, to contain 2no three bedroom apartments on first and second floor and a ground floor retail/business unit.
5	Central	Refuse	18/05677/F - Merchants House Wapping Road Bristol BS1 4RW External and internal works, including installation of a roof terrace, recladding elevations, new pedestrian entrance and altered parking provision. (resubmission).

WARD: Hotwells & Harbourside **CONTACT OFFICER:** Tom Watson

SITE ADDRESS: Avon Crescent Bristol BS1 6XQ

APPLICATION NO: 18/02968/X Variation/Deletion of a Condition

DETERMINATION DEADLINE: 25 September 2018

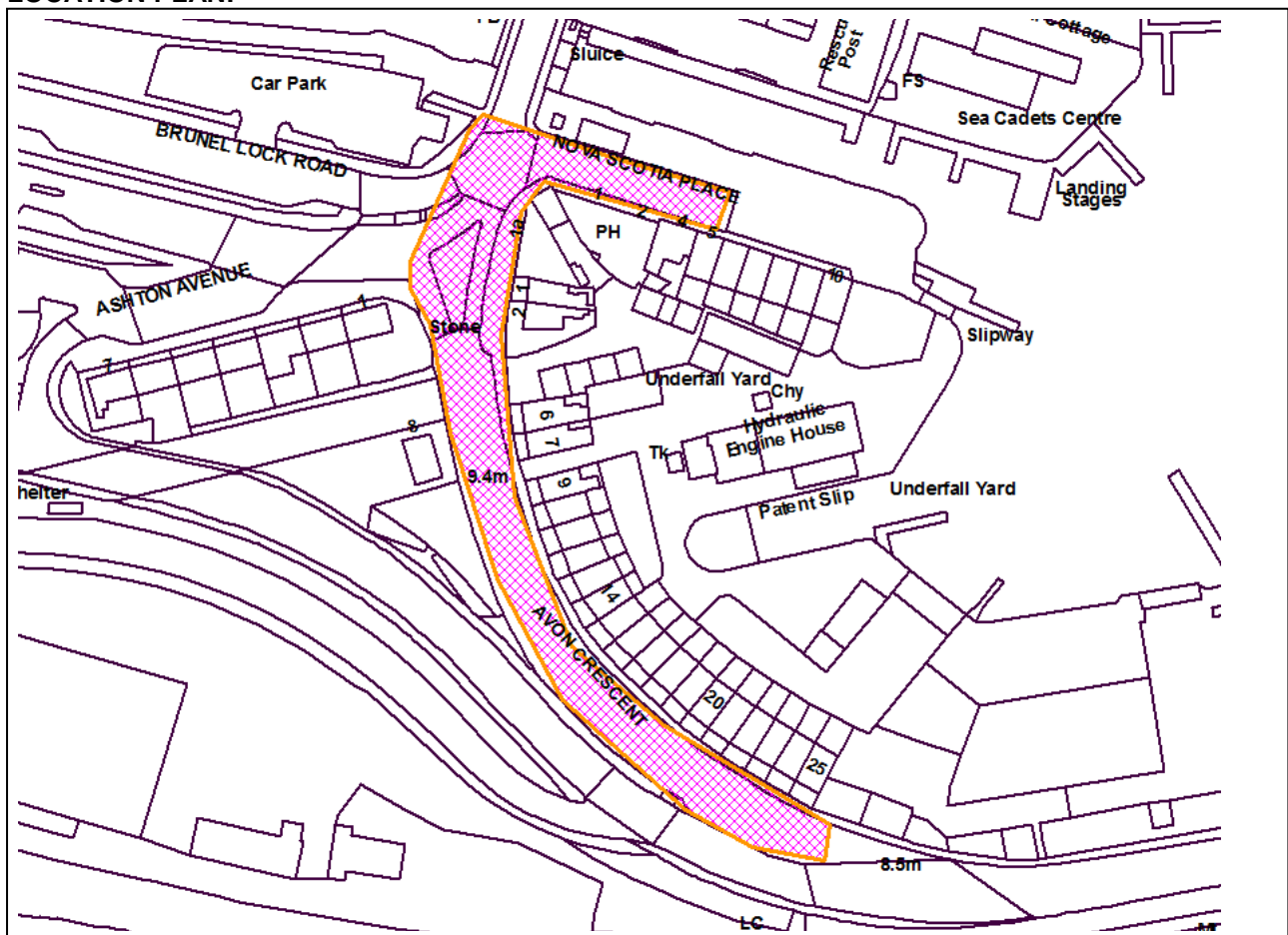
DEADLINE:
Application for variation of a condition No. 15 (List of Approved Plans) following grant of planning permission 16/05853/X.

RECOMMENDATION: Grant subject to Condition(s)

APPLICANT: Bristol City Council AVTM
 Metrobus Team
 City Hall
 Bristol

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

LOCATION PLAN:



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Application No. 18/02968/X : Avon Crescent Bristol BS1 6XQ

SUMMARY

In 2014, planning permission was granted for a revised section of the Ashton Vale to Temple Meads (AVTM) section of MetroBus, from Avon Crescent, along Cumberland Road to Redcliff Hill (application ref: 13/05648/FB).

The planning permission is comprised of a new junction with Cumberland Road, a new bridge at Bathurst Basin, flood protection measures, demolition and reconstruction of walls, realignment of highway, crossings, traffic signals and temporary construction areas, bus stops and shelters.

Since grant of planning permission, applications to discharge conditions have been submitted and approved and construction activity relating to those phases of development that directly relate to the operation of MetroBus have been completed. In 2017, an application to vary planning permission 13/05648/FB was granted, to allow the position of the proposed new bridge at Bathurst Basin to be moved (application ref: 13/05648/FB).

Included within the planning permission for AVTM, is a phase of development associated with MetroBus at Avon Crescent which is yet to be constructed. This is comprised of concepts to reduce the volume and speed of motorised through traffic on Avon Crescent, with consequential hard and soft landscaping improvements.

This application (ref: 18/02968/X) seeks to vary the planning permission for AVTM, for an amended scheme of work at Avon Crescent as follows:

- Removal of proposed 'Shared space' highway surface treatment, including hard and soft landscaping.
- Proposed speed table in the north of Avon Crescent, adjacent entrances to pedestrian / cycle access to the MetroBus stop at Cumberland Basin.
- Proposed extended footway area between Avon Crescent and McAdam Way.
- Proposed refuge 'island' between the one-way exit from Avon Crescent to Cumberland Road and contraflow cycleway, to protect cyclists.
- Removal of realigned retaining wall between Cumberland Road and Avon Crescent.
- Proposed retention of existing retaining wall between Cumberland Road and Avon Crescent, with proposed build out and crossing point across Avon Crescent.

All other features proposed for Avon Crescent by planning permission 13/05648/FB would be retained in the amended scheme, including a one-way exit from Avon Crescent to Cumberland Road, reconfigured junction between Avon Crescent and McAdam Way and an echelon parking layout on Avon Crescent.

During consultation, Councillor Mark Wright has referred the application to DC Committee for concern that the amended scheme at Avon Crescent would not achieve the stated aims of cutting vehicle speeds and vehicle volumes.

Members of the public have raised objection to the amended scheme for reasons relating to: concerns with highway safety, configuration of parking layout adjacent to Underfall Yard, impact on heritage assets, potential noise and vibration impact of the proposed speed table and concerns regarding air quality emissions arising from the scheme.

Key issues in the report concern highways (including highway safety / parking layout adjacent to Underfall Yard), design and amenity (including noise and air quality pollution).

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The key driver for the scheme approved at Avon Crescent in 2014, is concepts to reduce the volume and speed of motorised through traffic. This matter has therefore been carefully considered by the Applicant and Officers in Transport Development Management in order to agree measures which would make the amended scheme acceptable on highway safety grounds.

Officers in Transport Development Management consider that the shared space aspect of the scheme has been replaced with other highway safety measures, which would have the same effects relating to traffic speed and traffic volume. Subject to further information being provided through planning conditions once contractors are appointed to develop the detailed design, the amended scheme is considered acceptable in terms of pedestrian and cyclist safety. A revised parking layout, to ensure that an appropriate access to Underfall Yard for larger vehicles / boats is retained, would be secured through a specific planning condition.

Whilst the shared space elements of the scheme have been downgraded from a design perspective, some new elements of landscaping are proposed which are supported by City Design Group. A condition (see proposed Condition 9) would be used to secure details of the detailed design and quality material pallet for approval by the Local Planning Authority prior to the phase of work at Avon Crescent commencing.

In terms of other matters arising from the scheme, the proposed development is in accordance with all other relevant policies in the Development Plan. This is evidenced either through information submitted in support of this application, or made acceptable by securing further information through way of planning conditions.

The application is recommended for approval subject to the conditions attached to this report.

The application was originally presented to DC Committee B on 7 November 2018. At this meeting, Members resolved to defer a decision on the application to allow for a Members site visit to Avon Crescent which subsequently took place on 19 December 2018. No changes to the report or recommendation presented to DC Committee B on 7 November 2018 have been made, other than to incorporate the points in the Update Sheet associated with DC Committee B on 7 November 2018 into this report.

BACKGROUND

In 2014, planning permission was granted for a revised section of the Ashton Vale to Temple Meads (AVTM) section of MetroBus, from Avon Crescent, along Cumberland Road to Redcliff Hill (application ref: 13/0564/FB).

The planning permission is comprised of a new junction with Cumberland Road, a new bridge at Bathurst Basin, flood protection measures, demolition and reconstruction of walls, realignment of highway, crossings, traffic signals and temporary construction areas, bus stops and shelters.

Since grant of planning permission, applications to discharge conditions have been submitted and approved, and construction activity relating to those phases of the development directly relating to the operation of MetroBus have been completed. In 2017, an application to vary planning permission 13/05648/FB was granted, to allow the position of the proposed new bridge at Bathurst Basin to be moved (application ref: 16/05853/X).

Included within the planning permission for AVTM, is a phase of development associated with MetroBus at Avon Crescent which is yet to be constructed. This is comprised of concepts to reduce the volume and speed of motorised through traffic on Avon Crescent, with consequential hard and soft landscaping improvements.

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Avon Crescent is characterised by a row of Grade II Listed Georgian houses, located along the eastern side of the road, fronting onto a footway and the highway. The western side of Avon Crescent is comprised of the retaining structure for Cumberland Road and a brick substation building with parallel parking bays along the highway. A stepped access through the retaining wall provides pedestrian access from Cumberland Road to the southern end of Avon Crescent.

To the north of the substation is a recently constructed pedestrian access from Avon Crescent, heading west to the Cumberland Basin MetroBus bus stop, passing underneath Cumberland Road. Houses on Avon Crescent back onto the historic Underfall Yard, with access for long vehicles / boats taken from a land joining towards the north of Avon Crescent.

Vehicle access arrangements to and through Avon Crescent have recently been reconfigured, to close normal motorised access to Avon Crescent from Cumberland Road, making it a one-way access arrangement to the south. Access to the northern end of Avon Crescent remains two-way, taken from McAdam Way / Merchants Road near to the Nova Scotia public house.

Avon Crescent is located within the City Docks Conservation Area.

RELEVANT HISTORY

16/05853/X – Application of variation of condition number 18 – Phase 1. For planning permission 13/05648/FB
 GRANTED – 02/02/2017

Application 16/05853/X varied an approved plan on planning permission 13/05648/FB to allow for the position of the proposed new bridge at Bathurst Basin to be amended.

16/05418/NMA – Application for a non-material amendment for removal of the Cumberland Road outbound bus lane from proposals.
 AGREED – 02/11/2016

13/05648/FB – Revision to the route of the rapid transit scheme authorised by the Ashton Vale to Temple Meads and Bristol City Centre Rapid Transit Order (the Order). The development comprises construction of a new junction with Cumberland Road, a new bridge at Bathurst Basin, floor protection measures, demolition and reconstruction of walls, realignment of highway, crossings, traffic signals and temporary construction areas, bus stops and shelter.
 GRANTED – 18/03/2014

NB – since grant of planning permission 13/05648/FB, numerous applications to discharge conditions associated with construction phases of this planning permission have been submitted and approved.

APPLICATION

This application seeks consent for the variation of Condition 15 of planning permission 16/05853/X to substitute an approved plan.

As part of planning permission 13/05648/FB (and subsequently on planning permission 16/05853/X), a plan was approved showing a scheme for development associated with AVTM MetroBus at Avon Crescent (Drawing: 201749-PA-316 P1).

The plan included the following key features:

- One-way exit from Avon Crescent to Cumberland Road – closing Avon Crescent to normal motorised traffic entering from Cumberland Road.
- Contraflow cycleway access from Cumberland Road to Avon Crescent.

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- Realigned retaining wall between Cumberland Road and Avon Crescent.
- Reconfigured junction between Avon Crescent and McAdam Way including creation of pedestrian footway areas.
- Echelon parking layout for parking bays on west side of Avon Crescent.
- 'Shared space' highway surface treatment, comprised of pennant stone paving / conservation stone paving, hard and soft landscaping.

The Heritage, Design and Access Statement submitted with application 13/05648/FB states that the design principles and concepts were to reduce the volume and speed of motorised through traffic on Avon Crescent, with consequential improvements for residential amenity, the setting of the listed buildings and the safety of pedestrians and cyclists.

This application seeks to amend the approved drawing specifically to (shown on drawing: RS15012 – SK03A):

- Removal of 'Shared space' highway surface treatment.
- Proposed speed table in the north of Avon Crescent, adjacent entrance to pedestrian / cycle access to MetroBus stop at Cumberland Basin.
- Proposed Extended footway area between Avon Crescent and McAdam Way.
- Proposed refuge 'island' between one-way exit from Avon Crescent to Cumberland Road and contraflow cycleway, to protect cyclists.
- Removal of realigned retaining wall between Cumberland Road and Avon Crescent.
- Proposed retention of existing retaining wall between Cumberland Road and Avon Crescent, with proposed build out and crossing point across Avon Crescent.

All other features proposed by planning permission 13/05648/FB would be retained, including the one-way exit from Avon Crescent to Cumberland Road, reconfigured junction between Avon Crescent and McAdam Way and an echelon parking layout on Avon Crescent.

The detailed design for the scheme would be developed following the appointment of a contractor to undertake the works in Avon Crescent. It would be the contractor, working with the Applicant, that would develop the detailed design for the scheme. The detailed design for the scheme would be secured by planning conditions – as per planning permission 13/05648/FB (and subsequently on planning permission 16/05853/X).

The Supporting Statement submitted with the application states that the main reason for the proposed amendments is associated with the cost of constructing AVTM MetroBus.

RESPONSE TO PUBLICITY AND CONSULTATION

Site notices have been issued, press advert published and letters sent to neighbouring properties.

Following responses from members of the public and consultees, a revised plan and additional information were received from the Applicant on 3 September 2018. Local residents were re-consulted on this information, with an expiry date of 18 September 2018.

The Applicant submitted an updated Environmental Statement (ES) Addendum on 24 September 2018. To ensure compliance with the EIA Regulations, an additional round of consultation was undertaken by the Local Planning Authority on the application beginning 11 October 2018, for a period of 21 days.

Comments received on the revised plan and additional information relating to the scheme have been considered and are included in this report.

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GENERAL RESPONSE FROM THE PUBLIC

On the original application, there were 18 replies from neighbours, all of which were in objection.

Comments were made in objection on the following grounds:

- Concern that the proposed echelon parking layout will restrict access from Avon Crescent to Underfall Yard for long vehicles / boats.
- Concern that cyclists / pedestrians will use the pavement to cycle / pedestrians when Underfall Yard is closed, which is dangerous.
- Concern that proposed speed table will not slow road traffic / reduce traffic volume, and is being built on reclaimed land.
- Concern with design of reconfigured junction between Avon Crescent and McAdam Way.
- Driver sightlines between Avon Crescent and Cumberland Road.
- Safety of cycleway between Cumberland Road / Avon Crescent – request for refuge point at the junction.
- Removal of conservation material highway treatment and hard / soft landscaping will impact upon setting of Avon Crescent and heritage assets.
- Potential noise and vibration impact of proposed speed table on Avon Crescent properties.
- Proposed amendments would have a negative impact on air quality emissions.

Following the submission of a revised plan and additional information in September 2018, neighbours were re-consulted for a period of 14 days. In response to the revised plan there were 5 replies from neighbours, both in objection.

Comments were made in objection to the revised plan on the following grounds:

- Concern with assessment contained within the ES Addendum relating to highway safety.
- ES Addendum incorrectly identifies road traffic signals as being removed from the scheme.
- Concern that cyclists / pedestrians will use the pavement to cycle / walk when Underfall Yard is closed, which is dangerous.
- Driver sightlines between Avon Crescent and Cumberland Road would be insufficient.
- Removal of 'turning area' for motor vehicles from the scheme.
- Concern that proposed echelon parking layout will restrict access from Avon Crescent to Underfall Yard for long vehicles / boats.
- Concern regarding vehicle speeds along Avon Crescent.

Following the submission of a revised ES Addendum in late September 2018, re-consultation on the application was carried out for a period of 21 days. In response to the re-consultation there was 1 reply, which was in objection.

Points in objection that are material to the determination of this application were made as follows:

- The scope of the ES Addendum is inadequate in relation to traffic / transport, design and heritage and air quality.

COMMENTS FROM COUNCILLORS

Councillor Mark Wright - Objection

Councillor Mark Wright referred this application to Planning Committee on 20 June 2018 for the following reason:

'This is an extremely controversial amendment to the existing plans, which has been argued over

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between the Council and the local community for two years now. The initially planned “shared space” scheme for this area has been dropped and an unsatisfactory set of minor works have been put in its place, which will not achieve the stated aims of cutting vehicle speeds and volumes. The changes at this point are of interest not just to those living in the local roads, but also to stakeholders in the Harbour, and to cyclists and MetroBus users, all of who funnel through the area.’

Councillor Wright made the following comments on the original application:

‘The current application doesn’t meet the key objectives of the original scheme. It suffers from the budget having been cut too severely to facilitate a scheme of any real substance.

The scheme as advertised has the following specific problems:

- The pavement on the east side of the road should be widened; this is because this is a busy pavement and is the only route around here when the Underfall quayside is shut.
- There needs to be more traffic calming on the pedestrian crossing at the southern end of the road.
- The objection from Underfall Yard regarding parking opposite the exit of their area must be addressed.
- The vibration impact of a speed table should be investigated, and if there is likely impact on the houses it should be removed. In addition this device only slows traffic in its vicinity, not the rest of the road.
- The current measures to stop traffic trying to enter Avon Crescent from Cumberland Road are insufficient.

It’s obviously a great shame that the “re-routing” option was not progressed. This option would have solved all the problems that this variation seeks to address, and was fully funded. The Mayor chose to kill that option, and it now appears likely that his motivation was the plans he now has to redevelop the Cumberland Basin with the help of major property developers. Given the vast amount of money that will generate, it is only fair that the Council should spend a little more that it has proposed to here in order to solve the problems generated by it.’

COMMENTS FROM GROUPS

Bristol Civic Society – Comment

Bristol Civic Society commented on the application as follows:

‘This scheme has a long planning history going back to 2013.

It seems from the BCC Transport submission for the planning amendment that the major reason for withdrawing the pedestrianisation proposal is cost.

However, we also understand that a major consideration is Avon Crescent’s role as a significant route for motor traffic:

- Underfall Yard to bring in and out large boats on trailers.
- HGVs to access the Cumberland Road route – it is on an extra-wide HGV route.
- The Cumberland Road route to act as a relief road when there are congestion issues elsewhere.

Perhaps the twisty two-way re-routing using Brunel Lock Road also does not fit in with future re-development plans for the Cumberland Basin area for housing (“Western Harbour”).

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The Society does not have sufficient reason for challenging the decision in principle, especially if the major driver is cost. The Society therefore confines itself to comments on the design of the scheme as presented.

However, we have sympathy for the residents' desire for a quiet street, especially as they had their hopes raised that they would get their wish. We struggle to see how the revised plan can be judged to "meet the key objectives and impact of the original scheme". Unfortunately, like residents of many other streets, they will have to continue to endure a constant flow of traffic down their street. In addition, they face constraints on traffic-calming and place-making measures as a result of occasional and contingency uses of the street.

Given the need for access by wide vehicles, it is very difficult to design in pedestrian-friendly measures. But we think more effort should be given to making the traffic calming effective, and give the street some sense of place. Perhaps BCC City Design could help in designing this.

We suggest:

- The entrance to Avon Crescent could have a different surface to give a subtle signal to drivers heading south towards Cumberland Road that they are entering a residential street. This cannot be paved because that would not support heavy vehicles, but some sort of cobbled or colour-delineated surface could be used. White-line hatching is appropriate treatment for a highway where movement is the main design consideration; here, in a Conservation Area, a place-making treatment is more appropriate.
- The speed table at the exit to the cycle route should also be colour-delineated.
- There needs to be more traffic calming treatment at the pedestrian crossing towards the southern end, so that traffic speed is moderated over the whole of Avon Crescent – e.g. surface treatment, slight build-out with bollard on the east side of the road, narrower road width is possible.
- There should be more than one tree on the extended footway area at the north end. There could be trees placed in gaps between the diagonal parking spaces.

Two other points:

- Avon Crescent forms part of the Harbourside Walkway route. As such, it deserves a wider footway and better signage. The route through Underfall Yard, for example, is easily missed.
- The Underfall Yard request for parallel parking spaces opposite their exit/entrance seems reasonable.

In general some three-dimensional drawings would help in assessing the merits or otherwise of the scheme.'

Bristol Cycling Campaign – Objection

'Avon Crescent forms a key cycling and walking route around the western end of the harbour and from south Bristol via Ashton Avenue Bridge. Bristol Cycling Campaign do not believe that the proposed S.73 amendment meets the standard required for these routes in this location, nor does it meet the intention of the original consented shared space scheme.

Avon Crescent is part of a short section of 20mph speed limit in between 30mph limits in Hotwells and Cumberland Road, and as such compliance with the speed limits is low, despite being a residential street with cyclists and pedestrians turning onto and across the road from the Underfall Yard and from Ashton Avenue Bridge. Numbers of pedestrians and cyclists will inevitably increase once the M2 metrobus route is opened in the near future.

Bristol Cycling Campaign believe an alternative scheme based on the two way re-routing consulted on in 2016 would enable a safe low traffic connection between existing routes and

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remove through traffic from a residential street. The reasons given for rejecting this proposal (the occasional movements of large vehicles to and from the Marina) are not substantial and can be resolved with the use of removal bollards or other measures.

Therefore Bristol Cycling Campaign recommend this application is refused.'

Hotwells and Cliftonwood Community Association – Objection

'HCCA fully supported the idea of closing Avon Crescent and fought for money from the Neighbourhood Partnership to assist with this plan. This is still the best option for the residents and would cause very little or no inconvenience to anyone else given the special arrangements to have access to the Underfall Yard.

We would press BCC to think again and bring back this plan. We understand from BCC that there were no substantive objections that could not easily be answered or overcome. This underpins our objections to this plan.

HCCA objects to this application on the following grounds:

1. The plan does not show the roads as they now are. For some reason we have no metro bus route all of a sudden
2. To talk of possible changes is not a plan. It is incomplete
3. There is nothing here that really offsets the imposition of a two-lane highway in the immediate vicinity. There should be some sort of community benefit in the circumstances.
4. Whilst there is an entry space for cyclists from Cumberland Rd there is no safe route for those cycling North. There should be designated space clearly delineated from the main carriageway – a different colour tarmac.
5. It seems from the fact that bollards have had to be out at the entrance from Cumberland Rd that the road markings and build outs to stop traffic entering Avon Crescent are inadequate.
6. Speeding traffic has long been a problem here and remains so despite resident efforts. We know there are considerable concerns regarding the adverse impact of speed tables, not least on house vibration. We urge the planners to enter into constructive dialogue with residents on the best way to calm traffic in this street.
7. We do not believe there is any good reason not to plant trees as in the earlier plan. Time was when it was Bristol Green Capital. This should be maintained in some small degree in this area by planting trees.
8. Where is there any delineated turning space for residents - which will need to be very clearly marked.'

COMMENTS FROM CONSULTEES

Transport Development Management – No objection

Transport Development Management has commented as follows:

Transport Development Management (TDM) had concerns with the originally submitted proposal (June 2018) due to the white lined over run area to the north, at the junction between Avon Crescent and McAdam Way. Concerns were raised regarding vehicles cutting across the white lining at speed prior to the speed table. The Applicant has now addressed this concern through providing an over run area consisting of different surface materials. This is now considered acceptable as a speed reduction feature as the overrun is physically demarcated but still useable by larger vehicles.

The proposed build out to the south of the site as a pedestrian crossing point is deemed acceptable and presents a positive when compared to the previous scheme (2014). TDM however seek the distance required for a pedestrian to cross be minimised as practically as possible when the safe

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passage of extra wide vehicles has been taken into account.

TDM notes a refuge island to the south at the junction between Avon Crescent and Cumberland Road has also been introduced as a protection measure for cyclists.

Following the previously submitted plans and TDM's concerns regarding road safety (June 2018), the junction between McAdam Way and Avon Crescent has been reprofiled to tighten the junction radii. As per MfS (2007) tightening of the junction will ensure a reduction in vehicle speeds. Vehicles entering Avon Crescent from McAdam Way will therefore do so at a reduced speed. This element combined with the proposed speed table will reduce speeds along Avon Crescent.

Visibility splay - Transport Development Management are satisfied with the visibility splay from Avon Crescent onto Cumberland Road resulting from the amended scheme, given the approach speed of 20mph along Avon Crescent and on this section of Cumberland Road. The installation of the cycle refuge island would force drivers to approach further away from the existing retaining wall, thus increasing the distance of visibility. There has not been a material increase in accidents at this location since vehicles have been prohibited from turning onto Avon Crescent from Cumberland Road. There is therefore no objection to the removal of the realigned retaining wall between Cumberland Road and Avon Crescent.

Turning area – Transport Development Management are satisfied that there is ample space provided adjacent to the proposed parking bays on Avon Crescent to accommodate turning vehicles. It is considered that no further change is required to the scheme regarding a turning area.

TDM agree with the findings that have been presented within Section 4.1 of the Environmental Statement Addendum. The proposed amendments to the scheme will not have a material impact in terms of transport, and TDM therefore deem the amendments to be acceptable.

TDM recommend approval of the application subject to the following condition:

Installation of speed table and vehicle run over – Shown on approved plans
No building or use hereby permitted shall be occupied or the use commenced until the speed table and vehicle run over have been completed in accordance with the approved plans.
Reason: In the interests of highway safety.

City Design Group – No objection

City Design Group has commented as follows:

These comments comprise Urban Design / Landscape / Conservation / Archaeology Officers.

The least appealing aspect of the scheme (June 2018) relates to the white lined over run for HGVs between McAdam Way and Avon Crescent. Visually this affected the approach to Nova Scotia Place – a characterful waterfront area of the historic harbour. This has now been revised in an updated drawing (September 2018), a quality surface treatment will be required for the overrun area.

Generally, if comparing the approved scheme (2014) with the revised scheme (2018), then a downgrading of the landscape elements is found. I understand that the detailed design of the revised scheme will be presented following the appointment of a contractor, and the use of planning conditions should be the mechanism to secure these details for the Local Planning Authority's approval. This would include all hard landscaping (paving, surfaces, edge details), soft landscaping, street furniture and street lighting.

There is no objection from a perspective of conservation and archaeology. It is noted that the Applicant would need to undertake construction work will be monitored and recorded by an

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archaeologist in accordance with the Written Scheme of Investigation approved in 2016.

Air Quality – No objection

The Council's Air Quality Officer has commented as follows:

I agree with the overall conclusions of the Environmental Statement Addendum in terms of air quality. As there is no material change predicted in terms of traffic flow or speed, there would similarly be no significant changes in emissions or concentrations of regulated pollutants. The table of results shown in the ES Addendum indicates a beneficial impact under the two scenarios of fleet emissions reduction and this is consistent with the changes proposed. The difference between the 2014 and 2018 schemes is not specifically modelled, but I do not think that this is necessary, given the minor variations between the schemes.

I find the impact of the scheme realistic and I can see no reason why the changes from the 2014 to 2018 design would lead to an unacceptable, or even perceptible operational impact on air quality. Similarly, in terms of construction dust the two schemes would not appear to differ. A suitable Construction Environmental Management Plan is recommended to mitigate dust arising during construction.

Environmental Health (Noise & Vibration) – No objection

The Council's Environmental Health Officer has commented as follows:

Speed control cushions and road humps can produce perceptible levels of ground-borne vibration. This can lead to complaints under the most severe conditions and anxieties concerning building damage. However, even under these worst-case conditions it is very unlikely that the introduction of a speed table would pose a significant risk of even minor damage to property. Research also finds that there is a need to carefully consider the siting of these profiles in order to avoid causing vibration nuisance.

From reviewing the proposed plan, I consider that the speed table is positioned in the best position on Avon Crescent. However, I consider that the Applicant should provide further information through a planning condition to show the design of the speed table and what the likely noise and vibration impacts would be.

The following planning condition is therefore requested:

Details of speed table

There shall be no installation of a speed table at the northern end of Avon Crescent until details of its design, any noise or vibration mitigation measures, likely noise and any likely noise or vibration impacts on neighbouring residential properties has been submitted to and approved in writing by the Council.

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

Reasons: In the interests of residential amenity.

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RELEVANT POLICIES

National Planning Policy Framework – July 2018

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).

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

KEY ISSUES

(A) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

Policy BCS10 of the Core Strategy supports the delivery of significant improvements to transport infrastructure to provide an integrated transport system. Policy DM24 safeguards land to enable the future provision of the MetroBus route and stops from Ashton Vale to the city centre.

The application relates to planning permission granted for the revised route of the Ashton Vale to Temple Meads (city centre) section of the MetroBus, and the principle of development is therefore supported by the development plan.

Given that this application relates to an existing planning permission, key issues in this report relate to the detail of the proposed amendment and whether it would result in a scheme that is acceptable in planning terms.

(B) IS THE PROPOSED AMENDMENT ACCEPTABLE ON HIGHWAY SAFETY GROUNDS?

Policy BCS10 and Policy DM23 require that development does not give rise to unacceptable transport and highway safety grounds conditions. These policies support the delivery of improvements to transport infrastructure to provide an integrated transport system, which improves accessibility within Bristol and supports the proposed levels of development.

The proposals at Avon Crescent in the planning permission granted in 2014 (application ref: 13/05648/FB) were developed primarily to address matters relating to highway safety. As the key driver for the scheme, Officers in Transport Development Management (TDM) have carefully considered the acceptability of the proposed amendments in terms of highway safety.

In summary, the application proposes the following amendments to the scheme from a highways perspective:

- Removal of 'Shared space' highway surface treatment.
- Proposed speed table in the north of Avon Crescent, adjacent entrance to pedestrian / cycle access to MetroBus stop at Cumberland Basin.
- Proposed Extended footway area between Avon Crescent and McAdam Way.
- Proposed refuge 'island' between one-way exit from Avon Crescent to Cumberland Road and contraflow cycleway, to protect cyclists.
- Removal of realigned retaining wall between Cumberland Road and Avon Crescent.
- Proposed retention of existing retaining wall between Cumberland Road and Avon Crescent, with proposed build out and crossing point across Avon Crescent.

All other highways features proposed by planning permission 13/05648/FB would be retained, including the one-way exit from Avon Crescent to Cumberland Road, reconfigured junction between Avon Crescent and McAdam Way and an echelon parking layout on Avon Crescent.

In response to the general arrangement plan submitted with the application in June 2018, Officers in TDM raised concerns due to the white lined over run area that was proposed to the north of Avon Crescent, at the build out junction with McAdam Way, due to the likelihood of vehicles cutting across the white 'highways style' lining at speed prior to entering Avon Crescent. In response, the Applicant submitted a revised plan in September 2018 to address the concern raised by TDM by providing an over run area consisting of a different surface material. This is now considered acceptable by TDM as

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a speed reduction feature as the over run is physically demarcated, but would still allow for access by longer vehicles / boats wanting to access Avon Crescent.

In the revised plan, the junction between McAdam Way / Avon Crescent has been reprofiled to tighten the junction radii, thus requiring a slower and more deliberate turn into Avon Crescent from traffic heading southbound. Officers in TDM have confirmed that the tightening of the junction will ensure a reduction in vehicle speeds for vehicles entering Avon Crescent from McAdam Way. Officers in TDM have confirmed that this element of the scheme, combined with the proposed speed table, would lead to an acceptable reduction in vehicle speeds along Avon Crescent that is consistent with the original scheme. A planning condition has been requested by TDM to ensure that the speed table has been constructed prior to the rest of the scheme being completed at Avon Crescent.

The Applicant has submitted an Environmental Statement (ES) Addendum in support of the application, which provides an assessment of the highways aspects of the proposed amendment in comparison to the original scheme.

The assessment within the ES Addendum considers each of the proposed amendments to the scheme and whether they would result in a material change to effects on Avon Crescent. The ES Addendum finds that as a result of removing the 'shared space' status of Avon Crescent, there would be no change in predicted trip generation from vehicles and consequently traffic flows. The ES Addendum concludes that there would be no material change to transport and traffic between the approved scheme at Avon Crescent (2014) and the proposed amended scheme (2018).

Officers in TDM have considered the assessment presented in the Applicant's ES Addendum, and agree with the findings that there would not be a material impact in terms of transport and traffic resulting from the amended scheme.

Concern has been expressed by some members of the public with regards to pedestrian safety, and in particular providing appropriate crossing points within the scheme. It is noted that the application proposes pedestrian build out points to the north, tied to the proposed speed table, and to the south, adjacent to steps down from Cumberland Road. Should planning permission be granted, a planning condition would be included requiring the Applicant to submit a plan demonstrating a review of crossing points in Avon Crescent, to ensure that they observe pedestrian desire lines. This work would be undertaken by the Applicant's contractor, once appointed and undertaking detailed design work.

In terms of the safety of cyclists, a contraflow is proposed at the junction between Cumberland Road and Avon Crescent, going against traffic existing Avon Crescent southbound. Members of the public have commented that the contraflow could be dangerous for cyclists entering / exiting Avon Crescent and waiting at the junction. As a protection measure, the application includes a cyclist refuge island on the junction. Officers in TDM have reviewed this and are in support of this as a means of protecting cyclists, with it considered that this is an improvement on the approved scheme.

Concern has also been raised by members of the public that removing the proposed realigned retaining wall between Avon Crescent and Cumberland Road would result in insufficient sightlines for drivers entering Cumberland Road from Avon Crescent. In response to this point, TDM have confirmed that they are satisfied that the visibility splay from Avon Crescent onto Cumberland Road for drivers would result in a safe scheme, given the approach speed of 20mph along Avon Crescent and onto this section of Cumberland Road. The installation of the cycle refuge 'island' would force drivers to approach further away from the existing retaining wall, thus increasing the distance of visibility for drivers entering onto Cumberland Road. From a review of accident data, TDM have confirmed that there has not been a material increase in accidents at this location since vehicles have been prohibited from turning onto Avon Crescent from Cumberland Road. There is therefore no objection from Officers to the removal of the realigned retaining wall between Cumberland Road and Avon Crescent.

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Comments have been received from members of the public expressing concern that the proposed echelon parking layout on Avon Crescent would impact on longer vehicles / boats accessing Underfall Yard from the access point at Avon Crescent.

The need to retain an adequate vehicular access to Underfall Yard via Avon Crescent for such vehicles was a point recognised by the Local Planning Authority when granting planning permission for development in Avon Crescent associated with MetroBus in 2014 (application ref: 13/05648/FB). As a result, a planning condition was included on the planning permission, which requires a drawing to be submitted for the Local Planning Authority's approval to show a parking layout for Avon Crescent that ensures an appropriate means of access is retained to Underfall Yard. Should this application be granted, then the same planning condition would be included on the planning permission (see proposed Condition 9). This would mean that the parking layout along Avon Crescent would need to be agreed with the Local Planning Authority to allow for longer vehicles / boats to access Underfall Yard, informed by appropriate swept path analysis and technical studies.

Summary

Having carefully considered the proposed amendment, Officers have concluded that the amendment would not result in any change in traffic speed or traffic volume. Whilst the shared space element of the scheme would be lost, Officers consider that it has been replaced with other highway safety measures, namely the tightening of the junction with McAdam Way and a speed table, which would have the same effect. Other key elements of the original scheme would be retained, including the one-way access arrangement for normal vehicles at the south of Avon Crescent.

Subject to further information being provided once contractors are appointed to develop the detailed design, it is also considered that the amended scheme is acceptable in terms of pedestrian and cyclist safety. A revised parking layout to ensure appropriate access to Underfall Yard for larger vehicles / boats is retained would be secured through a specific planning condition.

Officers have concluded that the proposed development is considered to be in accordance with Policy BCS10 and DM23 and the proposed amendment is acceptable on highway safety grounds.

(C) IS THE DESIGN OF THE PROPOSED DEVELOPMENT ACCEPTABLE?

Policy BCS21 of the Core Strategy aims to ensure that all new development in Bristol achieves high standards of urban design. The policy states that design can contribute positively to local character by responding to the underlying landscape structure, distinctive patterns and forms of development.

Policy BCS22 states that development proposals will safeguard or enhance heritage assets [including listed buildings and Conservation Areas] and the character and setting of areas of acknowledged importance. Avon Crescent is comprised of Grade II Listed Georgian terraces, located within the City Docks Conservation Area.

The key amendment resulting from this application from a design perspective, would be the removal of the shared space element of the scheme, including the material pallet comprising pennant stone. As a result, the shared space treatment would be retained as traditional road separate by vertical kerbs.

Officers in City Design Group, comprising urban design, landscape, conservation and archaeology, were consulted on the application as submitted in June 2018. Officers expressed concern with the white lined over run area at the junction between McAdam Way and Avon Crescent, and the impact this would have on the approach to Nova Scotia Place and its surrounding waterfront area. In response, the Applicant submitted a revised plan in September 2018 removing the white lined over run, replacing it with a delineated surface treatment. A planning condition would secure the final specification of the surface treatment, for approval by City Design Group, to ensure that a quality

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material is provided.

To support the application, the ES Addendum provided by the Applicant includes an assessment of the landscape and visual and conservation and heritage aspects of the scheme.

The landscape and visual assessment finds that the proposed works in the amended scheme would result in some improvements to the visual appearance of the area, with some new surfacing and build outs. The assessment acknowledges that there would also be some slight adverse impact arising from the traffic signals being installed on Cumberland Road. However, the ES Addendum concludes that the existing character of the area would be mostly retained due to the reduction in the extent of proposed works and therefore the change would be minimal.

The heritage assessment presented in the ES Addendum considers the effects on heritage assets resulting from the approved scheme and the proposed amendments to the scheme. The only heritage asset which would have been directly affected as a result of the approved scheme would result from the realignment of the retaining wall between Cumberland Road and Avon Crescent. As this element is proposed to be removed in the amended scheme, and no change to the retaining wall is proposed, the ES Addendum finds that there would be no material change on cultural heritage assets. The effect on cultural heritage is found to be neutral. In terms of potential archaeology, construction works would be carried out under a watching brief from an archaeologist (see proposed Condition 12).

Whilst the shared space elements of the scheme have been downgraded, some new elements of landscaping are proposed. In addition, existing pennant stone kerbs and channel setts would be retained. At present, as detailed design has not been prepared for the new landscaping elements of the scheme because a contractor has not been appointed by the Applicant to carry out the works. A condition (see proposed Condition 9) would therefore be used to secure details of the detailed design for approval by the Local Planning Authority prior to this phase of work commencing. It would be the contractor, working with the Applicant, who would prepare the detailed design drawings, including details of quality hard and soft landscaping which would need to be submitted to the Local Planning Authority.

On the basis that the final specification of materials would be secured through a planning condition, City Design Group has raised no objection to the amended scheme south through the planning application and has raised no objection to the assessment findings presented in the ES Addendum.

Officers have concluded that the proposed development is considered to be in accordance with Policy BCS21 and BCS22 and the design presented in the amended scheme is acceptable in planning terms, subject to conditions securing details of materials.

(D) WOULD THE PROPOSED DEVELOPMENT HAVE AN ADVERSE IMPACT ON THE AMENITY OF RESIDENTS SURROUNDING THE SITE?

Policy BCS21 of the Core Strategy states that high quality design should consider the amenity of both existing and future development. Policies BCS23, DM33 and DM35 state that development should be sited and design in a way to avoid adverse impacts on environmental amenity by reason of pollution including: noise, vibration and air quality.

Comments have been made by members of the public relating to the impact of the proposed development on their amenity, particularly in terms of noise and vibration and air quality. Each of these issues have been considered, respectively, by the Council's Environmental Health Officer and the Council's Air Quality Officer.

With regards to noise and vibration, it is noted that many of the comments submitted by members of the public relate to vibration arising to properties along Avon Crescent resulting from the proposed speed table.

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The Council's Environmental Health Officer (EHO) has responded to the application to acknowledge that speed tables can produce perceptible levels of vibration, however even under worst-case conditions it is very unlikely that the introduction of a speed table would pose even minor damage to property, particularly when the speed table is carefully sited.

The EHO has concluded that the proposed speed table is positioned in the best possible position on Avon Crescent, sufficiently away from most properties that could experience perceptible levels of vibration. To ensure that no damage would be done to property, the EHO has requested a planning condition be included should planning permission be granted, requiring the Applicant to provide further information on the design of the speed table and possible mitigation measures for noise and vibration. On the basis of the planning condition being included, as well as a condition for a Construction Environmental Management Plan to ensure good practice through construction, the EHO has made no objection to the proposed amendment in terms of noise and vibration pollution.

Comments have been received from neighbours expressing concern that the proposed speed table would lead to an increase in air quality emissions, owing to cars accelerating away immediately after passing over the speed table.

The Council's Air Quality Officer has considered the acceptability of the proposed amendment from an air quality perspective, including a review of the assessment within the ES Addendum.

It is considered that as there would be no material change predicted in terms of traffic flow or speed, there would similarly be no significant changes in emissions or concentrations of regulated pollutants. The table of results shown in the ES Addendum indicates a beneficial impact under the two scenarios of fleet emissions reduction and this is considered to be consistent with the amended scheme.

The Air Quality Officer has concluded that the proposed amendment would not lead to an unacceptable operational impact on air quality. In terms of construction, the Officer has requested that a Construction Environmental Management Plan be secured through a planning condition to mitigate dust arising during construction.

Officers have concluded that the proposed development is considered to be in accordance with Policy BCS21, BCS23, DM33 and DM35 and that subject to planning conditions, the proposed amendment is acceptable on grounds of residential amenity relating to noise, vibration and air quality.

(E) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF OTHER POTENTIAL ENVIRONMENTAL EFFECTS?

The ES Addendum submitted in support of the application reports on other potential environmental effects of the amended scheme, namely nature conservation, flood risk, socio-economics and ground conditions.

Given the absence of biodiversity features in an around Avon Crescent, it is considered that the Applicant's ES Addendum to conclude that there would be no effects on biodiversity is acceptable.

In terms of flood risk, the Applicant's conclusion that there would be no change to the overall flood risk arising from the proposed amendment at Avon Crescent is considered acceptable. As part of the wider planning permission, a new flood wall has been constructed along Cumberland Road adjacent to the Chocolate Path. As part of the detailed design work secured through planning condition, the Applicant would be required to submit a detailed drainage strategy confirming how the scheme at Avon Crescent would deal with any surface water (as per planning permission 13/05648/FB).

It is considered that there would be no change to the overall socio-economic effect from the proposed amendment at Avon Crescent.

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In terms of ground conditions, the ES Addendum finds that the effect of the proposed amendment would be negligible which is accepted. As part of the details design work secured through planning condition, the Applicant would be required to submit a scheme confirming how risks associated with contamination would be dealt with should contamination arise during construction work at Avon Crescent (as per planning permission 13/05648/FB).

CONCLUSION

The key driver for the scheme approved at Avon Crescent in 2014, is concepts to reduce the volume and speed of motorised through traffic. This matter has therefore been carefully considered by the Applicant and Officers in Transport Development Management when assessing this application, and in order to agree measures which would make the amended scheme acceptable on highway safety grounds.

Officers in Transport Development Management have concluded that the shared space aspect of the scheme has been replaced with other highway safety measures which would have the same effects relating to traffic speed and traffic volume. Subject to further information being provided once contractors are appointed to develop the detailed design, the amended scheme is considered acceptable in terms of pedestrian and cyclist safety. A revised parking layout to ensure appropriate access to Underfall Yard for larger vehicles / boats is retained would be secured through a specific planning condition.

Whilst the shared space elements of the scheme have been downgraded from a design perspective, some new elements of landscaping are proposed which are supported by City Design Group. A condition (see proposed Condition 9) would be used to secure details of the detailed design and quality material pallet for approval by the Local Planning Authority prior to work commencing at Avon Crescent.

In terms of other matters arising from this scheme, the proposed development is in accordance with all other relevant policies in the Development Plan. This is evidenced either through information submitted in support of the application, or made acceptable by securing further information by way of planning conditions.

The application is recommended for approval subject to the conditions attached to this report. Section 73 applications act as a new planning permission, and as such the list of planning conditions needs to be reviewed. In this case, as development on other phases of the planning permission has commenced, the 'time limit' condition is not appropriate. The list of approved plans condition (Condition 16) sets out those plans that have been approved with the planning permission granted in 2016 which remain extant, as well as those plans that have been approved through the subsequent discharge of planning conditions.

COMMUNITY INFRASTRUCTURE LEVY

The CIL total for this development is £nil.

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RECOMMENDED GRANT subject to condition(s)

Pre-commencement condition(s)

1. Site specific Construction Environmental Management Plan

In relation to the control of pollution and minimisation of harm to the local areas and wildlife during the construction stage of the development and beyond:

- i) No development shall commence until a site-specific Construction Environmental Management Plan (CEMP) for that phase identified on the Works Programme Phasing Plan approved as part of Condition 14 has been prepared, submitted and approved by the Local Planning Authority.
- ii) The CEMP must demonstrate the adoption of best practicable means to reduce the effects of noise, vibration, dust and other air borne pollutants and site lighting and include but not necessarily be limited to the following:
 - 1. Procedures for maintaining good public relations including complaint management, public consultation and liaison.
 - 2. Strategy for dealing with contamination including the arrangements for dealing with contamination not expected or planned for within the strategy and a soil sampling methodology for materials to be used in public areas.
 - 3. Arrangements for liaison with the Local Planning Authority's Pollution Control Team and on site presence to enable appropriate responses to matters such as unforeseen contamination.
 - 4. The employment of an Environmental Clerk of Works, unless otherwise agreed in writing by the Local Planning Authority.
 - 5. 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 hours of 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. Any activity audible at the site boundary or other places agreed in the CEMP outside the hours above require prior approval in writing by the Local Planning Authority. Approval will only be given for works necessary due to exceptional circumstances, health and safety, dewatering operations or unavoidable works including works relation to the railway. In all cases the best practicable means to reduce noise to the lowest possible level will need to be demonstrated for approval.
 - 6. Mitigation measures as defined by 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.
 - 7. Procedures for emergency deviation of the agreed working hours.
 - 8. The use of a 'Consideration Contractors' or similar regime and arrangements for site induction for workforce highlighting pollution prevention and awareness.
 - 9. Control measures for dust and other air-borne pollutants to include particular measures to protect any local resident who may have a particular susceptibility to airborne pollutants as necessary.
 - 10. Measures for controlling the use of site lighting whether required for safe working or for security reasons.
 - 11. Site security.
 - 12. Fuel oil spillage, bunding, delivery and use and how both minor and major spillage will be dealt with. Any fuels being stored on site during construction must be bunded and kept at least 10 metres away from any watercourse.
 - 13. Containment of silt/soil contaminated run off, the control and removal of spoil and wastes and disposal of contaminated drainage, including water pumped from excavations and leachate from ditch drainage.
 - 14. The treatment and removal of suspended solids from surface water run-off during construction

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works and measures to prevent building material finding its way into a watercourse.

15. Odour control measures.
 16. Measures for the prevention of tracking mud off site from vehicles.
 17. Proposals for the temporary stockpiling of soil and spoil and proposals for the testing of soils to be used in soft landscaping areas for contamination.
 18. All site clearance and construction works to be in accordance with the Environmental Statement Volume 2, Chapter 10 Nature Conservation November 2013.
 19. Arrangements for briefing contractors and sub-contractors on the importance of the ecological features which are to be retained on site and the ecological value of the adjacent SNCI in particular.
 20. How access for the Environment Agency Operations Delivery team can be provided to the watercourses on the route throughout the construction phases.
 21. A Code of Practice and Traffic Management Plan that will include procedures to notify and consult with business and residential property owners and/or occupiers affected during the construction phases and such plans to show how access arrangements will be maintained for all vehicle types.
- iii) The approved CEMP shall be implemented to the satisfaction of the Local Planning Authority unless otherwise agreed in writing with the Local Planning Authority.

Reason: To prevent and minimise nuisance, harm to the environment and pollution, and to ensure access for the Environment Agency throughout construction.

2. External lighting

Prior to commencement of each phase of works agreed in accordance with the Works Programme Phasing Plan approved as part of Condition 14, details for any proposed external lighting along the section of the route that encompasses Cumberland Road including Bathurst Basin and which adjoins the River Avon (part of) Site of Nature Conservation Interest shall be submitted and agreed in writing by the Local Planning Authority. The approved details, which shall include a lux level contour plan and should seek to ensure no light spill outside of the site boundaries, shall be carried out in strict accordance with that approval.

Reason: To conserve legally protected bats and other nocturnal wildlife.

3. Protection of retained trees and other vegetation during the construction period

No work of any kind shall take place until the Local Planning Authority has approved in writing, for that phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, the location and design of protective fences in accordance with BS5837 for trees to be retained and the approved protective fencing details have been erected. The Local Planning Authority shall be given not less than two weeks prior written notice by the developer of the commencement of works on the site in order that the Council may verify in writing that the approved tree protection measures are in place when the work commences. The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling or any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Council.

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Reason: To protect the retained trees and other vegetation from damage during construction and in recognition of the contribution which the retained trees and vegetation give and will continue to give to the amenity and ecology of the area.

4. Submission and approval of replacement tree planting scheme

No development shall take place, for that phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, until there has been submitted to and approved in writing by the Local Planning Authority a scheme of replacement tree planting for the phase of work, contributing to 55 replacement trees across the scheme. The details shall include locations, species, stock size, staking and guarding and establishment arrangements of each tree as well as a programme of works for the planting of the trees. The approved scheme shall be implemented so that planting can be carried out during the first planting season following the commencement of the AVTM MetroBus service. The trees 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 ensure that the development provides adequate mitigation for the loss of the trees on the site and complies with the Bristol Tree Replacement Standard.

5. Use and supply of construction materials

Prior to the commencement of each phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, a written scheme shall be submitted to and approved by the Local Planning Authority that sets targets for the use and supply of materials including:

- a) Volume of materials from reclaimed or recycled material for use in the permanent works.
- b) Volume of bulk fill and sub-base material specified and used in the project from previously used material.
- c) Use of locally sourced materials.
- d) Replacing primary aggregates with secondary aggregates.
- e) Very low levels of waste material generated to landfill.
- f) Surplus materials given to adjacent construction projects.
- g)

Unless otherwise agreed in writing by the Local Planning Authority, the development shall achieve the approved targets and prior to opening to the public of the last defined work phase a verification report shall be submitted to the Local Planning Authority confirming that the targets have been met.

Reason: To minimise waste, maximise recycling of material in order to minimise energy and natural resource use.

6. Drainage

Prior to the commencement of each phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, a detailed strategy confirming how the development will deal with drainage of surface water shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in accordance with the approved detailed design prior to the commencement of that phase.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal.

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7. Coal – site investigation

Prior to the commencement of each phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, a site investigation, in addition to any assessment provided with the planning application, shall be completed to confirm the presence/absence of shallow/surface workings within the Development High Risk Area, and shall be submitted to and approved in writing by the Local Planning Authority. The investigation shall include standard remedial and/or protection practice mitigation measures, such as stabilisation or consolidation of workings, in the event that shallow/surface workings are encountered. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that the development takes account of existing ground conditions.

8. Contamination

Prior to the commencement of each phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved in writing by the Local Planning Authority.

1. A preliminary risk assessment which has identified:
 - All previous uses.
 - Potential contaminants associated with those uses.
 - A conceptual model of the site indicating sources, pathways and receptors.
 - Potentially unacceptable risks arising from contamination of the site.
2. A site investigation scheme based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
3. The site investigation results and the detailed risk assessment (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to those components require the express consent of the Local Planning Authority. The scheme shall be implemented as approved.

Reason: To protect controlled waters.

9. Submission of full design details include variations

The following aspects of the scheme numbered i-v shall be submitted as a coordinated submission in relation to each phase of work in accordance with the Works Programme Phasing Plan approved as part of Condition 14, and be approved in writing by the Local Planning Authority before the works approved in that work phase are begun.

- i. All hard landscaping (including paving, surfaces, edge details and the retention and reinstatement of existing pennant stone kerbs, casset iron kerb edges and stone sett channels).

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- ii. Soft landscaping showing existing planting to be retained and new planting (including species, planting sizes, planting densities, planting soils, planting pits and staking, root barriers to enable planting to be carried out in close proximity to underground services, flood retention ponds, ground and earth modelling).
 - iii. Street furniture and equipment (including signals, control equipment and signage).
 - iv. Street lighting (including a lighting level contour plan to assess light spill impacts).
 - v. Bus stop infrastructure.
- In drawings submitted to satisfy this condition the following amendments to the drawings submitted with the application shall be made:
1. Parking layout within Avon Crescent to ensure that an appropriate means of access is retained to Underfall Yard.
 2. Review of crossing points in Avon Crescent so that they observe pedestrian desire lines, and associated landscaping.

Unless alternative times for implementation are otherwise agreed in writing by the Local Planning Authority, the scheme shall be implemented in accordance with the plans approved under his condition prior to the commencement of the AVTM MetroBus service with the exception that planting may be carried out no later than during the first planting season following the commencement of the AVTM MetroBus service. All retained and newly planted materials shall be maintained for five years from the first use of any part of the road by the public 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 ensure a coordinated design of the elements identified so as to ensure the satisfactory appearance and functioning of the development, in the interests of the protecting and enhancing the character of the site and the areas and to ensure its appearance is satisfactory.

10. Details of speed table

There shall be no installation of a speed table at the northern end of Avon Crescent until details of its design, any noise or vibration mitigation measures, likely noise and any likely noise or vibration impacts on neighbouring residential properties has been submitted to and approved in writing by the Council.

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

Reason: In the interests of residential amenity.

Pre-occupation condition(s)

11. Reporting of unexpected contamination

If during development contamination not previously identified under Condition 8 is found to be present at the site then no further development (unless otherwise agreed in writing by the Local Planning Authority) shall be carried out until the Applicant has submitted, and obtained written approval from the Local Planning Authority for, an amendment to the remediation strategy detailing how this unsuspected contamination shall be dealt with.

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

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unacceptable risks to workers, neighbours and other offsite receptors.

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

The Applicant shall ensure that all groundworks, including geotechnical works are monitored and recorded by an archaeologist or an archaeological organisation to be approved by the Local Planning Authority and in accordance with the approved Written Scheme of Investigation (received 23 February 2018).

Reason: To record remains of archaeological interest before destruction.

13. Installation of speed table and vehicle run over – Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the speed table and vehicle run over have been completed in accordance with the approved plans.

Reason: In the interests of highway safety.

Post occupation management condition(s)

14. Construction Phases

The construction of the development hereby approved shall not proceed other than in accordance with the approved Works Programme Phasing Plan (drawing ref: 201749-PA-522 P5) unless the Local Planning Authority gives written consent for any variation.

Reason: It is necessary that the stages of development and the provision of associated infrastructure follow a co-ordinated sequence and in order to minimise construction impacts and to enable conditions to be discharged for parts of the scheme to facilitate the sequencing of the approval of further details and construction.

15. Temporary construction compounds

Unless otherwise agreed in writing by the Local Planning Authority, the temporary construction compounds hereby approved shall be discontinued and the land restored to its former condition within six months from the commencement of the AVTM MetroBus service.

Reason: To maintain the character and appearance of the City Docks Conservation Area and Redcliffe Conservation Area and the general amenity of the area.

List of approved plans

16. 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.

201749-PA-01C Red site location plan (1 of 9), received 17 December 2013
 201749-PA-02C Red site location plan (2 of 9), received 17 December 2013
 201749-PA-03C Red site location plan (3 of 9), received 17 December 2013
 201749-PA-04C Red site location plan (4 of 9), received 17 December 2013
 201749-PA-05C Red site location plan (5 of 9), received 17 December 2013
 201749-PA-06C Red site location plan (6 of 9), received 17 December 2013
 201749-PA-07C Red site location plan (7 of 9), received 17 December 2013

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201749-PA-08C Red site location plan (8 of 9), received 17 December 2013
201749-PA-09C Red site location plan (9 of 9), received 17 December 2013
201749-PA-201 P3 Proposed general arrangement sheet 1, received 17 December 2013
201749-PA-202 P3 Proposed general arrangement sheet 2, received 17 December 2013
201749-PA-209 P3 Proposed general arrangement sheet 9, received 17 December 2013
201749-PA-210 P3 Proposed general arrangement sheet 10, received 17 December 2013
201749-PA-211 P3 Proposed general arrangement sheet 11, received 17 December 2013
201749-PA-302 Landscape proposals cumberland road, received 17 December 2013
201749-PA-317-319 P2 Landscape proposals Redclif Hill, received 17 December 2013
201749-PA-512 P1 Extent of demolition, received 17 December 2013
201749-PA-516 Bus stop detail 1 of 2, received 17 December 2013
201749-PA-517 P1 Bus stop detail 2 of 2, received 17 December 2013
201749-PA-518 P2 Temporary construction compounds, received 17 December 2013
R05-04 T1 Cumberland road wall sections 1 of 2, received 17 December 2013
R05-05 T1 Cumberland road wall sections 2 of 2, received 17 December 2013
R05-06 T1 Cumberland Road wall railings, received 17 December 2013
R06-01 T1 Avon Crescent retaining wall, received 17 December 2013
AVTM-PA-501 Cross section chainage 3275m, received 17 December 2013
AVTM-PA-502 P1 Cross section chainage 3350m, received 17 December 2013
AVTM-PA-503 P1 Cross section chainage 3400m, received 17 December 2013
AVTM-PA-504 P1 Cross section chainage 3550m, received 17 December 2013
AVTM-PA-505 P1 Cross section chainage 3750m, received 17 December 2013
AVTM-PA-506 P1 Cross section chainage 4220m, received 17 December 2013
AVTM-PA-507 P1 Cross section chainage 4950m, received 17 December 2013
AVTM-PA-508 P1 Cross section chainage 4980m, received 17 December 2013
AVTM-PA-509 P1 Cross section chainage 5000m, received 17 December 2013
AVTM-PA-510 P1 Cross section chainage 5275m, received 17 December 2013
AVTM-SK-12 P1 Commercial Road flood protection, received 17 December 2013
AVTM-SK-13 P1 Commercial Road flood protection xsections, received 17 December 2013
AVTM-X-GA-SK32 Landscape proposals Wapping Wharf, received 17 December 2013
201749-PA-203 P3 Proposed general arrangement sheet 3, received 17 December 2013
201749-PA-204 P3 Proposed general arrangement sheet 4, received 17 December 2013
201749-PA-205 P3 Proposed general arrangement sheet 5, received 17 December 2013
201749-PA-206 P3 Proposed general arrangement sheet 6, received 17 December 2013
201749-PA-207 P3 Proposed general arrangement sheet 7, received 17 December 2013
201749-PA-208 P3 Proposed general arrangement sheet 8, received 17 December 2013
Environmental Statement Volume 2, Chapter 10 Nature Conservation – November 2013,
received 17 December 2013
DH0245-C001 D Redcliff Hill inbound Site clearance, received 9 March 2015
DH0245-C002 D Redcliff Hill Inbound Kerbs and Surfaces + turning head tracking drawing,
received 9 March 2015
DH0245-C003 D Redcliff Hill inbound Drainage and ducting, received 9 March 2015
DH0245-C004 B Redcliff Hill Signing, received 2 December 2014
DH0245-C005 B Redcliff Hill Inbound Road markings, received 2 December 2014
DH0245-C007 D Redcliff Hill inbound Construction Drawings General Arrangement, received 9
March 2015
DH0245-C009 Redcliff Hill Tree Protection Plan, received 2 December 2014
DH0245-C011 C Site clearance Redcliffe Roundabout, received 9 March 2015
DH0245-C012 C Kerbs and surfaces Redcliffe Roundabout, received 9 March 2015
DH0245-C013 C Ducts and drainage Redcliffe Roundabout, received 9 March 2015
DH0245-C014 C Road markings and levels Redcliffe Roundabout, received 9 March 2015
DH0245-C015 C Signing drawing Redcliffe Roundabout, received 9 March 2015
DH0245-C016 C Cross sections around central island Redcliffe Roundabout,
received 9 March 2015
DH0245-C017 C General Arrangement Redcliffe Roundabout, received 9 March 2015

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DH0245-C111 Redcliff Hill Outbound Site Clearance, received 2 December 2014
DH0245-C113 Redcliff Hill Outbound Road marking and setting out, received 2 December 2014
DH0245-C114 Redcliff Hill Outbound General Arrangement, received 2 December 2014
DH0245-C141 Commercial Road Signs, road markings and tree pit, received 2 December 2014
DH0245-C142 Commercial Road General Arrangement, received 2 December 2014
Use and Supply of Construction Materials Planning condition 8, received 2 December 2014
Arboricultural Method Statement Planning condition 7 (ii), received 2 December 2014
GAV TMR-SK-033 Bathurst Basin Bridges Street Lighting 50% Lux Contour Plot, received 23 February 2015
Written Scheme of Investigation for a Programme of Archaeological Work, received 23 February 2015
Construction Environmental Management Plan Planning Condition 3, received 9 March 2015
370125 8 Bay Landmark Plate MK1A, received 26 June 2015
370127 6 Bay Landmark MK1a Plate Roof - Metrobus, received 26 June 2015
Materials Management Plan (MMP) Form Section 2 & Section 3 Ashton Vale to Temple Meads Rapid Transport Scheme, received 4 November 2015
201749-PA-209 P4 Planning Application General Arrangement Sheet 9 of 11, received 6 November 2015
201749-PA-210 P4 Planning Application General Arrangement Sheet 10 of 11, received 6 November 2015
E14067-C111 A Redcliff Hill Southbound Site Clearance, received 6 November 2015
E14067-C112 A Bedminster Bridge works Kerbs & Surfaces, received 6 November 2015
E14067-C113 A Bedminster Bridge works Ducts & Drainage, received 6 November 2015
E14067-C115 A Redcliff Hill Southbound Road markings & Setting Out, received 6 November 2015
E14067-C150 A Redcliff Hill southbound works General arrangement, received 6 November 2015
MET_AVTM_013 0 Cumberland Road / Bus Link Rd Traffic Signal General Arrangement, received 8 January 2016
TBC-1 Bristol Bus Route Railing Detail, received 1 February 2016
C12149 Site Management Plan, received 18 April 2016
AVTM-3-GA-DRG-100 T5 Bathurst Basin Bridges Site Clearance, received 27 May 2016
AVTM-3-GA-DRG-102 T5 Bathurst basin Bridges Pavements, Kerbs and Railing Details Sheet 2 of 2, received 27 May 2016
AVTM-3-DRG-B02-014 C3 Bathurst Basin Bridges New Bridge Commercial Road River Wall, received 27 May 2016
AVTM-3-GA-DRG-101 C2 Bathurst Basin Bridges Pavements, Kerbs and Railing Details Sheet 1 of 2, received 27 October 2016
AVTM-3-GA-DRG-103 C2 Bathurst Basin Bridges Highway Setting Out Details Sheet 1 of 2, received 27 October 2016
AVTM-3-GA-DRG-104 C1 Bathurst Basin Bridges Highway Setting Out Details Sheet 2 of 2, received 27 October 2016
AVTM-3-GA-DRG-105 C2 Bathurst basin Bridges Highway Cross Sections Sheet 1 of 2, received 27 October 2016
AVTM-3-GA-DRG-106 C1 Bathurst Basin Bridges Highway Cross Sections Sheet 2 of 2, received 27 October 2016
AVTM-3-GA-DRG-107 C2 Bathurst Basin Bridges Road Markings and Traffic Signs Sheet 1 of 2, received 27 October 2016
AVTM-3-GA-DRG-108 C1 Bathurst Basin Bridges Road Markings and Traffic Signs Sheet 2 of 2, received 27 October 2016
AVTM-3-GA-DRG-109 C2 Bathurst Basin Bridges Street Lighting, Ducting and Drainage Sheet 1 of 2, received 27 October 2016
AVTM-3-GA-DRG-110 C2 Bathurst Basin Bridges Street Lighting, Ducting and Drainage Sheet

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2 of 2, received 27 October 2016
 AVTM-3-GA-DRG-111 C2 Bathurst Basin Bridges Surface Water Drainage Inspection Chamber Details, received 27 October 2016
 AVTM-3-TPP-DRG-001 C2 Bathurst Basin Bridges Tree Protection Plans Sheet 1, received 27 October 2016
 AVTM-3-TPP-DRG-002 C2 Bathurst Basin Bridges Tree Protection Plans Sheet 2, received 27 October 2016
 AVTM-3-TPP-DRG-003 C2 Bathurst Basin Bridges Gods Garden Tree Planting, received 27 October 2016
 AVTM-3-DRG-B02-008 C2 Bathurst Basin Bridges New Bridge Bridge Deck Reinforcement Details, received 27 October 2016
 AVTM-3-DRG-B02-013 C2 Bathurst Basin Bridges New Bridge Gods Garden Access Steps, received 27 October 2016
 AVTM-3-ST-DRG-B02-001 C4 Bathurst Basin Bridges New Bridge General Arrangement, received 27 October 2016
 AVTM-3-ST-DRG-B02-002 C6 Bathurst Basin Bridges New Bridge Site Limits & Site Clearance, received 27 October 2016
 AVTM-3-ST-DRG-B02-003 C4 Bathurst Basin Bridges New Bridge Work Phases, received 27 October 2016
 AVTM-3-ST-DRG-B02-004 Bathurst Basin Bridges New Bridge Pile Details, received 27 October 2016
 AVTM-3-ST-DRG-B02-005 C3 Bathurst basin Bridges New Bridge Steelwork Layout, received 27 October 2016
 AVTM-3-ST-DRG-B02-006 C2 Bathurst basin Bridges New Bridge Steelwork Details, received 27 October 2016
 AVTM-3-ST-DRG-B02-007 C4 Bathurst Basin Bridges New Bridge Concrete Outline, received 27 October 2016
 AVTM-3-ST-DRG-B02-009 C2 Bathurst Basin Bridges New Bridge End Screen Reinforcement Details, received 27 October 2016
 AVTM-3-ST-DRG-B02-010 C3 Bathurst Basin Bridges New Bridge Waterproofing and General Details, received 27 October 2016
 AVTM-3-ST-DRG-B02-011 C2 Bathurst Basin Bridges New Bridge SE Retaining Wall General Arrangement, received 27 October 2016
 AVTM-3-ST-DRG-B02-012 C2 Bathurst Bain Bridges New Bridge SE Retaining Wall General Arrangement, received 27 October 2016
 AVTM-3-ST-DRG-B02-015 C3 Bathurst Basin Bridges Northeast and Southwest Wingwalls General Arrangement, received 27 October 2016
 AVTM-3-ST-DRG-B02-016 C3 Bathurst Basin Bridges New Bridge Wingwall Reinforcement Details, received 27 October 2016
 AVTM-3-ST-DRG-B02-017 C2 Bathurst Basin Bridges North Abutment Stub Wall, received 27 October 2016
 287587A-HHE-300-008 P2 FENCING 8 OF 9, received 20 March 2017
 287587A-HHE-301-001 P2 FENCING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-301-002 P2 FENCING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-301-004 P2 FENCING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-500-108 P3 DUCTING LAYOUT 8 OF 10 , received 20 March 2017
 287587A-HHE-1100-008 P5 KERBING AND FOOTWAY LAYOUT 8 OF 10, received 20 March 2017
 287587A-HHE-1101-001 P2 KERBING AND FOOTWAY STANDARD DETAILS 1 O F 2, received 20 March 2017
 287587A-HHE-1101-002 P2 KERBING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-1101-003 P1 KERBING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-1201-001 P1 BOLLARD AND SIGNING STANDARD DETAILS, received 20 March 2017
 287587A-HHE-1200-008 P2 TRAFFIC SIGNS AND ROAD MARKINGS, received 20 March

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2017

287587A-HHE-1200-009 P2 TRAFFICS SIGNS AND ROAD MARKINGS 9 OF 10, received 20 March 2017

287587A-HHE-4000-002 P3 BUS STOP ARRANGEMENTS CREATE CENTRE IN AND OUT BOUND, received 20 March 2017

AVTM-3-GA-DRG-101 REV C4 BATHURST BASIN BRIDGES PAVEMENTS, KERBS AND RAILING DETAIL 1 OF 2, received 7 September 2017

AVTM-3-GA-DRG-107 REV C5 BATHURST BASIN BRIDGES ROAD MARKINGS AND TRAFFIC SIGNS SHEET 1 OF 2, received 7 September 2017

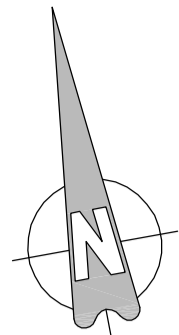
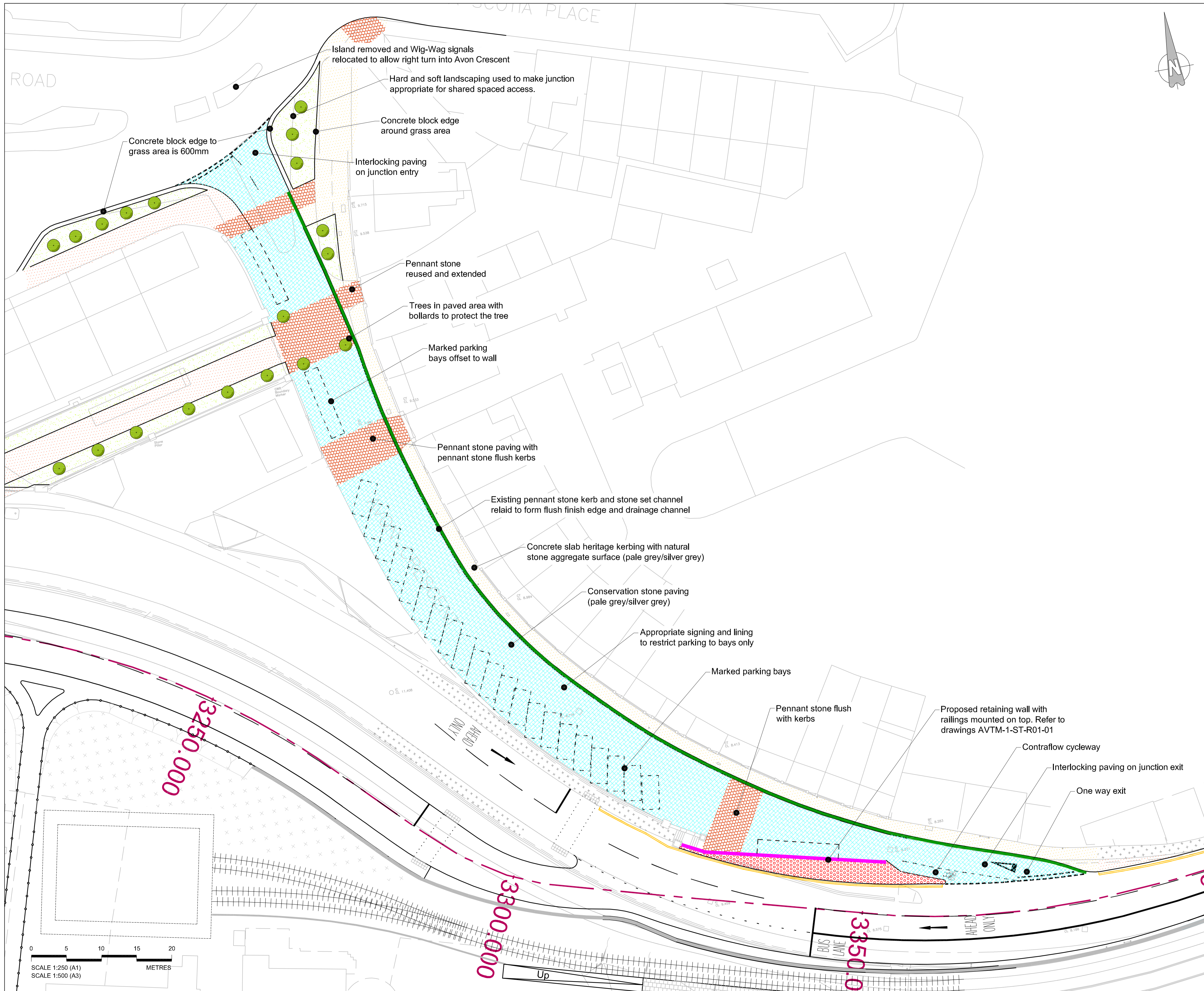
201749-PA-522 P5 Construction Phase Plan, received 24 November 2017

RS15012 – SK03A Avon Crescent Planning, received 3 September 2018

Reason: For the avoidance of doubt.

Supporting Documents

1. **Avon Crescent, Bristol, BS1 6XQ**
 1. General Arrangement - Approved
 2. General Arrangement - Proposed



Notes:
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General Notes:
 1. All dimensions are in metres, unless specified
 2. Do not scale from this drawing
 3. Horizontal and vertical alignment is based upon Topographical Survey dated October 2009

- Key:
- Retaining wall
 - Existing footways
 - Concrete slab heritage paving with natural stone aggregate surface (pale grey/silver grey)
 - Grass Mix A (verge)
 - Pennant Stone paving.
 - Raised conservation stone paving (pale grey/ silver grey) set flush with adjacent footway
 - Bitumen surface footpath
 - Stone set channel
 - Proposed Tree
 - Conservation stone pedestrian deterrent paving

Rev	By	Chkd	Apprvd	Date	Description
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Client

travel

Halcrow Group Limited
 1 The Square Temple Quay Bristol BS1 6DQ
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 www.halcrow.com

A CH2M HILL COMPANY **Halcrow**

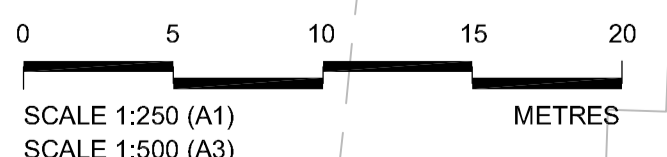
Project **BRISTOL METROBUS ASHTON VALE to TEMPLE MEADS and BRISTOL CITY CENTRE**

Drawing **AVON CRESCENT SHARED SPACE DETAIL**

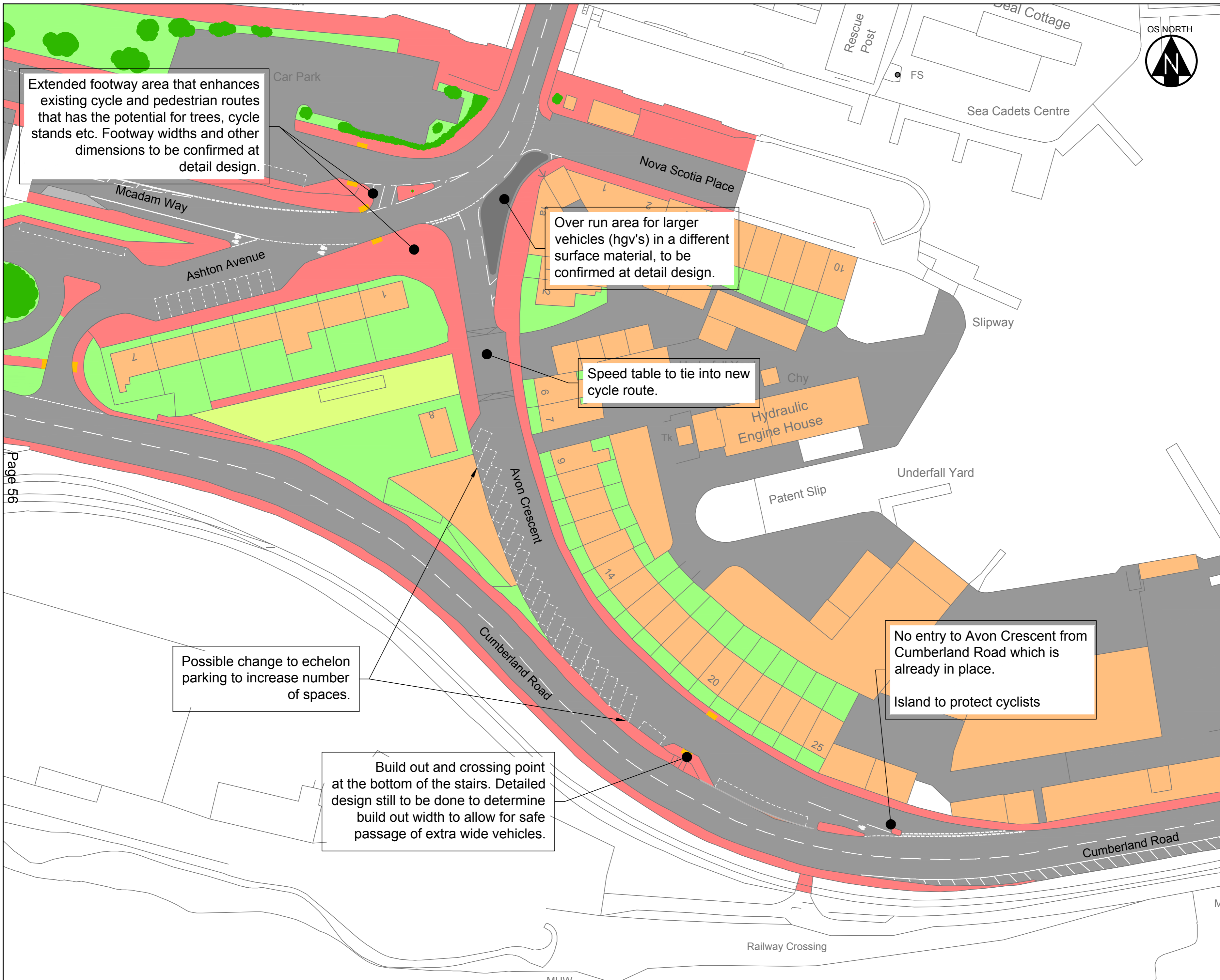
Drawn by: JA	Date: 04/10/2013
Checked by: PF	Date: 13/11/2013
Approved by: BS	Date: 29/11/2013

Drawing No.	Revision
201749-PA-316	P1

Drawing Scale: 1:250 @ A1



Drawing No. 201749-PA-316
 Revision P1
 Date: 29/11/2013
 User and Plot Date



Extended footway area that enhances existing cycle and pedestrian routes that has the potential for trees, cycle stands etc. Footway widths and other dimensions to be confirmed at detail design.

Over run area for larger vehicles (hgv's) in a different surface material, to be confirmed at detail design.

Speed table to tie into new cycle route.

Possible change to echelon parking to increase number of spaces.

Build out and crossing point at the bottom of the stairs. Detailed design still to be done to determine build out width to allow for safe passage of extra wide vehicles.

No entry to Avon Crescent from Cumberland Road which is already in place.
Island to protect cyclists



- Soft landscaped areas
- Hard landscaped areas - vehicular traffic
- Hard landscaped areas - pedestrian / cyclists
- Existing buildings
- Approved new cycle route
- Outline of existing overpass

Rev.	DATE	Description	By

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Growth & Regeneration

Peter Mann (Director of Transport)
City Hall
PO Box 3176
Bristol
BS3 9FS

TRANSPORT

Avon Crescent
Planning
DRAFT

Dwg RS15012 - SK03A	
Revision	Drawn ADS
Scale 1/500 @ A2	Date 14/08/2018

Development Control Committee B – 30 January 2019

ITEM NO. 2

WARD: Central **CONTACT OFFICER:** Natalie Queffurus

SITE ADDRESS: 21 St Thomas Street Bristol BS1 6JS

APPLICATION NO: 18/04911/F **Full Planning**

DETERMINATION DEADLINE: 1 February 2019

Demolition of existing structure and construction of a new basement, ground and 13 No. storey development comprising of affordable key worker accommodation (18 No. units), specialist student accommodation totalling 439 No. student bed spaces (10 No. studios, 17 No. twodio, 395 No. cluster bedrooms), ancillary student services, courtyard garden, and, cycle space provision, refuse/recycling storage and associated works".

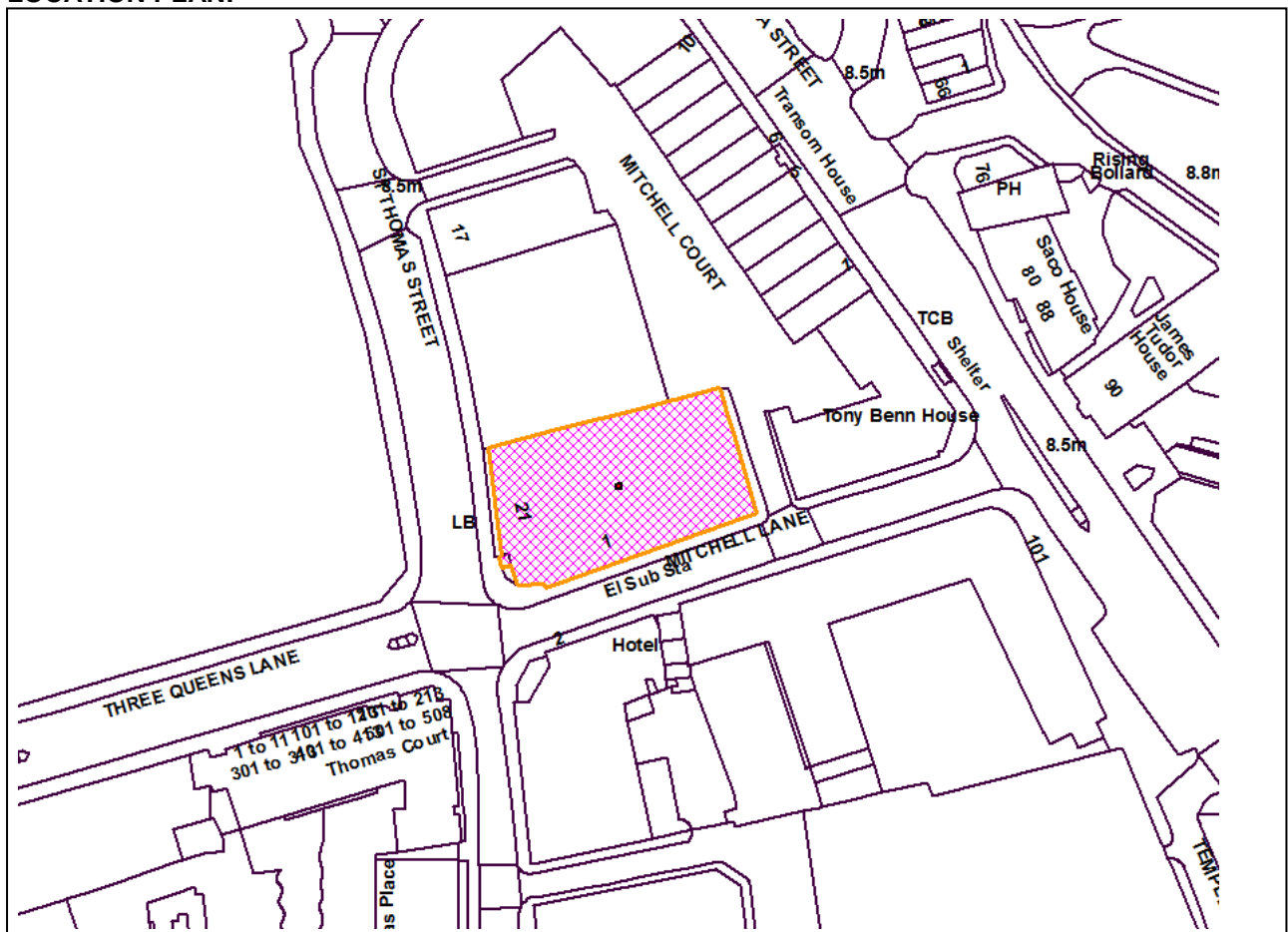
RECOMMENDATION: Refuse

AGENT: CSJ Planning Consultants Ltd
1 Host Street
Bristol
BS1 5BU

APPLICANT: 21 St Thomas Street (Bristol) LLP
21 St Thomas Street (Bristol) LLP
C/O Agent

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

LOCATION PLAN:



Development Control Committee B – 30 January 2019
Application No. 18/04911/F : 21 St Thomas Street Bristol BS1 6JS

SUMMARY

The application site is located within the City Centre, in the Central electoral ward.

The site is located at the corner of St Thomas Street and Mitchell Lane in the Redcliffe Conservation Area and is surrounded by a number of Listed Buildings. The site is currently occupied by a 5-storey building comprised of Use Class B1 (Office). Until recently the building was occupied by Meanwhile Creative, a flexible creative co-working enterprise.

Whilst a recent office use, the site is not allocated in the Development Plan for a particular use or designation. However, planning permission was granted for the site in late 2017 for the demolition the existing office building at the site and the construction of a new basement, ground + 8 storey mixed-use development / 9 storey tower comprising specialist student accommodation totalling 387no. student bed spaces, 270sqm of commercial space, ancillary student services, courtyard garden, roof terraces, car parking, cycle parking provision, refuse/recycling storage and associated works.

The current application seeks full planning permission for the demolition of the existing 5-storey office building on the site and in its place the construction of a new basement, ground + 13 storey development / 14 storey tower, comprising 18no. key worker/affordable flats, specialist student accommodation totalling 439no. student bed spaces (10no. studios, 17no. twodios, 395no. cluster bedrooms), ancillary student services, courtyard garden, cycle parking provision, refuse / recycling storage and associated works. The majority of the building would be located over its proposed 14 storeys however the wings fronting onto Mitchell Court would step down to 7 storeys.

The development proposes a mix of 439no. student bed spaces located on floors 1 – 11 and 18no. one and two bed 'key worker' flats located on floors 12 and 13. The ground floor would comprise a mix of admin facilities and student amenities and the basement would comprise cycle storage and plant.

The planning application differs from the 2017 planning permission (17/03034/F) by increasing the scale of the proposed building from the approved ground + 8 storeys to a proposed ground + 13 storeys, comprising 3 additional student accommodation storeys and 2 new key worker storeys. The application also proposes to increase the number of student bed spaces by 52no. from 387no. to 439no. bed spaces and now also incorporates 18no. key worker dwellings which were not included in the previous application. The revised designs have also altered the basement arrangements by removing any car parking and providing two separate stair and lift cores for the student and key worker accommodation.

Nine objections have been received from members of the public. The Bristol Civic Society and the City Design Group's Urban Design Officer and Conservation Officer have objected to the application.

Key issues in the Committee Report concern the principle of development, housing mix, scale, design and harm to the Conservation Area, amenity for future occupiers, impact on existing residential amenity, transport and movement and sustainable design and construction.

In relation to the principle of development it is considered that the loss of employment land at the site is justified through the Economic Report and current employment vacancy at the site. It is further considered that the proposed student housing mix, transport and movement arrangements and sustainability credentials are all acceptable.

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Application No. 18/04911/F : 21 St Thomas Street Bristol BS1 6JS

However, it is considered that the application introduces a number of design features at the site which would result in harm to the Conservation Area, future occupiers and existing residents that would not be outweighed by the modest benefits of 52no. additional student bed spaces and 18no. key worker units. The application also proposes an affordable housing tenure (key worker) that is not supported by the Council's Housing Delivery Team and not identified or justified as a required need in the City or local area.

The proposed development would increase the previously consented scheme by 5 storeys, creating a development that is out of step with the surrounding area and creating harm to the Redcliffe Conservation Area. It is further considered that by extending the building by 5 storeys a greater degree of less than substantial harm would be attributed to the setting of the surrounding heritage assets, including a number of Grade II* and Grade II Listed buildings.

The extended and reorganised development would also exacerbate some of the design compromises that were made on the previous application by proposing additional north facing, single aspect student bed spaces and key worker units and a number of key worker units that would fail to meet the requirements of the nationally described space standards. All key worker units would also have no access to private external amenity space. The development would therefore fail to meet the recommendations of the recently adopted Urban Living SPD.

Harm to existing residents would also be experienced as a result of the proposed development as the greater scale and massing would reduce daylight and sunlight to a number of existing residential properties surrounding the site.

Having carefully considered the technical information submitted in support of the application and the policy context, specifically against the Core Strategy, Site Allocations and Development Management Policies and the Bristol Central Area Plan as the development plan and the Urban Living SPD the application is recommended for refusal subject to the reasons for refusal set out in recommendation.

SITE DESCRIPTION

The application site is located within the City Centre, in the Central electoral ward.

The site is located at the corner of St Thomas Street and Mitchell Lane in the Redcliffe area of the City Centre. Mitchell Court, which forms the eastern boundary of the site, provides service access from Mitchell Lane to the rear of buildings fronting onto St Thomas Street and Victoria Street. The area surrounding the site is characterised by office buildings, and more recently some residential apartments and hotel developments. The major mixed use Redcliff Quarter regeneration development has recently been brought forward with construction work underway opposite the site.

The site is currently occupied by a 5-storey building comprised of Use Class B1 (Office). Until recently the building was occupied by Meanwhile Creative, a flexible creative co-working enterprise. The existing building has an access from the corner of St Thomas Street and Mitchell Lane and service access from Mitchell Court.

The building has a basement level underground car park, accessed from Mitchell Lane, which provides 37no. car parking spaces.

The site is located in the Redcliffe Conservation Area, designated in 1976 and is surrounded by a number of Listed Buildings including a series of Listed Buildings located on Victoria Street, the Grade II Listed Wool Hall, the Grade II Listed Seven Stars Pub, the Grade II* Listed Church of St Thomas and the Grade II* Listed 25-31 Victoria Street all located due north of the site on St Thomas Street.

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The site is located within Flood Zone 2 as defined by the Environment Agency Flood Mapping.

Whilst a recent office use, the site is not allocated in the Development Plan for a particular use or designation. However, planning permission was granted for the site in late 2017 for the demolition of all existing structures at the site and the construction of a new basement, ground + 8 storey mixed-use development / 9 storey tower comprising active ground commercial space (270sq.m), sui generis student accommodation totalling 387no. student bed spaces (35 studios, 322 cluster bedrooms), ancillary student services, courtyard garden, roof terraces car, car parking, cycle parking provision, refuse/recycling storage and associated works. The permission has not yet been implemented but the Applicant has recently submitted a number of applications to discharge the pre-commencement conditions.

RELEVANT HISTORY

16/03432/COU - Prior approval for the change of use from office floor space within Use Class B1 to residential accommodation (50 No. units) falling within Use Class C3 (dwelling houses). Prior Approval GIVEN 23/08/2016

17/02047/SCR - Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for a ten storey mixed-use development. EIA NOT REQUIRED 02/05/2017

17/03034/F - Demolition of existing structure and construction of a new basement, ground and 8 No. storey mixed-use development comprising active ground commercial space (270sq.m), sui generis student accommodation (35 studios, 322 cluster bedrooms) totalling 387 No. student bed spaces, ancillary student services, and parking, cycle space provision, refuse/recycling storage and associated works (revised description). Major Application. GRANTED subject to condition(s) 14/12/2017

17/04797/SCR - Requests for a Screening Opinion as to whether an Environmental Impact Assessment is required for an additional ten storeys to the previous scheme (17/03034/F). EIA REQUIRED 13/09/2017

17/06598/PREAPP - Demolition of the existing B1 (office) premises and the construction of a Ground + 20-storey student and key working housing development with active ground floor uses. RESPONSE ISSUED 02/03/2018 – proposed development not supported on design and conservation grounds.

18/01732/COND - Application to approve details in relation to conditions 2(CEMP) 6(archaeological works) 7(Highway Works) and 13(Landscaping scheme) of permission 17/03034/F (Demolition of existing structure and construction of a new basement, ground and 8 no. storey mixed use) PENDING CONSIDERATION

18/01976/COND - Application to approve details in relation to condition 3 (noise sensitive premises assessment) of permission 17/03034/F (Demolition of existing structure and construction of a new basement, ground and 8 No. storey mixed-use development). CONDITION DISCHARGED 31/05/2018

18/02981/COND - Application to approve details in relation to condition 9(heat network) of permission 17/03034/F student accommodation (35 studios, 322 cluster bedrooms) totalling 387 No. CONDITION DISCHARGED 04.09.2018

18/03836/NMA - Application for a non-material amendment following grant of planning permission . 17/03034/F - Demolition of existing structure and construction of a new basement, ground and 8 No. storey mixed-use development comprising active ground commercial space (270sq.m), sui

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generis student accommodation (35 studios, 322 cluster bedrooms) totalling 387 No. student bed spaces, ancillary student services, and parking, cycle space provision, refuse/recycling storage and associated works (revised description). Major Application now proposed removal of car parking and internal re-organisation of basement, internal re-modelling of layout and design details and changes to elevational design of approved building. PENDING CONSIDERATION

18/04429/NMA - Application for a non-material amendment following grant of planning permission. 17/03034/F - Demolition of existing structure and construction of a new basement, ground and 8 No. storey mixed-use development comprising active ground commercial space (270sq.m), sui generis student accommodation (35 studios, 322 cluster bedrooms) totalling 387 No. student bed spaces, ancillary student services, and parking, cycle space provision, refuse/recycling storage and associated works (revised description). Major Application now proposed changes to discrepancies between Conditions 10 and 11 (Land Contamination). APPROVED 21.09.2018

18/06550/NMA - Non-material amendment to planning permission 17/03034/F proposed amendment to Condition 28 to facilitate the demolition of the building subject to the redevelopment of the site via the subject planning permission or via the delivery of an alternative development also benefiting from the grant of planning permission. PENDING CONSIDERATION

APPLICATION

The application seeks full planning permission for the demolition of the existing 5-storey office building on the site and in its place the construction of a new basement, ground + 13 storeys development / 14 storey tower, comprising 18no. key worker/affordable flats, specialist student accommodation totalling 439no. student bed spaces (10no. studios, 17no. twodios, 395no. cluster bedrooms), ancillary student services, courtyard garden, cycle parking provision, refuse / recycling storage and associated works. The majority of the building would be located over its proposed 14 storeys however the wings fronting onto Mitchell Court would step down to 7 storeys.

The development proposes a mix of 439no. student bed spaces located on floors 1 – 11 and 18no. one and two bed 'key worker' flats located on floors 12 and 13. The ground floor would comprise a mix of admin facilities and student amenities and the basement would comprise cycle storage and plant.

The accommodation mix would be broken down as follows:

Floor	Accommodation Type	Mix
Basement	Storage and Plant	<ul style="list-style-type: none"> • 140no. cycle spaces • Plant rooms
Ground Floor	Admin and Management Facilities Student Amenities	<ul style="list-style-type: none"> • Reception area, gym, flexible meeting / media room, staff facilities, stores, student social hub, laundry, plant rooms, bin store, external courtyard etc.
First Floor	Student Accommodation	<ul style="list-style-type: none"> • 2no. twodios (2 bedrooms per flat) • 4no. cluster flats
Second – Sixth Floor	Student Accommodation	<ul style="list-style-type: none"> • 10no. twodios (2 bedrooms per flat) • 5no. studios • 20no. cluster flats (9-11 bedrooms per flat)

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Seventh Floor	Student Accommodation	<ul style="list-style-type: none"> • 1no. twodios (2 bedrooms per flat) • 1no. studio • 3no. cluster flats (9-11 bedrooms per flat)
Eighth – Eleventh Floor	Student Accommodation	<ul style="list-style-type: none"> • 4no. twodios (2 bedrooms per flat) • 5no. studios • 12no. cluster flats (9-11 bedrooms per flat)
Twelfth – Thirteenth Floor	Key Worker Units	<ul style="list-style-type: none"> • 2no. 1 bed, 1 person studios • 8no. 1 bed, 2 person flats • 6no. 2 bed, 3 person flats • 2no. 2 bed 4 person flats
TOTAL	Student Accommodation Key Worker	<ul style="list-style-type: none"> • 439no. bed spaces • 18no. flats

The ground floor of the building would comprise a mix of admin and management facilities and student amenities including a games area, social hub, gym and meeting rooms for use by students and support staff. An archway entrance leading from the corner of St Thomas Street and Mitchell Lane would provide access to these areas and an open air courtyard providing amenity space for students only. A reception 'front of house' area would be located immediately north of the main entrance, providing the student entrance / exit to the building and access to the student stair and lift core. The second entrance and second stair and lift core would be located off Mitchell Lane and provide access to the key worker flats only. Refuse and recycling storage would be secured in a bin store located at ground floor level with access for collection by Bristol Waste from Mitchell Lane.

The basement level of the existing building would be remodelled to provide secure cycle storage for students and key worker residents and plant and machinery. Stair access with a wheel rack to the basement level would be provided from the corner of Mitchell Lane and Mitchell Court, lift access would also be provided to the basement. Unlike with the existing building and previously approved planning permission no car parking is proposed in the current application given its sustainable location, at street level 4no. visitor cycle spaces are proposed.

The façade of the building would comprise brickwork arches over windows at the base (storeys ground - 1), a brick grid framework for the middle of the building (storeys 2 - 8) and a recessed Loggia, consisting of a series of recessed columns infilled by Portland stone (storeys 9 - 13). It is proposed that the building would connect to the district heating network currently under construction in the Redcliffe area. Renewable energy solar PV panels are proposed on the roof of the 14-storey element of the building. It is proposed that the building would achieve a BREEAM 'Excellent' rating.

The planning application differs from the 2017 planning permission (17/03034/F) by increasing the scale of the proposed building from the approved ground + 8 storeys to a proposed ground + 13 storeys, comprising 3 additional student accommodation storeys and 2 new key worker storeys. The application also proposes to increase the number of student bed spaces by 52no. from 387no. to 439no. bed spaces and now incorporates 18no. key worker dwellings which were not included in the previous application. The revised designs have also altered the basement arrangements by removing any car parking and providing two separate stair and lift cores for the student and key worker accommodation. The other key differences are that this current application removes any commercial / office space, the three street trees proposed along St Thomas Street and the roof terraces have also been removed as part of this current application.

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PRE-APPLICATION COMMUNITY CONSULTATION

The Applicant has carried out pre-application community consultation, as detailed in the Report of Community Involvement submitted with the planning application.

The consultation has been focused around a public engagement event taking place on 15 August 2018 in a café near to the site. Invitations were issued to a list of 'key stakeholders' identified by the Applicant (including Local Ward Members, neighbourhood association representatives, residents and civic leaders). More than 1,000 letters of invitation to the public engagement event were posted to a catchment area covering residents and business situated near to the site.

It is reported that a total of 32 people attended the public engagement event.

The consultation material and details of the public engagement event were posted online together with an online feedback survey.

RESPONSE TO PUBLICITY AND CONSULTATION

Site notices were issued and letters sent to neighbouring properties.

GENERAL RESPONSE FROM PUBLIC

In total there were 9 replies received from members of the public. All 9 responses were in objection.

Comments were made in objection on the following grounds:

- Incompatibility of students and key workers;
- Design doesn't meet the requirements of the Urban Living SPD;
- Height and scale of the building would cause overshadowing;
- Design and scale of the building would impact on the Redcliffe Conservation Area and surrounding listed buildings;
- Impact on residents during construction;
- Building would be overbearing and have a detrimental impact on surrounding residential and commercial buildings; and
- Impact on amenity.

RESPONSE FROM INTEREST GROUPS AND ORGANISATIONS

A number of comments were also received from interest groups and organisations as follows.

Conservation Advisory Panel – Neutral

The Panel noted that an application for a 9 storey building had been approved and this was now an application for a 14 storey building, 5 storeys higher. The additional accommodation for 18 key workers took up 2 storeys and therefore the application added a further 3 storeys in addition to this. The floor plans showed a long central corridor with single aspect flats to each side which was not in accordance with the Urban Living SPD.

Bristol Civic Society – Objection

1. Introduction

1.1 This response follows the earlier response dated the 2nd March 2018 to a planning enquiry to demolish the current buildings to develop a 20-floor building to include mixed student and residential accommodation. The apparent difference between the earlier and subsequent enquiries

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is that the height is reduced to a 13-floor building. The Society responded to the developer's preapp planning enquiry in relation to the current scheme on the 18th August 2018. The Society draws to the Council's attention the Developer's Statement of Community involvement which makes no mention of the Society response that was sent directly to them and was posted on the Council's planning web-page.

1.2 The Society supported the permitted scheme - 17/03034/F - for the demolition of the existing 5-storey office building on the site to construct a 9-storey building, stepping down to 7-storeys towards Mitchell Lane / Mitchell Court to provide a mixed-use development of commercial space and student accommodation with ancillary services. The Society does not support the current proposal. This is a physically constrained site, where a back of the pavement, tall building would create an uncomfortable scale of enclosure not conducive to the placemaking aim of local planning policy and would harm the Redcliffe Conservation Area.

2. The site

The site faces the permitted Redcliffe Quarter development to the west - 16/02349/F. To the north are Nos. 17/19 St. Thomas Street are obsolescent buildings that are negative features in the conservation area and will probably be redeveloped soon. To the south on St Thomas Street / Three Queens Lane / Mitchell Lane stand buildings that are 5-storeys above ground (Travelodge and Thomas Court) running down to 4-storeys nearer to Victoria Street. The Society shared the concerns of the Council and the Bristol Urban Design Forum about the relationship of the permitted scheme - 17/03034/F, to those buildings. This proposal massively increases the problem of mass and height formerly discussed in relation to the permitted development.

3. Background - planning policy

To provide clarity for the determination of development proposals, paragraph 154 of the National Planning Policy Framework makes clear that new development should be plan-led with clear policies on what will or will not be permitted. The emerging planning guidance - Making Successful Places at Higher Densities (the Emerging Advice) - draws on current best practice to establish two complementary objectives, to optimise density to use land and good placemaking and design.

4. The height and mass of the revised scheme

4.1 The Society recognises the value of tall buildings built on suitable sites. One of the principal failings of the tall buildings from the earlier planning regime was a lack of understanding of the nature of the area around them and the impact they would have on the character of their setting. Tall buildings must interact with other buildings in the street. This proposed building would be a 'stand-alone' tall building that would not form part of the street structure. The developer must establish how this building would enhance the Redcliffe conservation area. What would be the cumulative impact of the building on St. Thomas Street? Would it inhibit the development of the sites neighbouring land to the north? How would this tall building improve the conservation area's character and overcome the striking constraint of the urban grain?

4.2 The Emerging Urban Living planning advice recognises that the principles of sustainability place a limit on densification. "Hyper-density development, above 350 dwellings net per hectare, will be discouraged and would be subject to much more rigorous impact testing to ensure other policy aspirations are met." The Society believes that the current proposal would exceed the proposed maximum before aggregating the population of Redcliffe Quarter.

4.3 The Society agrees with the developer's assessment that this building would have only a moderate impact on long views into and across the city. The critical consideration is the impact of this building on the local streets, St. Thomas Street, Mitchell Lane and Three Queens Lane.

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4.4 The central tower of Redcliffe Quarter cannot, in the absence of evidence, justify a further tall building to form a cluster. The proposed building must be considered on its merits, and its cumulative impact assessed. The proposed building must demonstrate a positive relationship with Redcliffe Quarter.

4.5 This is a physically constrained site, where a back of the pavement, tall building is likely to have a negative impact on the daylight and sunlight penetration of the public realm. In St. Thomas Street, the street width to building height ratio facing the mass and height of Redcliffe Quarter would create an uncomfortable scale of enclosure not conducive to the placemaking aim of local planning policy. The same observation applies in Mitchell Lane. The proposed building would create a canyon effect with an unpleasant microclimate of ground wind with restricted levels of daylight and sunlight for its numerous future population. Street level shading is not in the public interest. The local streets would not become more characterful, comfortable, convivial or animated. The current evidence appears to show that the proposed building would overdevelop a modest site, overbear its neighbours and create a negative feature in the conservation area. It would harm the area's regeneration.

5. Building design

5.1 The proposed building would rise from the back of narrow pavements. There would be no spill out space for active use in front of the entrance proportionate to the intensity of use.

5.2 Policy BCS18 requires residential development to provide sufficient space for everyday activities and enable flexibility and adaptability by meeting appropriate space standards. The proposed communal space would be wholly inadequate for the proposed residential population. There is little public open space nearby.

5.3 Access to the proposed building would be problematic. The proposed building has a prominently located and generously proportioned entrance to the student accommodation. The Society assumes that the managers of the student accommodation would require a second entrance for the non-student residents over whom they would have no management control. A single entrance for the non-student residents would serve multiple units, contrary to good planning practice.

6. Housing mix

Policy BCS18 requires that all new residential development should create mixed, balanced and inclusive communities. The proposed building's residential accommodation would not achieve that aim. The proposed building offers units suitable for 'key worker' occupiers. Other sites in the city, similarly marketed, have become student accommodation. An example is the large IQ Student accommodation in Marlborough Street. The Society assumes that this lack of market interest explains the absence in recent years of proposals to build 'key worker accommodation'. No evidence of 'key worker' market interest is produced.

7. Conclusion

7.1 A proposed building facing onto St. Thomas street would inhibit development of adjacent sites particularly Nos. 17/19. There are well understood reasons that regulate the proximity of tall buildings to each other. It is generally expected that tall buildings rise from a podium to enable the set-back of the main mass. This site is too constrained to permit a podium at street level.

7.2 A back of the pavement, tall building would create an uncomfortable scale of enclosure not conducive to the placemaking aim of local planning policy. The proposed building would harm and not enhance the Redcliffe Conservation Area.

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RESPONSE FROM INTERNAL CONSULTEES

The following responses were received from internal consultees.

Urban Design – Objection

In terms of scale and massing, impact on the surrounding context, architectural design, amenity and quality of the residential units residential I would raise significant design concerns.

The scheme takes the commendable work developed by Geraghty Taylor Architects resulting in the approval of application 17/03034/F in producing a building of appropriate scale sensitive to the immediate emerging context, and which developed a competent architectural approach to hierarchy and design quality. The scheme was not without compromise in design terms, particularly with regard to aspects related to the internal arrangements such as the aspect of student rooms and challenges of achieving natural light to common areas. However on balance the scheme was acceptable in design terms.

The current application loosely takes some of the characteristics and appearances of the previous scheme, however the new architects have extended and amended the scheme to the extent that few of the merits of the original design are retained.

In terms of overall scale the building is now out of step, not only with its existing neighbours along Mitchell Lane but also with the scale of the emerging development at Redcliff Quarter. The site is not considered a landmark site despite its corner position, giving consideration to the type of use as well as the wider context. Instead the approach taken at the junction was to develop a group of city scale buildings that were complementary in terms of their scale and materiality, but with improved design quality at ground floor to make a more coherent and improved public realm at street level. The 5 additional floors proposed include 3 additional floors of student accommodation and a further 2 floors containing 18 key worker apartments. The additional scale of the development significantly affects the relationship of the scale of the proposed building with its neighbours not only on St Thomas Street but also the impact of the building in relation to the existing buildings on Victoria Street. The extending and reorganisation of the architectural treatment provides a clumsy hierarchy to the building in its elevation treatment to the extent where the original justification of responding to the historic traditions and organisation of the Victorian Commercial facades that dominated the area prior to the second world war have been entirely lost.

Not only does the extending of the building in this way produce an unattractive solution that potentially dominates its neighbours, the additional accommodation exacerbates the design compromises that were made on the previous application. As such the scheme contains a greater number of north facing units, not only student bedspaces but also key worker apartments, as well as failing to deliver the required residential amenity advocated within the recently published urban living document.

In conclusion I consider that this application is not acceptable in design terms, and appears to introduce some key worker accommodations as a way of increasing the scale of the development and the quantum of student bedspaces. The scheme unpicks the qualities that were negotiated as part of a previous application, and I take issue with the planning statement that suggests that the proposed design provides an appropriate response to the prevailing context in the locality.

Conservation – Objection

The application has failed to adequately assess the impact of development on designated heritage assets. The proposed additional height from that consented would have an increased impact on the Grade II and Grade II* assets around Temple Church within the Conservation Area. The view from the churchyard of Temple Church and the view from it along Church Lane would be negatively

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impacted upon and therefore the setting of Listed buildings and Character of the Conservation Area harmed.

The view towards the site down St Thomas Street is important to the Conservation Area and includes the setting of Grade II* Listed Church of St Thomas, Grade II* timber-framed houses at the junction with Victoria Street, and the Grade II Listed Wool Hall. The site forms the immediate backdrop to these assets and the proposed building would be visible terminating views from Victoria Street past these assets. The proposed scale of the new development would be imposing and fail to ensure a subservient relationship to the nationally significant collection of heritage assets. The development would present a poorly conceived blank façade towards the ensemble of Listed buildings to its north. It would fail to preserve or enhance the special character of the Conservation Area by threatening an overbearing and poorly designed structure and would pose harm to the setting of highly graded assets and their neighbours.

1 Redcliffe Street is a Locally Listed, non-designated, heritage asset within the Conservation Area, therefore due weight must be given to the building, its setting, and special interest. The proposed building at 21 St Thomas Street would obscure the asset in views from Temple Meads station and compete for skyline with it. This would impact on the appreciation of a landmark structure in the Conservation Area. It would therefore fail to preserve or enhance the positive aspects of this significant post-war building.

None of the above issues are properly addressed within the application and we consider that all pose harm to designated and undesignated heritage assets. The degree of harm to Grade II* Listed assets is less than substantial to their settings, but these are highly graded assets and should be afforded the greatest levels of protection. We are required to place very great weight on the conservation of these buildings and the degree of harm posed to them and their settings is a high degree of less than substantial. Grade II assets will also have their settings impacted upon by development and this too is a high degree of less than substantial harm under the definitions of the NPPF. Please see the attached diagrams generated from our own scale model to see the impact from some of the areas mentioned above.

It is unclear what the additional public benefit of this scheme is from that previously consented, and the degree of harm posed by the increased height is proportionately much greater than the approved scheme through the increased visibility of the structure. We do not consider that the increased harm to designated and non-designated assets is outweighed by the development of the site as proposed. Any additional public benefit through more units is not adequately offset by the far greater degree of harm posed.

We recommend this application if refused as failing to conform to policies designed to protect and safeguard the historic environment including, but not limited to the National Planning policy framework paragraphs 193, 194, 196 and 197 and Bristol City Policies BCS22, DM26 and DM31.

Housing Delivery Team – Objection

The Council has no policy on key worker housing and therefore all 18 self-contained housing units (over and above the student flats) would be eligible for affordable housing under BCS17. It therefore should be refused on affordable housing grounds.

Transport Development Management – No objection

Principle / Property History

The site benefits from permission for 357 beds Student Accommodation (17/03034/F). The application being considered seeks to increase the number of bedspaces for students to 439 beds, and add a further 18 keyworker flats (10 1-bed, 8 2-bed).

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Residential / student accommodation in this area is acceptable in principle in transport terms. It is well served by public transport and accessible for services and other facilities.

Parking

No parking is proposed for cars. The existing basement would be reduced in size, and used for cycle parking, laundry and storage.

There is no objection to the lack of car parking for a development in a central area. The site is easily accessible by public transport and close to many facilities. The area is within a controlled parking zone, and illegitimate and unsafe parking is well enforced. No permits will be made available to future residents of the development.

The reason for the proposed reduction in basement is to reduce the impact on archaeology. Instead of the existing ramps used by vehicles, and those approved in the previous application, steps are proposed to the basement, with an associated wheeling facility. This is not the preferred option, particularly for any mobility impaired cyclists, or those with reduced upper body strength. However, accessibility to a lift will be available into the basement. In this single instance, given the constraints on the site, this is considered acceptable. A condition will be required to ensure that the lift is made available for use by cyclists at all times.

Works to any walls retaining the highway or adjacent to the highway created by alterations to the basement would require AIP from Highway Structures. Details of this would be required by condition.

Cycle parking requirement for students is a minimum of 1 per 4 bedrooms and 1 per room for the residential accommodation. For this development, a minimum of 136 cycle parking spaces would be required. 140 cycle spaces have been provided. These are made up of a combination of Sheffield type stands, and stacker cycle parking. Stacker units have been accepted on other student accommodation in the City Centre, provided that 1 in 4 rooms have been provided with 'accessible' spaces (Sheffield or similar ground level cycle parking). This ratio has been met, and there is adequate provision for keyworker accessible cycle parking.

Cycle repair stands have also been provided within the basement.

4 cycle parking spaces are being provided on-street to cater for visitors.

Automated doors should be provided for the access to the basement to allow a cyclist to easily access the basement whilst pushing a bicycle.

Servicing / Refuse

Refuse would need to be sited so it can be collected from the street frontage. Doors must not to open out onto highway at any time – this also applies to doors to plant rooms etc.

No refuse can be left on the highway at any time – how this is to be managed is essential or there is a risk that refuse containers will be left on the highway to the detriment of pedestrian safety. A servicing strategy will be required outlining proposals for loading for the student accommodation (including the commercial and café elements of the scheme). It is noted that bin store would be located within Mitchell Court. Any refuse collection is likely to require the removal of a parking bay to allow for bins to be brought onto the highway for refuse collection vehicles. The cost of the loss of revenue associated with the loss of the bay and associated TRO to remove the parking bay will need to be met by the development. This can be secured through the s278. Off site works We would expect full refurbishment of footway to match with the proposed materials for Redcliff

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Quarter. The kerb height must be 125mm and the datum point of the new building to take this and drainage crossfall into consideration. The highway boundary would need to be clearly delineated through a change in materials. The highway works would be secured through a Grampian condition and a subsequent highway agreement (s278) will be necessary.

Travel Plan

The Travel Plan has been forwarded to my colleague, who will comment on this soon. There will be a monitoring fee applicable which would have to be secured by a UU or s106. This would be £5000.

Network Management

With regard to the highway network at the start and end of the academic year, it will be essential that a moving in and out strategy is provided and would be secured by a condition. This is particularly pertinent now the basement is no longer available.

A construction management plan will be required prior to commencement to reduce the impact on the highway network. This must provide for pedestrian safety around the site and be prepared in consultation with the Highway Network Management Team, as this area is subject to a great deal of change and development.

Pollution Control – No objection

Due to distance I don't really have specific concerns regarding noise from the Fleece but I would like to see that the building is suitably insulated against the existing noise climate as per the acoustic report submitted with 18/01976/COND. The planning statement submitted with this application makes no mention of the previous acoustic report and only states in 6.39. that 'Other than city centre traffic, there is little in the way of noise sources near to the site which would cause harm to prospective occupiers of the site. As such, it is not considered that there are any noise related concerns sufficient to warrant refusal of this application'.

I would therefore ask for the following conditions should the application be approved:

1. Construction Management Plan
- 2.

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

Advice

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

- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and at no time on Sundays and Bank Holidays.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.

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

2. Sound insulation

No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme of noise insulation measures for all residential accommodation, this scheme shall also include details of ventilation.

The scheme of noise insulation measures shall take into account the recommendations detailed in the Noise Assessments submitted with application 18/01976/COND and the provisions of BS 8233: 2014 " Guidance on sound insulation and noise reduction for buildings".

The approved details shall be implemented in full prior to the commencement of the use permitted and be permanently maintained.

Recommendation:

The recommended design criteria for dwellings are as follows:

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

Night time (23.00 - 07.00) 30 dB LAeq 8 hours & L_{max} less than 45 dB in bedrooms.

3. Noise from development

No commencement of use of use shall take place until an assessment on the potential for noise from the development affecting residential properties as part of this development and existing/proposed residential properties in the area has been submitted to and approved in writing by the Council.

The assessment shall include noise from:

Heating, ventilation, refrigeration and air conditioning plant or equipment

If the assessment indicates that noise from the development is likely to affect neighbouring affecting residential or commercial properties then a detailed scheme of noise mitigation measures shall be submitted to and approved in writing by the Council prior to the commencement of the development.

The noise mitigation measures shall be designed so that nuisance will not be caused to the occupiers of neighbouring noise sensitive premises by noise from the development.

The noise assessment shall be carried out by a suitably qualified acoustic consultant/engineer and shall take into account the provisions of BS4142: 2014 Methods for rating and assessing industrial and commercial sound and of BS 8233: 2014 " Guidance on sound insulation and noise reduction for buildings"..

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

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Advice

The recommended design criteria for dwellings are as follows:

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

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

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

Noise Rating Curve NR20 at all times in any habitable rooms

As the application is for retention of the ground floor use I am not sure whether the following conditions can be considered

4. Noise from plant & equipment affecting residential

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level at any time at any residential premises.

Any assessments to be carried out and be in accordance with BS4142: 2014 Methods for rating and assessing industrial and commercial sound

Air Quality – No objection

I have reviewed the air quality assessment for this development. It concludes that the ground floor will experience exceedences slightly over 40 $\mu\text{g}/\text{m}^3$, but the ground floor is not relevant for residential exposure so the air quality objectives do not apply here. The development itself will not create any significant air quality impact. I recommend that the suggested construction environmental management plan is conditioned. Other than that I don't have any comments in relation to air quality.

Archaeology – No objection

The archaeological issues will be the same so a repeat of the previous conditions would be required.

Flood Risk – No objection

The flood risk posed to the development, along with the associated mitigation measures will need assessing by the Environment Agency due to their main river responsibilities.

Flood Evacuation Plans will require review by Bristol City Council Civil Protection Unit.

With regards to surface water management and drainage a full, detailed sustainable drainage strategy is a requirement for all Major applications and so will need to be submitted. This should follow the principles of the SuDS hierarchy and the West of England Sustainable Drainage Developers Guide found at: www.bristol.gov.uk/planning-and-building-regulations/flood-riskdrainage-and-development.

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Contaminated Land – No objection

The proposed development is sensitive to contamination and is situated on and adjacent to land which has been subject to land uses which could be a potential source of contamination.

We have reviewed the following document submitted with this application Intégral Géotechnique (Wales) Limited. April 2017. Desk Study Report, 21 St Thomas Street, Bristol. 11989/LP/17/DS. Final.

Overall the desk study is comprehensive and considers further investigation necessary (which we concur with). We therefore recommend the following planning conditions are applied to any planning consent.

B11 Intrusive Investigation following submitted Desk Study

A site specific risk assessment and intrusive investigation shall be carried out to assess the nature and extent of the site contamination and whether or not it originates from the site. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The results of this investigation shall be considered along with the Desk Study prepared by Intégral Géotechnique (Wales) Limited, dated April 2017 reference 11989/LP/17/DS. The written report of the findings shall be submitted to an approved in writing by the Local Planning Authority prior to any works (except demolition) in connection with the development, hereby approved, commencing on site. This investigation and report must be conducted and produced 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 off site receptors.

And the B12 B13 and C1 standard conditions.

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

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

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RESPONSE FROM EXTERNAL CONSULTTEES

The following responses were received from external consultees.

Bristol Waste – No objection

Following a review of the documentation, Bristol Waste has considered the waste and recycling provision for the development at 21 St Thomas Street.

For 457 beds (439 student beds + 18 key workers), we would recommend that the following waste and recycling provision is allowed for (this would be significantly different than for ordinary residential flats):

Material	Collection frequency	Container size	No. bins
Plastic / Cans	Weekly	360 litres	14
Glass	Weekly	240 litres	6
Paper	Weekly	240 litres	2
Card	Weekly	1100 litres	4
Food	Weekly	140 litres	8
Refuse	Weekly	1100 litres	17
Total			51

The number of bins on the existing plans is far fewer than those detailed above. Additionally, we collect recyclable materials separately rather than as 'dry recyclables' as indicated on the plans. The current bin store design is not adequate to house the required number of bins and will need to be expanded quite considerably in order to be fit for purpose.

If operatives are to access the bin store directly, we would request that this is via a coded entrance rather than with a key. There should also be a safe stopping location for our vehicles where they do not pose an obstruction to other road users, as it will take a considerable amount of time to empty such a large quantity of bins.

There is no mention of waste management within the Design and Access Statement, we would expect a full Waste Management Plan to be submitted for a development of this size.

We would urge at this stage of the planning process that the developers refer to the Planning Guidance for Waste and Recycling produced by Bristol Waste Company. When considering the layout, access and the design of the bins stores, this guide contains a wealth of information regarding the bin volumes, requirements etc. <http://www.bristolwastecompany.co.uk/resources/>

I hope that this has provided sufficient feedback with regards to the areas of concern should this development progress from application status as proposed.

Please note that the above comments are made on the basis and the quality of the information received to date and as such, they are made without prejudice to any further pre-application or application proposals which may raise further detailed questions or matters that are not currently considered within this response.

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RELEVANT POLICIES

National Planning Policy Framework – July 2018

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).

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

KEY ISSUES

(A) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

Policy BCS2 of the Core Strategy (2011) supports the promotion and strengthening of Bristol City Centre's role as a regional focus. New development will include mixed uses for offices and residential, including up to 2026:

- Around 150,000m² of net additional high quality office floorspace.
- The provision of around 7,400 new homes.

Policies BCS2 and BCAP47 of the Bristol Central Area Plan (2015) also promote the continued improvement in regeneration areas of the City Centre including Redcliffe, identified as an area of focus for development and regeneration.

Policy BCS20 requires new development to maximise opportunities to re-use previously developed land. Where development is planned opportunities will be sought to use land more efficiently across the city. Higher densities of development will be sought in and around the City Centre.

The recently adopted Urban Living Supplementary Planning Document (SPD) outlines that the Bristol City Centre, including Temple Quarter, will continue to be a focus for Urban Living as it is the most accessible part of the city served by mainline railway services and bus routes.

Policy BCS8 of the Core Strategy supports the retention of employment sites outside the city's Principal Industrial and Warehousing Areas where they make a 'valuable contribution' to the economy and employment opportunities. Policy DM12 of the Site Allocations and Development Management Policies (2014) states that employment sites should be retained unless it can be demonstrated that it meets circumstances where the loss of the employment use could be justified.

As established through the extant planning permission for the site, a higher density development, in the form of a mixed use scheme in Redcliffe, is supported in principle by the objectives of Policies BCS2, BCS20 and BCAP47. The loss of employment land at the site was also previously accepted given that the site had no active use and was vacant during the determination of the previous application.

However, unlike with the previous planning application the site had an active employment use until the 31 December 2018 and during the early stages of the determination of this current application. Therefore, in accordance with Policies BCS8 and DM13 the Council requested evidence of marketing activity be submitted to the Council to demonstrate that the land is no longer viable or valuable for employment uses.

An Economic Letter was submitted in support of the application which outlines that the site's owners St Thomas Street (Bristol) LLP granted a new flexible/short term lease to Meanwhile Creative Ltd from 5 October 2017 to 4 May 2018 and a further short-term tenancy from 7 August 2018 until 31 December 2018, however following the expiry of the lease in December 2018 Meanwhile Creative and its sub-tenants and licensees vacated the premise and the building is

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currently vacant.

The Economic Letter also confirms that the site has been marketed for employment uses by Hartnell Taylor Cook from 2017 to the present day and the only result of this exercise has been a letting to Meanwhile Creative Ltd at nil rent on a short term basis. It is considered that due to the building having extant planning permission for non-employment uses, occupiers are reluctant to take accommodation in the building where the future is so uncertain.

Officers have reviewed the Economic Letter and supporting information submitted with the planning application and given the evidence presented in this and the extant planning permission at the site for a non-employment use it is considered that the loss of employment land and the change of use of the site is justified.

In conclusion, Officers consider the principle of development to be acceptable. However, it is also recognised that the proposed student and key worker housing are specialist forms of residential development and this is therefore considered in more detail below.

(B) IS THE PROPOSED HOUSING MIX ACCEPTABLE?

Student Housing

Policy 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.

Policy BCAP4 concerns specialist student housing in the City Centre. The policy notes that the expansion in higher education in recent years has increasingly seen the development of specialist student housing schemes in the City Centre. It is recognised that these schemes have helped to ease demand for student housing, have helped to relieve pressure on the local housing stock and have made a positive contribution to the mix of uses in the City Centre.

In considering the acceptability of student development on sites within the City Centre, Policy BCAP4 states that schemes which contribute to the diversity of uses within the local area will be acceptable unless the scheme would create or contribute to a harmful concentration of specialist student housing within any given area.

The proposal for up to 387no. student bed spaces in this location was previously approved under planning permission 17/03034/F. Through this application it was considered that the site is set within a mixed use area, which could accommodate student accommodation in this location. Whilst it is acknowledged that there has been an increase in student accommodation within the City Centre within recent years, there is not considered to be an over-concentration of such uses within the immediate vicinity of the site. The land is also within close proximity of the new planned University of Bristol campus in the Temple Quarter Enterprise Zone. Policy BCAP4 acknowledges that while locations close to the University of Bristol may be desirable for specialist student housing, the need for such development must be balanced against the need to preserve the residential amenity of communities in the area.

The current application proposes to increase the amount of student bed spaces at the site by 52no. bed spaces and in order to accommodate this increase, the building includes three additional storeys of student accommodation and additional servicing and storage space. It is considered that the increase in the number of student bed spaces by 52no. would not on its own have a detrimental impact on residential amenity in the local area given the scarcity of student accommodation in the immediate vicinity and relatively small increase from the previously approved scheme. However, matters relating to residential amenity as a result of the increase in height of the building to accommodate the additional student bed spaces are discussed in Key Issue C.

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Key Worker Housing

The majority of the proposed development falls within a Sui-generis Use Class of the Use Class Order apart from the 18no. key worker units which fall within Use Class C3 meaning that these units are required to address the Council's affordable housing policies.

Policy BCS17 requires all residential developments of 15 dwellings or more to deliver 40% affordable housing in this location and to provide a mix of affordable housing units and contribute to the creation of mixed, balanced and inclusive communities. However, the Affordable Housing Practice Note (April 2018) requires for an interim period that applications meet a 'Threshold' of at least 20% affordable housing within Bristol City's Inner West and Inner East zones under Policy BCS17 (normal target 40%).

The Bristol City Council Affordable Housing Practice Note further outlines that the Council's approach to seeking particular affordable housing tenure types is determined by local housing needs evidence and by the National Planning Policy definition of 'Affordable Housing'. The indicative citywide tenure requirements for Bristol are 77% Social Rented affordable housing and 23% Intermediate affordable housing (shared ownership). However, the Council may consider adjusting the balance between tenures to meet particular local needs or other housing requirements of a locality or neighbourhood in order to promote balanced and sustainable communities. For example, where a scheme is being developed in a neighbourhood where local residents are specifically seeking Shared Ownership or shared equity options, or neighbourhoods with existing high concentrations of Social Rented homes or low income households, it may be appropriate to change the balance in favour of a higher proportion of Shared Ownership or shared equity affordable homes.

In accordance with Policy BCS17 and the Affordable Housing Practice Note, the application should provide 4no. affordable dwellings to meet the policy compliant level (20%), however the Applicant has offered the whole 18no. units as affordable key worker units (100%). Whilst the application therefore meets some of the objectives of Policy BCS17 by delivering and exceeding the policy compliant number of affordable housing units, the proposed key worker type of tenure is not supported by the Council.

In accordance with the Affordable Housing Practice Note, tenure requirements for the city are for a mix of social rented affordable housing and intermediate affordable housing. The Housing Delivery Team has been consulted as part of the application and the team has objected to the proposed tenure on the basis that the Council has no policy on key worker housing and therefore the 18no. units should meet the full requirements of Policy BCS17 and deliver a mix of 3no. social rented affordable housing units and 1no. intermediate affordable housing unit that could be secured through a Section 106 should planning permission be granted.

The Applicant has not provided any evidence of why key worker housing is proposed in this case and whether it is required to meet a particular local need or if it is needed to promote a balanced and sustainable community. As such, the Council considers an insufficient justification has been provided for the proposed tenure mix for the 18no. key worker units and without this justification the Council is not in a position to adjust the balance between tenures.

Summary

In summary it is concluded that the proposed student housing is appropriate for the site, however the proposed key worker housing is not appropriate and is contrary to some of the policy objectives of Policy BCS17.

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(C) IS THE SCALE AND DESIGN OF THE PROPOSED DEVELOPMENT APPROPRIATE AND WOULD IT BE OUT OF CONTEXT WITH THE CONSERVATION AREA?

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48].

Section 16 of the National Planning Policy Framework (NPPF) 2018 states that in determining planning applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. 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 (and the more important the asset, the greater the weight should be).

Paragraph 193 of the NPPF outlines 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 states Local planning authorities should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development.

Policy BCS22 states that development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including Conservation Areas.

Policies DM26-29 (inclusive) of the Site Allocations & Development Management Policies require development to contribute to the character of an area through its layout, form, public realm and building design.

Policy DM31 further outlines that development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting.

Policy BCAP47 further outlines the pattern of uses and urban form brought forward within Redcliffe will be expected to contribute to the improvement of the townscape and the network of streets and spaces in the area.

The Urban Living SPD requires all major developments to respond positively to its context. This should identify the prevailing height, scale and mass of surrounding buildings, streets and spaces. It further outlines that for tall buildings proposed in sensitive locations particular consideration should be given. Such areas might include conservation areas, listed buildings and their settings.

Both the Urban Design Officer and Conservation Officer have objected to the application and raised significant concerns about the proposed development in terms of scale and massing, impact on the surrounding context and heritage assets, architectural design, amenity and quality of the residential units.

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Massing

The massing of the proposed development has through this planning application been increased from the extant planning permission from a ground + 8 storey (9 storey) development to a ground + 13 storey (14 storey) development at the St Thomas Street and Mitchell Lane wings. The proposed 7 storey massing at the Mitchell Court wing has remained unchanged.

The previous building proposed through the 2017 planning application was reduced during its determination from an 11 storey building to a 9 storey building following feedback from the Council's City Design Group who concluded that a building greater than 9 storeys in this location would be too high for this site given its surrounding context and that the scheme should respond to the scale of the proposed Building D (the corner building at St Thomas Street and Three Queens Lane) approved as part of the Redcliff Quarter development and be of a similar scale to existing development. The current proposals for a 14 storey building would be significantly higher than the existing 6 storey Thomas Court building and the 6 storey Travelodge building opposite the site at the St Thomas Street / Mitchell Lane junction and the consented 7 storey Building D and 8 storey Building C of Redcliffe Quarter.

The Urban Design Officer considers that in terms of overall scale, the building is now out of step, not only with its existing neighbours along Mitchell Lane but also with the scale of the emerging development at Redcliff Quarter. The site is not considered a landmark site despite its corner position, giving consideration to the type of use as well as the wider context. Instead the approach taken at the junction in the previous application was to develop a group of city scale buildings that were complementary in terms of their scale and materiality, but with improved design quality at ground floor to make a more coherent and improved public realm at street level. It is therefore considered that the current application unpicks the commendable work developed by the previous architect. The current application loosely takes some of the characteristics and appearances of the previous scheme, however the new architect has extended and amended the scheme to the extent that few of the merits of the original design are retained and the scale and massing of the proposed development does not respond positively to the prevailing height, scale and mass of surrounding buildings, streets and spaces.

Elevational Design

In considering the elevational treatment of the proposed development, the Applicant has retained the material palette agreed through the extant planning permission which was previously considered to enhance the Conservation Area by contributing to local character and the distinctiveness of the dominant material palette. However, by extending and reorganising the architectural treatment to accommodate 5 additional storeys, a clumsy hierarchy of the building is created in its elevational treatment to the extent where the original justification of responding to the historic traditions and organisation of the Victorian Commercial facades that dominated the area prior to the second world war have been entirely lost. It is therefore considered that the design is now failing to meet the commitment to design quality for tall buildings as outlined through the Urban Living SPD.

Landscaping

The proposed courtyard area is supported, providing an outdoor space for future student residents. However, the street trees that were approved through the previous planning permission along St Thomas Street have been removed through this application and this is considered to be a negative feature of the current scheme.

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Harm to the Conservation Area

The Conservation Officer has raised significant concerns in relation to the application and its impact on the Redcliffe Conservation Area and a number of heritage assets surrounding the site. It is considered that the proposed additional height from the consented scheme would have an increased impact on a number of Grade II and Grade II* listed assets around Temple Church and within the Conservation Area.

The Conservation Officer has concluded that the view towards the site down St Thomas Street is important to the Conservation Area and includes the setting of Grade II* Listed Church of St Thomas, Grade II* timber-framed houses at the junction with Victoria Street (25-31 Victoria Street) and the Grade II Listed Wool Hall. The site forms the immediate backdrop to these assets and the proposed building would be visible, terminating views from Victoria Street past these assets. The proposed scale of the new development would also be imposing and fail to ensure a subservient relationship to the nationally significant collection of heritage assets. The development would present a poorly conceived blank façade towards the ensemble of Listed buildings to its north. It would fail to preserve or enhance the special character of the Conservation Area by threatening an overbearing and poorly designed structure and would pose harm to the setting of highly graded assets and their neighbours.

1 Redcliffe Street is also a Locally Listed, non-designated, heritage asset within the Conservation Area, therefore due weight must be given to the building, its setting, and special interest. It is considered that the proposed building at 21 St Thomas Street would obscure the asset in views from Temple Meads station and compete for skyline with it. This would impact on the appreciation of a landmark structure in the Conservation Area. It would therefore fail to preserve or enhance the positive aspects of this significant post-war building.

The Conservation Officer has concluded that none of the above issues are properly addressed within the application and it is considered that all pose harm to designated and undesignated heritage assets. The degree of harm to Grade II* Listed assets is less than substantial harm to their settings, but these are highly graded assets and should be afforded the greatest levels of protection. We are required to place very great weight on the conservation of these buildings and the degree of harm posed to them and their settings is a high degree of less than substantial. The Grade II Listed assets will also have their settings impacted upon by the development and this too is a high degree of less than substantial harm under the definitions of the NPPF.

Given this identified less than substantial harm to the settings of the Grade II* and Grade II Listed assets and in accordance with Paragraph 196 of the NPPF, this harm must be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

It is considered that the public benefits of this application over and above the benefits established through the extant planning permission for the site are the provision of 52no. additional student bed spaces and the provision of 18no. affordable housing units in a sustainable location. Whilst some weight can be attributed to these benefits it is considered that the degree of harm posed by the increased height of the development is proportionately much greater than the previously approved scheme.

The proposed scale of the development would be imposing and fail to ensure a subservient relationship to the nationally significant collection of heritage assets. The current proposals would also be of a scale and massing that is not in keeping with the surrounding Conservation Area and it is considered that the addition of 5 storeys to accommodate the limited public benefits of 52no. additional student bed spaces and 18no. key worker units is not adequately offset by the greater degree of harm posed to the surrounding heritage assets as a result of the current scheme contrary to Paragraphs 193, 194, 196 and 197 of the NPPF and Policies BSC22, DM26 and DM31.

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Summary

The current proposals are considered inappropriate for the application site. The proposed 14 storey elevation does not respond positively to the prevailing height, scale and massing of surrounding area. Whilst the material palette proposed would make a positive contribution to the Conservation Area it is considered that by extending the building by 5 storeys a greater degree of less than substantial harm would be attributed to the setting of surrounding heritage assets, including the Conservation Area and a number of Grade II* and Grade II Listed assets. It is further considered that the additional public benefits attributed to this scheme would not adequately offset the greater degree of harm posed by the development and it would therefore be contrary to the policy objectives of the NPPF and the Bristol Local Plan.

The proposed development also includes a number of design features that erode the quality of the design. To conclude it is therefore considered that the proposed development is contrary to Policies BCS21, BCS22, DM26-29, DM31, BCAP47 and the Urban Living SPD.

(D) WOULD THE PROPOSED DEVELOPMENT HAVE AN ADVERSE IMPACT ON THE AMENITY OF FUTURE OCCUPIERS?

As outlined in Key Issue B the majority of the proposed development falls within a Sui-generis Use Class and therefore the Nationally Described Space Standards do not apply to the student accommodation. However, the 18no. key worker units fall within Use Class C3 meaning that these units are required to address the National and Council's space standards policy and guidance.

The adopted Bristol Core Strategy Policy BCS15 outlines that sustainable design and construction will be integral to new development in Bristol. In delivering sustainable design and construction, development should ensure flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting.

Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and space which should be flexible and adaptable, by meeting appropriate space standards. The Core Strategy states that building to suitable space standards will ensure new homes provide sufficient space for everyday activities.

Policy BCS21 further outlines that development in Bristol is expected to safeguard the amenity of existing development and create a high-quality environment for future occupiers.

The Core Strategy is supported by the Bristol City Council Space Standards Practice Note which outlines that the Council has established the principle of applying The UK Government's Technical housing standards – nationally described space standard (March 2015) ('housing space standards') to new residential development through the Bristol Development Framework.

The Note outlines that the provision of sufficient living space within new homes is an important element of good housing design and a pre-requisite for basic living. Potential residents of new homes should be provided with sufficient space for basic daily activities and needs.

The Note further acknowledges that whilst the Nationally Described Space Standards include standards for 1 bed space units, it states that it is expected that new dwellings will provide at least 2 bed spaces. This is the smallest unit size that could meet the flexibility and adaptability requirements of Policies BCS15, BCS18 and BCS21 i.e. accommodate sufficient space for a partner, a child, temporary carer or visiting friends or relatives.

The Urban Living SPD further outlines that all new homes should meet or exceed the nationally described space standards.

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Policy DM27 seeks development that enables existing and proposed development to achieve appropriate levels of privacy and daylight.

Policy DM29 states that new buildings should be designed to a high standard of quality, responding appropriately to their importance and reflecting their function and role in the public realm.

The Urban Living SPD outlines that developments should provide a fair and equitable share of sunlight and daylight between existing occupants and neighbouring buildings and future occupants of the scheme.

Policy BCS23 states that development should be sited and designed in a way to avoid adverse impacts on environmental amenity by reason of pollution including: noise, vibration and air quality.

Space Standards

Whilst the majority of the proposed residential units meet the nationally described space standards, the two proposed 1 bedroom, 1 bed space studios and four of the 2 bedroom, 3 bed space flats fall short of the requirements.

With reference to the Core Strategy, Space Standards Practice Note, Urban Living SPD and in accordance with the UK Government's Nationally Described Space Standards the technical standards outline that a 1 bedroom, 1 bed space dwelling over a single storey should have a gross internal floor area of 37sqm where the dwelling has a shower room instead of a bathroom. The two proposed 1 bedroom, 1 bed space studios have a gross internal floor area of approximately 26sqm and therefore fall considerable short of the technical requirement.

It also worth noting, that as outlined in the Space Standards Practice Note, Bristol City Council expects that all new dwellings provide at least 2 bed spaces. It is considered that a 1 bed space dwelling such as the two studios proposed through this application could not sufficiently accommodate space for a partner, a child, temporary carer or visiting friends or relatives and the adaptability requirements of the Core Strategy contrary to Policies BCS15, BCS18 and BCS21.

Four of the proposed 2 bedroom, 3 bed space flats also fall marginally short of the technical requirements. A 2 bedroom, 3 bed space dwelling over a single storey should have a gross internal floor area of 61sqm, however four of the proposed 2 bedroom, 3 bed space flats have a gross internal floor area of approximately 59sqm. It is therefore considered that these flats are also contrary to Policies BCS15, BCS18 and BCS21.

Internal Organisation

By extending the building with 5 additional storeys the Urban Design Officer has raised concerns that this additional accommodation now also exacerbates the design compromises that were made on the previous application. As such the scheme contains a greater number of north facing units, not only student bed spaces but also key worker apartments. Particular concern is raised about the two proposed key worker studios which are single aspect and only have one small north facing window and four of the 1 bedroom, 2 person key worker flats which are north facing and single aspect.

In accordance with the Urban Living SPD major developments should maximise opportunities to provide dual aspect units, which improve access to natural light, choice of views and cross ventilation through units providing greater capacity to address overheating.

It is therefore considered that a number of units proposed fall short of the recommendations of the Urban Living SPD and would fall short of the design and amenity qualities expected of major developments in Bristol.

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Daylight / sunlight

In terms of daylight and sunlight available for future occupiers of the proposed development, to accompany the plans submitted with the application, the Applicant undertook a Daylight and Sunlight Assessment. The Assessment has been undertaken in accordance with the guidelines set out by BRE in the 'Site Layout Planning for Daylight & Sunlight: A Guide to Good Practice'.

The Daylight and Sunlight Assessment find that 89% of bedrooms tested would meet the BRE guidelines for daylight and sunlight meaning that 11% of the bedrooms would fall short of the guidelines. It is therefore concluded that the proposed development would result in a small proportion of the proposed bedrooms and flats falling short of the BRE guidelines contrary to BCS21 and DM27.

Amenity

The Urban Living SPD recommends that major developments should provide a minimum of 5sqm of private outdoor space for 1-2 person dwellings and an extra 1sqm should be provided for each additional occupant. This can be provided as private balconies or gardens, or as communal gardens and roof terraces. Private communal spaces should take account of a variety of uses such as integrated children's play, areas of growing and quiet areas for relaxation.

The only private external amenity space proposed for the site is approximately 269sqm at the base of the building in the form of a garden courtyard that would only be available to students. It is therefore considered that the proposed development fails to meet the recommendations of the Urban Living SPD for major developments. The biggest key worker flats are 2 bedroom, 4 person flats which may attract child occupants and therefore there is a distinct lack of amenity space for future occupiers which could include children.

Noise

Some concerns have been raised about the potential noise pollution / agent of change impacts upon the Fleece music venue as a result of the proposed development. This aspect of the scheme has been considered by the Council's Environmental Health Officer (EHO) who has concluded that due to the distance of the application site from the Fleece, the Officer does not have any specific concerns regarding noise from the Fleece. However, the EHO has requested that the building is suitably insulated against the existing noise climate. The EHO does not consider that the details of the noise insulation would be needed prior to the determination of the application but a number of planning conditions would be included on any planning permission to include the mitigation.

Should planning permission be granted, the Applicant would be required to submit a detailed scheme of noise insulation measures. The scheme of noise insulation measures shall take into account the recommendation detailed in the Noise Assessments submitted with the application to discharge the conditions for the extant planning permission.

Air Quality

The site is located within an Air Quality Management Area (AQMA). The Council's Air Quality Officer has reviewed the application and has concluded that the ground floor will experience exceedances slightly over 40 $\mu\text{g}/\text{m}^3$, but the ground floor is not relevant for residential exposure so the air quality objectives do not apply here. The development itself will not create any significant air quality impact. It is recommended that a construction environmental management plan is conditioned.

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Summary

Overall the proposed development is considered to be acceptable from a noise and air quality perspective. However, by extending the building by 5 additional storeys the design compromises that were made on the previous application have been exacerbated. As such the building now contains a greater number of both student bed spaces and key worker units which are north facing and single aspect, resulting in a lack of daylight / sunlight. The design also includes a number of key worker flats which do not meet the nationally described space standards and none of the key worker flats have access to private external amenity space. The proposed development is therefore considered to be contrary to Policies BCS15, BCS18, BCS21, DM27 and the Urban Living SPD.

(E) WOULD THE PROPOSED DEVELOPMENT HAVE ANY ADVERSE IMPACT ON RESIDENTIAL AMENITY?

Policy BCS21 of the Core Strategy states that high quality design should consider the amenity of both existing and future residents including privacy and availability of natural light.

Policy DM27 seeks development that enables existing and proposed development to achieve appropriate levels of privacy and daylight.

Policy DM29 states that new buildings should be designed to a high standard of quality, responding appropriately to their importance and reflecting their function and role in the public realm.

The Urban Living SPD outlines that developments should provide a fair and equitable share of sunlight and daylight between existing occupants and neighbouring buildings and future occupants of the scheme.

Tall buildings will generally be discouraged on physically constrained sites within existing built up areas, where a tall building is likely to have a negative impact on the daylight and sunlight penetration into the habitable rooms of existing buildings, or onto well used parts of the public realm.

The Urban Living SPD is also specifically relevant to tall buildings defined as schemes which are 30m or higher or 10+ storeys. The SPD outlines that generally speaking, larger sites (2ha and over) offer the greater potential for taller buildings, as these sites are more able to set their own context than smaller sites. Larger sites provide the opportunity to site tall buildings away from existing buildings, and thus protect them from over-shadowing and adverse wind effects.

A number of comments have been received from members of the public relating to the impact of the proposed development on their amenity, particularly in terms of overbearing and overshadowing.

Daylight / sunlight

In addition to the Daylight and Sunlight Assessment submitted in support of the application considering the daylight and sunlight for future occupiers, the assessment has also considered the impact of the development on surrounding residential properties including the Transom House, 78 Victoria Street, 80 Victoria Street, 88 Victoria Street and Thomas Court it also considers Blocks C & D of the consented Redcliffe Quarter.

The Vertical Sky Component assessment (daylight assessment) for Transom House shows that the 43 (49%) of the 88 windows tested would adhere to the BRE Guidelines, with 45 (51%) falling below the guidelines as a result of the proposed development. The results for the sunlight assessment also show that, on a window by window basis, 74 of the 88 windows tested would adhere to the Guidelines for annual sunlight, with 14 falling short of the guidelines however the projecting roof line above the fourth floor of Transom House is a contributing factor to the windows

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not meeting the guidelines.

The assessment also shows that for Thomas Court (from which a number of objections have been received in relation to overshadowing) 64 (58%) of the 110 windows would adhere to the BRE guidelines for daylight with the proposed development, however 46 (42%) of the properties would fall below the guidelines as a result of the proposed development, although it is important to note that some of these properties are already falling below the guidelines. The windows tested in this property are orientated 90 degrees of due north and therefore do not need a sunlight assessment.

Given that the Redcliffe Quarter is not occupied the assessment for daylight is provided through an Average Daylight Factor (ADF) assessment which tests whether a suitable level of daylight will be provided following the development of the proposed scheme. The results of the assessment show that 30 (45%) of the 67 rooms tested would meet and exceed the targets set out in the BRE guidelines, however 37 (55%) would fall short of the guidelines. All of the transgressions occur in Block D which is closest to the site; however it is important to note that all the rooms are over sailed by balconies which serve to limit their available view of the sky. The windows tested for Block C & D are orientated 90 degrees of due north and therefore do not need a sunlight assessment.

The assessment shows that all of the windows and rooms tested for 78 Victoria Street, 80 Victoria Street and 88 Victoria Street would satisfy the BRE Guidelines for both daylight and sunlight.

A detailed objection was also received from St John's Chamber at 101 Victoria Street raising objection to the loss of light to their office building. The Daylight and Sunlight Assessment shows that 101 Victoria Street already experiences overshadowing from the existing building at the site during the Summer Equinox at 18.00 but that the proposed development would increase this overshadowing by one additional hour. Whilst this is considered to be a detriment to the building, the Sunlight and Daylight Assessment submitted with the application focuses on residential properties and it is not uncommon for commercial properties to be excluded from the assessment and 101 Victoria Street was excluded from the assessment submitted in support of the previous planning application for the site. So whilst the detriment to 101 Victoria Street is attributed some weight, this weight is limited.

In light of the above it is concluded that the proposed development would worsen the existing daylight and sunlight for some existing and proposed residential properties surrounding the site, contrary to the policy requirements of Policies BCS21 and DM27. However, the weight afforded to this should be weighed against the existing conditions and factors influencing the amount of sunlight and daylight to existing buildings surrounding the site.

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

Policy BCS10 and Policy DM23 require that development does not give rise to unacceptable traffic conditions. These policies support the delivery of improvements to transport infrastructure to provide an integrated transport system, which improves accessibility within Bristol and supports the proposed levels of development. With regards to parking and servicing, it requires that development proposals provide an appropriate level of safe, secure, accessible and usable provision having regard to the Council's adopted parking standards.

Policies DM27, DM28 and DM32 in tern deal with layout and form, public realm and recycling and refuse provision in new developments.

The proposed development includes basement level cycle parking, which would provide for 140no. cycle spaces made up of a combination of Sheffield stands and stacker cycle parking. The number of cycle spaces meets the requirement for the site and stacker units have been accepted at other student accommodation in the City Centre, provided that 1 in 4 rooms have been provided with

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'accessible' spaces (Sheffield or similar ground level cycle parking). This ratio has been met, and there is adequate provision for key worker accessible cycle parking.

Cycle repair stands have also been provided within the basement and 4 cycle spaces are proposed on-street to cater for visitors.

The basement is proposed to be accessed via a proposed stairwell and associated wheel facility. Whilst this is not a preferred option, particularly for any mobility impaired cyclists, or those with reduced upper body strength, accessibility to a lift will be available and therefore the arrangement is considered acceptable. Should planning permission be granted a condition will be required to ensure that the lift is made available for use by cyclists at all times.

No car parking is proposed at the site, this is a difference from the extant planning permission which includes 30no. car parking spaces and 1no. accessible space for use during deliveries to the site or during the move in / move out period at the beginning and the end of the academic term. Despite this change, Transport Development Management (TDM) has raised no objection to the lack of car parking for the development given its central location. The site is accessible by public transport and close to many facilities. The area is within a controlled parking zone, and illegitimate and unsafe parking is well enforced. No permits will be made available to future residents of the development.

In terms of the Travel Plan, to ensure the Council has control over monitoring that measures within the Travel Plan are being implemented, a contribution (£5,000) has been sought from the Applicant and would be secured through a Section 106 should planning permission be granted.

Refuse and recycling would be stored internally in a bin store at ground level. This provides a policy compliant quantity and quality of communal waste storage, which would be in an accessible location for Bristol Waste to collect. Details of who would be responsible for moving waste from the store for collection by Bristol Waste would be provided in a Servicing and Management Plan for the building, to be secured through planning condition.

Should planning permission be granted, then the Applicant would be required to submit a Construction Management Plan to confirm how the development would be constructed in a way that would not result in adverse impacts on the highway network. This would include details of vehicle parking for site operatives, deliveries to site and to ensure that no mud is taken onto the highway. The proposed development would be required to be constructed in accordance with the approved Construction Management Plan.

On the basis of the above and given the imposition of relevant planning conditions and contributions secured through a Section 106 should planning permission be granted, the proposed development is considered acceptable in relation to highways and servicing matters.

(G) DOES THE PROPOSED DEVELOPMENT ADOPT AN APPROPRIATE APPROACH TO SUSTAINABLE DESIGN AND CONSTRUCTION?

Policies BCS13, BCS14 and BCS15 of the adopted Core Strategy give guidance on sustainability standards to be achieved in any development, and what measures should be included to ensure that development meets the climate change goals of the development plan. The policies require development in Bristol to include measures that reduce carbon emissions from residual energy use by at least 20%. Sustainable design and construction should be integral to new development. For major development, applications should be accompanied by a BREEAM assessment.

In combination with Policy BCS14, Policy BCAP21 states that proposals for development that would require heating will be expected to demonstrate that account has been taken of potential opportunities to source heat from adjoining development or nearby heating networks.

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The Applicant has submitted an Energy Strategy and Sustainability - BREEAM Report with the application.

In terms of the Council's climate change policy, the proposed development would be constructed to exceed minimum U-Value and air permeability values as set out in Buildings Regulations Part L 2A (2013). High performance glazing is proposed which would limit thermal losses in winter months, whilst allowing solar gains to reduce heating demand and mitigating future overheating risks. The Core Strategy encourages proposals for the utilisation of renewable and low-carbon sources of energy. In accordance with Policy BCS14 and Policy BCAP21, the proposed development would be designed to utilise the local district heat network for heating and hot water requirements which is supported. Renewable energy solar PV panels are proposed on the roof of the 14-storey element of the proposed development.

A Pre-assessment of the proposed development under the BREEAM New Construction 2014 scheme has been undertaken. This has found that an 'Excellent' rating would be achievable with a score of 73.4%, which is 3.4% above the 'Excellent' threshold. This is in accordance with adopted policy within the Core Strategy. Should planning permission be granted a planning condition would be used to ensure that the building meets an 'Excellent' rating.

The proposed development has also been reviewed by the Flood Risk Manager who has concluded that should planning permission be granted a Flood Evacuation Plan and detailed sustainable drainage strategy would be secured via condition.

In summary, the proposed development proposes a variety of sustainability measures relating to climate change, construction and renewable energy which are welcomed and would result in a scheme that is in accordance with adopted policy.

CONCLUSION

The principle of development / loss of employment land, the proposed student housing mix, transport and movement arrangements and the sustainability credentials for the site are all acknowledged and considered acceptable. However, it is considered that the current application introduces a number of design features at the site which would result in harm to the Conservation Area, future occupiers and existing residents that would not be outweighed by the modest benefits of 52no. additional student bed spaces and 18no. key worker units.

The proposed development would also increase the previously consented scheme by 5 storeys, creating a development that is out of step with the surrounding area and creating harm to the Redcliffe Conservation Area. It is further considered that by extending the building by 5 storeys a greater degree of less than substantial harm would be attributed to the setting of the surrounding heritage assets, including a number of Grade II* and Grade II Listed buildings.

The extended and reorganised development would also exacerbate some of the design compromises that were made on the previous application by proposing additional north facing, single aspect student bed spaces and key worker units and a number of key worker units that would fail to meet the requirements of the nationally described space standards. All key worker units would also have no access to private external amenity space. The development would therefore fail to meet the recommendations of the recently adopted Urban Living SPD.

The proposed development whilst providing 18no. new affordable housing units would provide a tenure that is not supported by the Council's Housing Delivery Team and not identified or justified as a required need in the City or local area.

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Harm to existing residents would also be experienced as a result of the proposed development, as the greater scale and massing would reduce daylight and sunlight to a number of existing residential properties surrounding the site.

Given the nature of the proposed development, the application has been assessed under a broad range of headings within this Report, however having carefully considered the policy context and the potential harm of the proposed development, the application is recommended for refusal for the reasons detailed below.

COMMUNITY INFRASTRUCTURE LEVY

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

The CIL payable is £946,190.71.

RECOMMENDATION: Refuse

The following reason(s) for refusal are associated with this decision.

Reason(s)

1. The proposed development by reason of its height, scale and massing would fail to safeguard, enhance or contribute to the special character or appearance of relevant heritage assets contrary to Sections 66 and 72 of the Planning (Listed building and Conservation Areas) Act 1990; Section 16 of the National Planning Policy Framework (2018), Policy BCS22 (Conservation and the Historic Environment) of the Bristol Core Strategy (2011), Policy DM26 (Local Character and Distinctiveness) and Policy DM31 (Heritage Assets) of the Site Allocations and Development Management Policies (2014).
2. The proposed development by reason of its height, scale, massing and overall design would be unacceptable and fail to contribute positively to the local character and distinctiveness contrary to Policy BCS21 (Quality Urban Design) of the Bristol Core Strategy (2011), Policy DM26 (Local Character and Distinctiveness) and Policy DM27 (Layout and Form) of the Site Allocations and Development Management Policies (2014), Policy BCAP47 (The Approach to Redcliffe) of the Bristol Central Area Plan (2015) and the Urban Living Supplementary Planning Document (2018).
3. The proposed development by reason of its proposed affordable housing tenure (key worker units) would fail to meet the citywide tenure requirements for affordable housing contrary to Policy BCS17 (Affordable Housing Provision) of the Bristol Core Strategy (2011).
4. The proposed development would have a detrimental impact on the amenity of future occupiers by reason of its design, orientation and layout contrary to Policy BCS15 (Sustainable Design and Construction), Policy BCS18 (Housing Type), Policy BCS21 (Quality Urban Design) of the Bristol Core Strategy (2011), Policy DM27 (Layout and Form) and Policy DM29 (Design of New Buildings) of the Site Allocations and Development Management Policies (2014) and the Urban Living Supplementary Planning Document (2018).
5. The proposed development would have a detrimental impact on the amenity of existing and consented residential development along St Thomas Street and Victoria Street by reason of its overshadowing effect and would be contrary to Policy BCS21 (Quality Urban Design) of the Bristol Core Strategy (2011), Policy DM27 (Layout and Form) and Policy DM29 (Design of New Buildings) of the Site Allocations and Development Management Policies (2014) and the Urban Living Supplementary Planning Document (2018).

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Application No. 18/04911/F : 21 St Thomas Street Bristol BS1 6JS

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-

10431-GSS-XX-XX-DR-A-G+13SK100 – Site Location Plan
 10431-GSS-XX-XX-DR-A-G+13SK101 – Existing Site Topography
 10431-GSS-XX-XX-DR-A-G+13SK050 – Proposed Site Plan
 10431-GSS-XX-BF-DR-A-G+13SK001 – Proposed Basement Floor Plan
 10431-GSS-XX-GF-DR-A-G+13SK002 – Proposed Ground Floor Plan
 10431-GSS-XX-01-DR-A-G+13SK003 – Proposed 1st Floor Plan
 10431-GSS-XX-ZZ-DR-A-G+13SK004 – Proposed 2nd – 6th Floor Plan
 10431-GSS-XX-07-DR-A-G+13SK005 – Proposed 7th Floor Plan
 10431-GSS-XX-ZZ-DR-A-G+13SK006 – Proposed 8th – 11th Floor Plan
 10431-GSS-XX-12-DR-A-G+13SK008 – Proposed 12th – 13th Floor Plan
 10431-GSS-XX-RL-DR-A-G+13SK009 – Proposed Roof Plan
 10431-GSS-XX-BF-DR-A-G+13SK051 – Proposed Bicycle Store Layout
 10431-GSS-XX-A-G+13SK052 – Proposed Bin Store Strategy
 10431-GSS-XX-XX-DR-A-G+SK010 – Proposed Street Elevation
 10431-GSS-XX-XX-DR-A-G+13SK011 – Proposed South West Elevations
 10431-GSS-XX-EL-DR-A-G+13SK012 – Proposed South East Elevations
 10431-GSS-XX-EL-DR-A-G+13SK013 – Proposed North East Elevation
 10431-GSS-XX-EL-DR-A-G+13SK014 – Proposed North West Elevations
 10431-GSS-XX-ZZ-DR-A-G+13SK015 – Proposed Area Schedule
 10431-GSS-XX-ZZ-DR-A-G+13SK016 – Proposed Section A-A
 10431-GSS-XX-ZZ-DR-A-G+13SK017 – Proposed Section B-B
 10431-GSS-XX-XX-DR-A-G+13SK020 – Detailed Elevation / Section 1
 10431-GSS-XX-XX-DR-A-G+13SK021 – Detailed Elevation / Section 2
 20431-GSS-XX-XX-DR-A-G+13SK022 - Detailed Elevation / Section 3
 10431-GSS-XX-XX-DR-A-G+13SK023 - Detailed Elevation / Section 4
 10431-GSS-XX-XX-DR-A-G+13SK024 – Detailed Elevation / Section 5
 10431-GSS-XX-XX-DR-A-G+13SK025 – Detailed Elevation / Section 6
 10431-GSS-XX-ZZ-MR-A-G+13SK120 – Proposed Massing
 10431-GSS-XX-ZZ-MR-A-G+13SK121 – G+13 Massing Area
 10431-GSS-XX-A-G+13SK122 – Massing Views
 10431-GSS-XX-ZZ-MR-A-G+13SK126 – Proposed Massing
 G+135SK125 – Proposed Axonometric
 ROL00088_R01_V01_315 – Transient Overshadowing
 ROL00088_R01_V01_402 - Average Daylight Factor Internal Floor Layouts
 ROL00088_R01_V01_407 - Average Daylight Factor Internal Floor Layouts
 ROL00088_R01_V01A_402 - Average Daylight Factor Internal Floor Layouts
 Design and Access Statement
 Affordable Housing Statement
 Daylight and Sunlight Report – Existing Dwellings
 Vertical Sky Component Table
 Daylight and Sunlight Report – Proposed Dwellings
 Daylight & Sunlight Technical Note
 Broadband Connectivity Report
 Flood Risk Sequential Test
 Planning Supporting Statement
 Planning Obligations Statement
 Archaeological Desk-Based Assessment
 Built Heritage Statement

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Desk Study Report
Transport Statement
Personal Injury Accident Data
Travel Plan
Townscape and Visual Impact Assessment
Condition Report of Pedestrian Level Wind Microclimate
Flood Risk Assessment
Sustainability and Energy Statement
Air Quality Assessment
Economic Letter

Supporting Documents

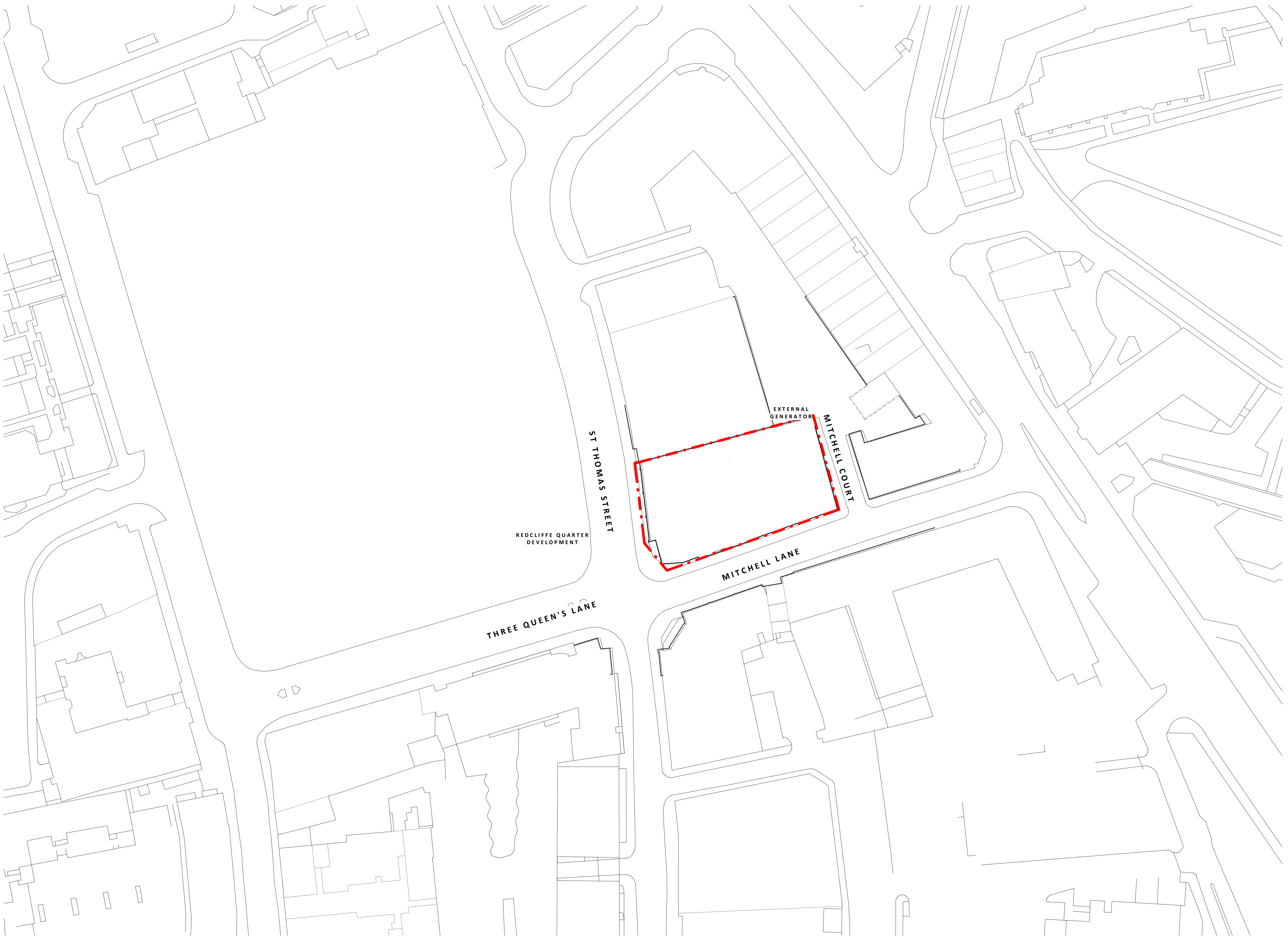
2. **21 St Thomas Street, Bristol, BS1 6JS**
 1. Site location plan
 2. Proposed street elevations
 3. Proposed massing
 4. Proposed G + 13 massing
 5. Proposed development area schedule

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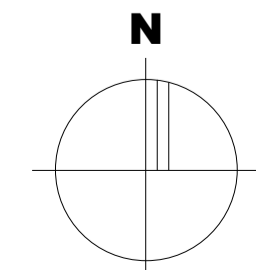
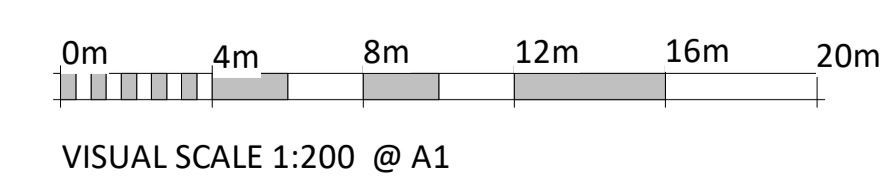
Project Title:
 St. Thomas Street Student Accommodation, Bristol
 - Option G+13

Client:
 St. Thomas Street (Bristol) LLP, c/o F3 Group

Drawing Title:
 Site Location Plan

File Number: S150
Drawn By: Author
Checked By: Checker **Date:**
Scale@A1: 1 : 500 **Rev:**
Dwg No: 10431-GSS-XX-XX-DR-A-G+13SK100

1. SITE LOCATION PLAN
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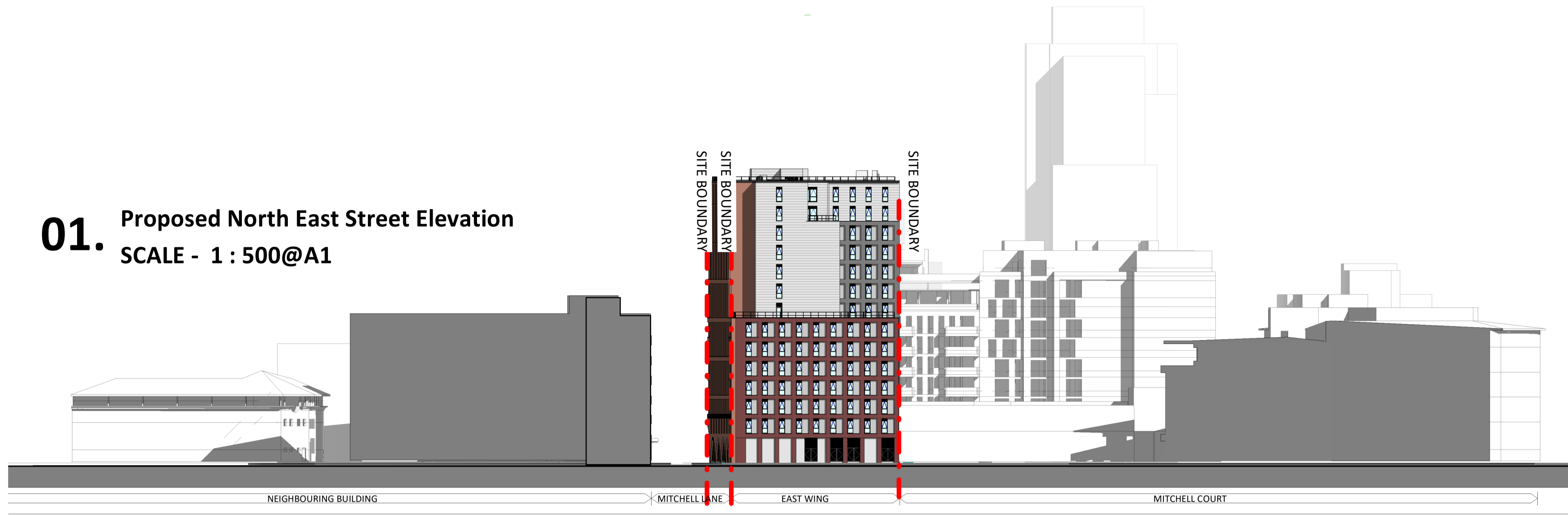


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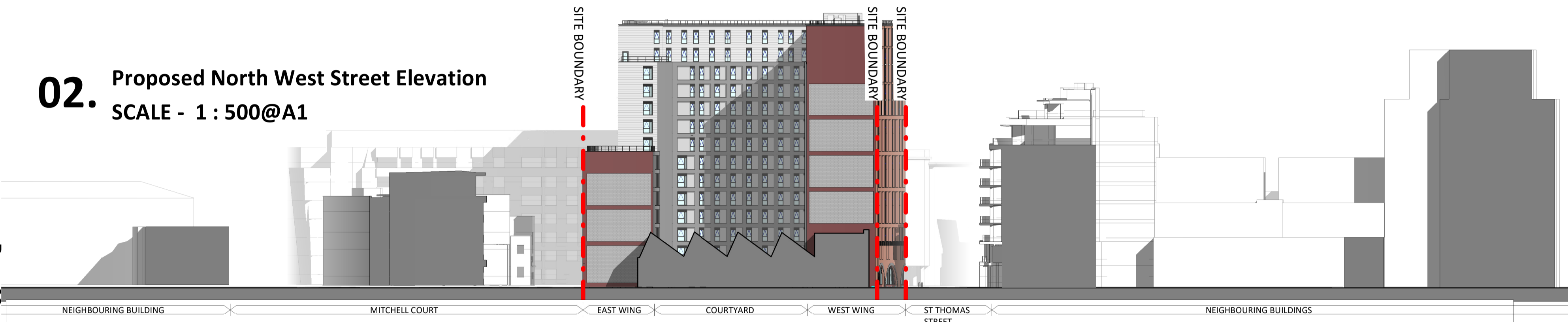
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01. Proposed North East Street Elevation
SCALE - 1 : 500@A1



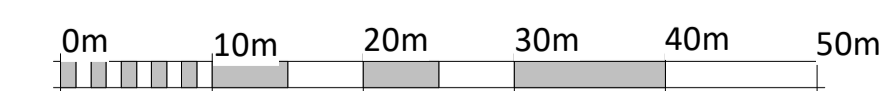
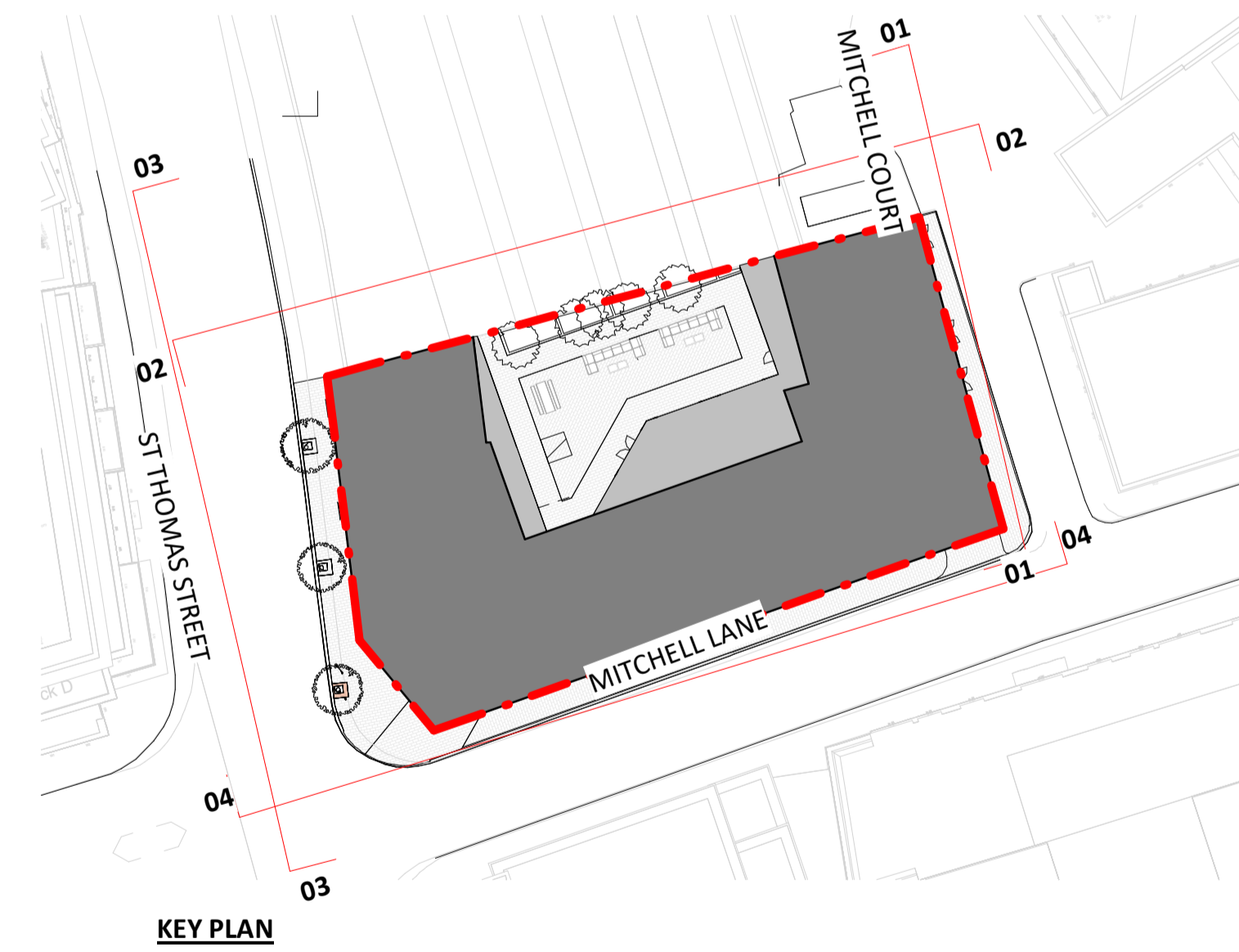
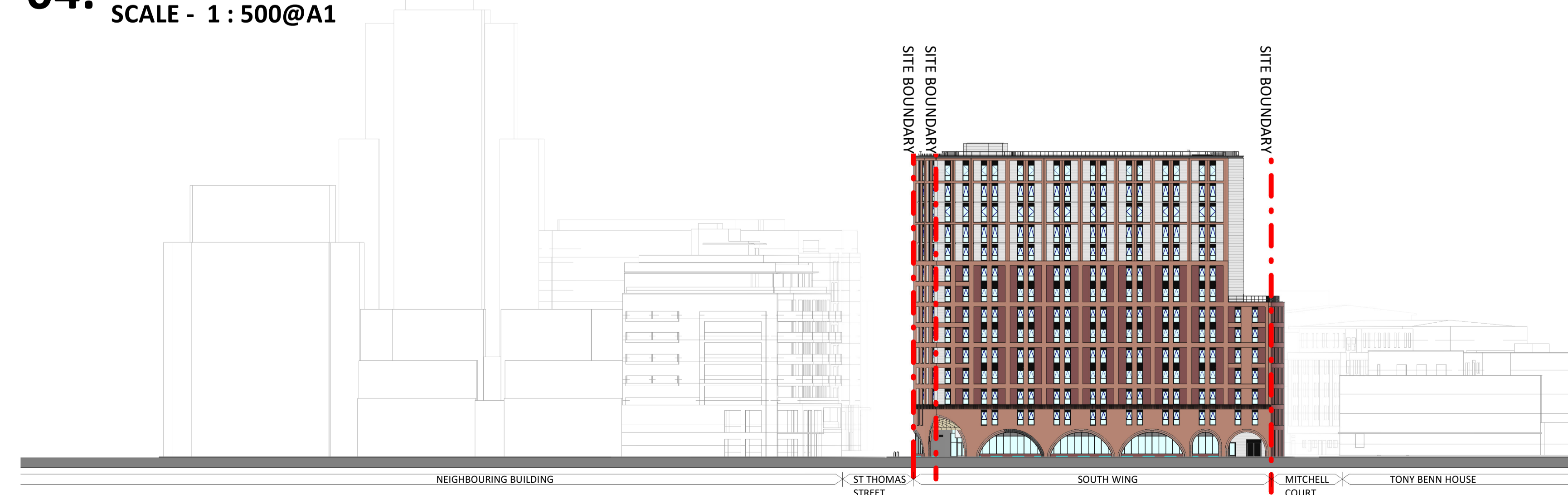
02. Proposed North West Street Elevation
SCALE - 1 : 500@A1



03. Proposed South West Street Elevation
SCALE - 1 : 500@A1



04. Proposed South East Street Elevation
SCALE - 1 : 500@A1



VISUAL SCALE 1:500 @ A1

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Project Title:
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- Option G+13

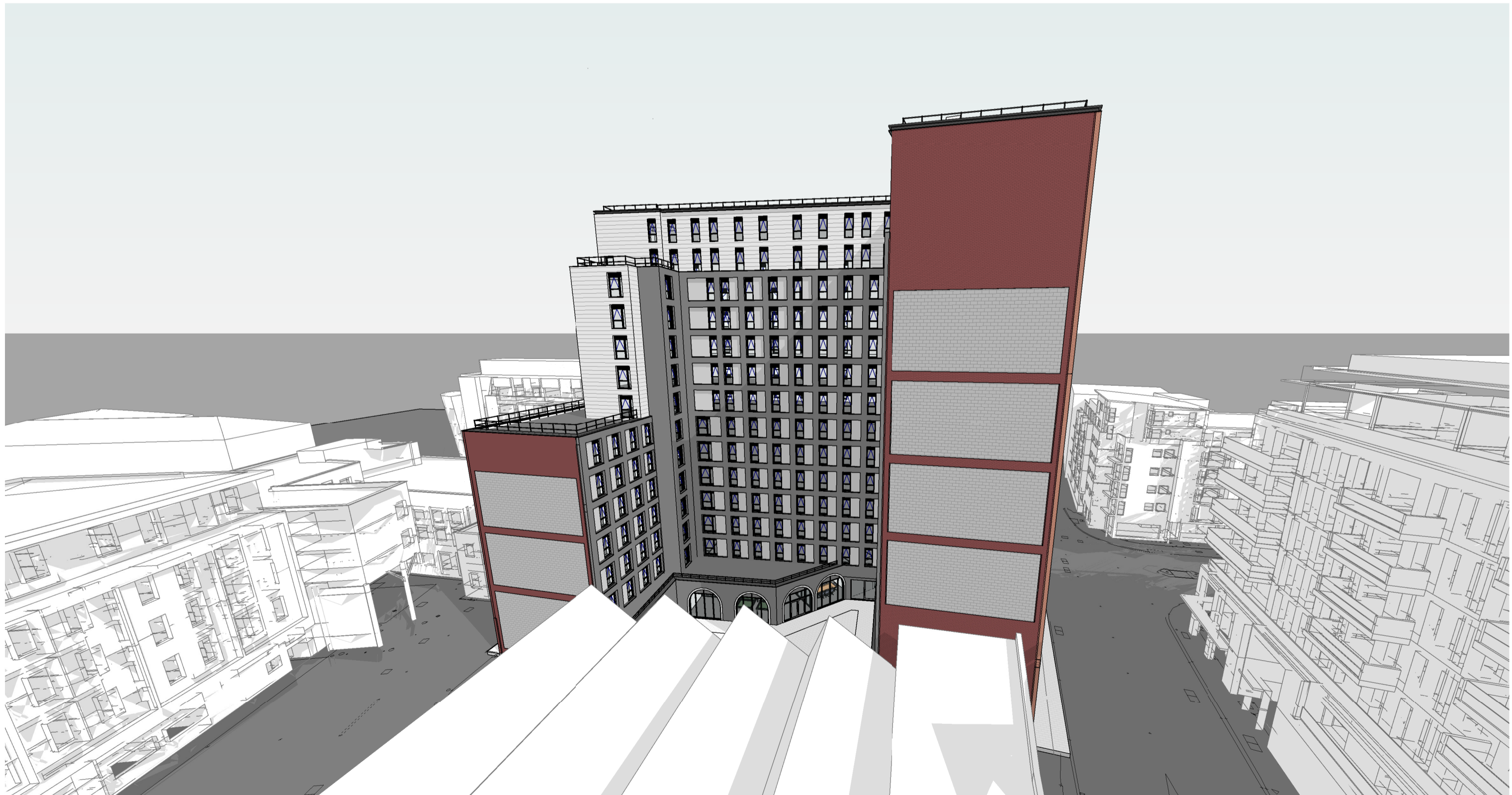
Client:
St. Thomas Street (Bristol) LLP, c/o F3 Group

Drawing Title:
Proposed Street Elevations

File Number: S150
Drawn By: LMC
Checked By: MAM **Date:** 09-08-2018
Scale@A1: 1 : 500 **Rev:**
Dwg No: 10431-GSS-XX-XX-DR-A-G+13SK010



1. Massing View 01
SCALE - @A1



3. Massing View 03
SCALE - @A1



2. Massing View 02
SCALE - @A1



4. Massing View 04
SCALE - @A1

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PLANNING ISSUE

Project Title:
St. Thomas Street Student Accommodation, Bristol
- Option G+13

Client:
St. Thomas Street (Bristol) LLP, c/o F3 Group

Drawing Title:
Proposed Massing

File Number: S150
Drawn By: LMC
Checked By: MAM **Date:** 09-04-2018
Scale@A1: **Rev:**
Dwg No: 10431-GSS-XX-ZZ-MR-A-G+13SK120



5. Massing View 05
SCALE - @A1

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7. Massing View 07
SCALE - @A1



6. Massing View 06
SCALE - @A1

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PLANNING ISSUE

Project Title:
St. Thomas Street Student Accommodation, Bristol
- Option G+13

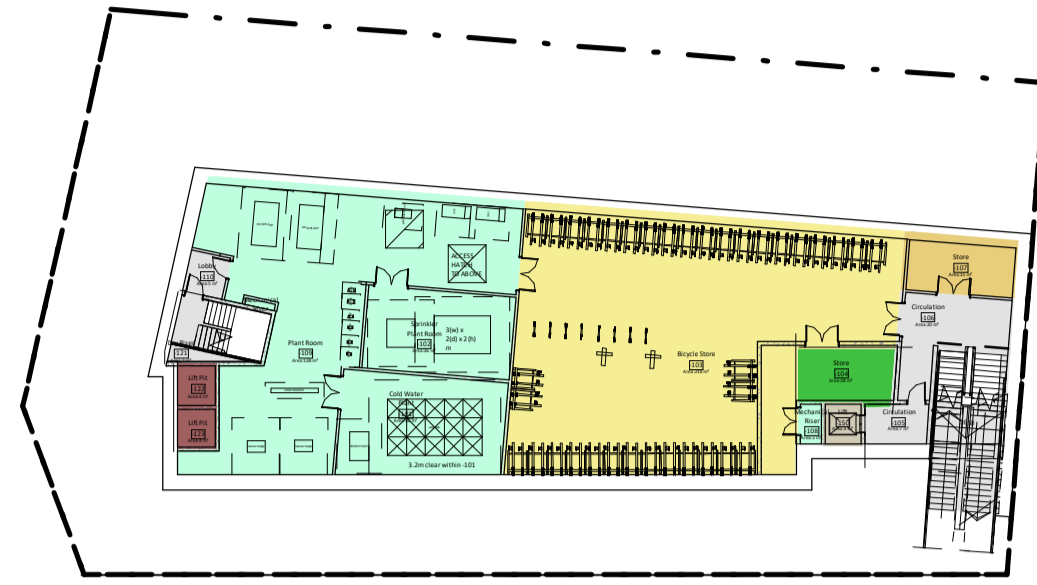
Client:
St. Thomas Street (Bristol) LLP, c/o F3 Group

Drawing Title:
G+13 Massing Area

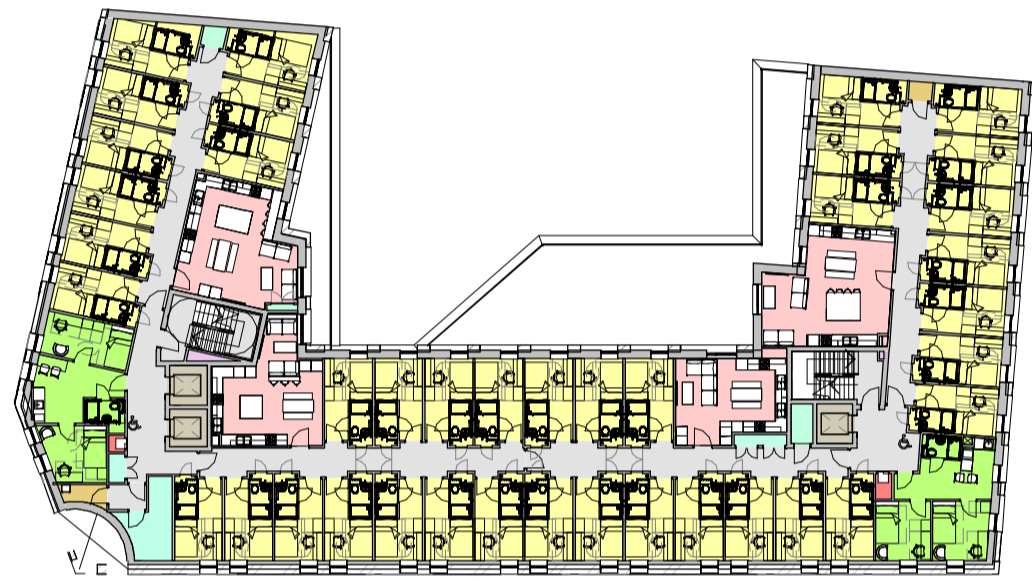
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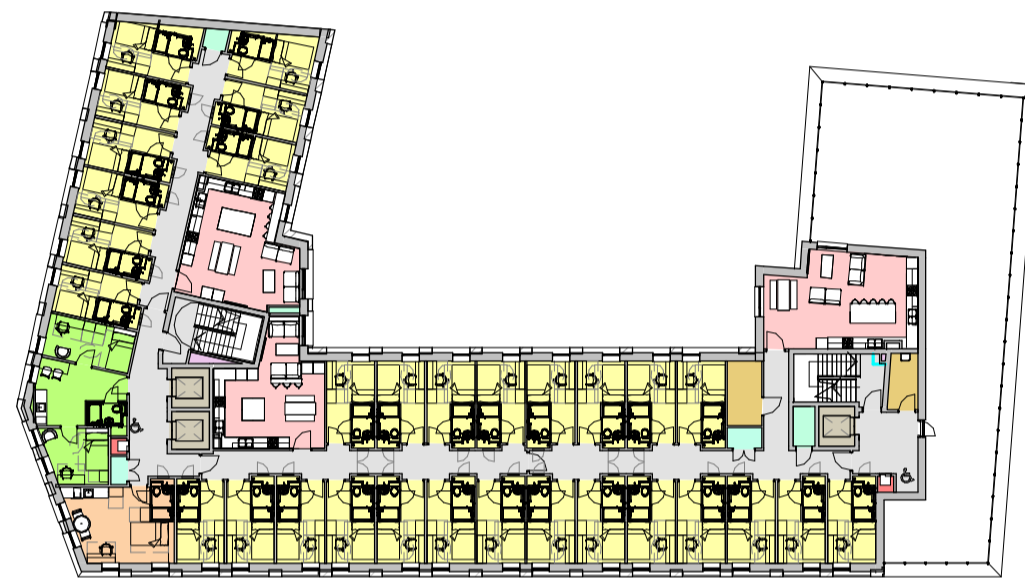
PROPOSED GROUND FLOOR PLAN



PROPOSED BASEMENT PLAN



PROPOSED 1ST FLOOR PLAN



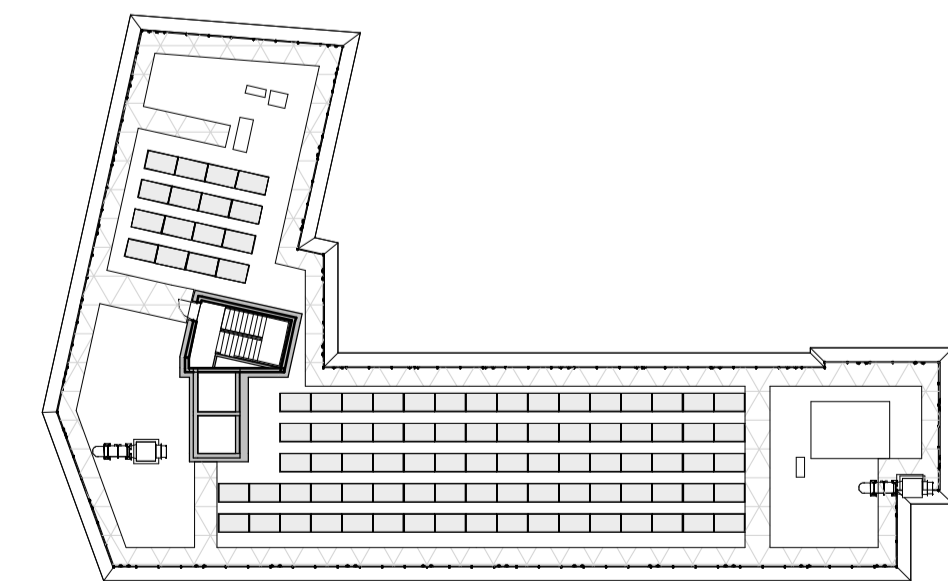
PROPOSED 7TH FLOOR PLAN



PROPOSED 2ND-6TH FLOOR PLAN



PROPOSED 8TH-11TH FLOOR PLAN

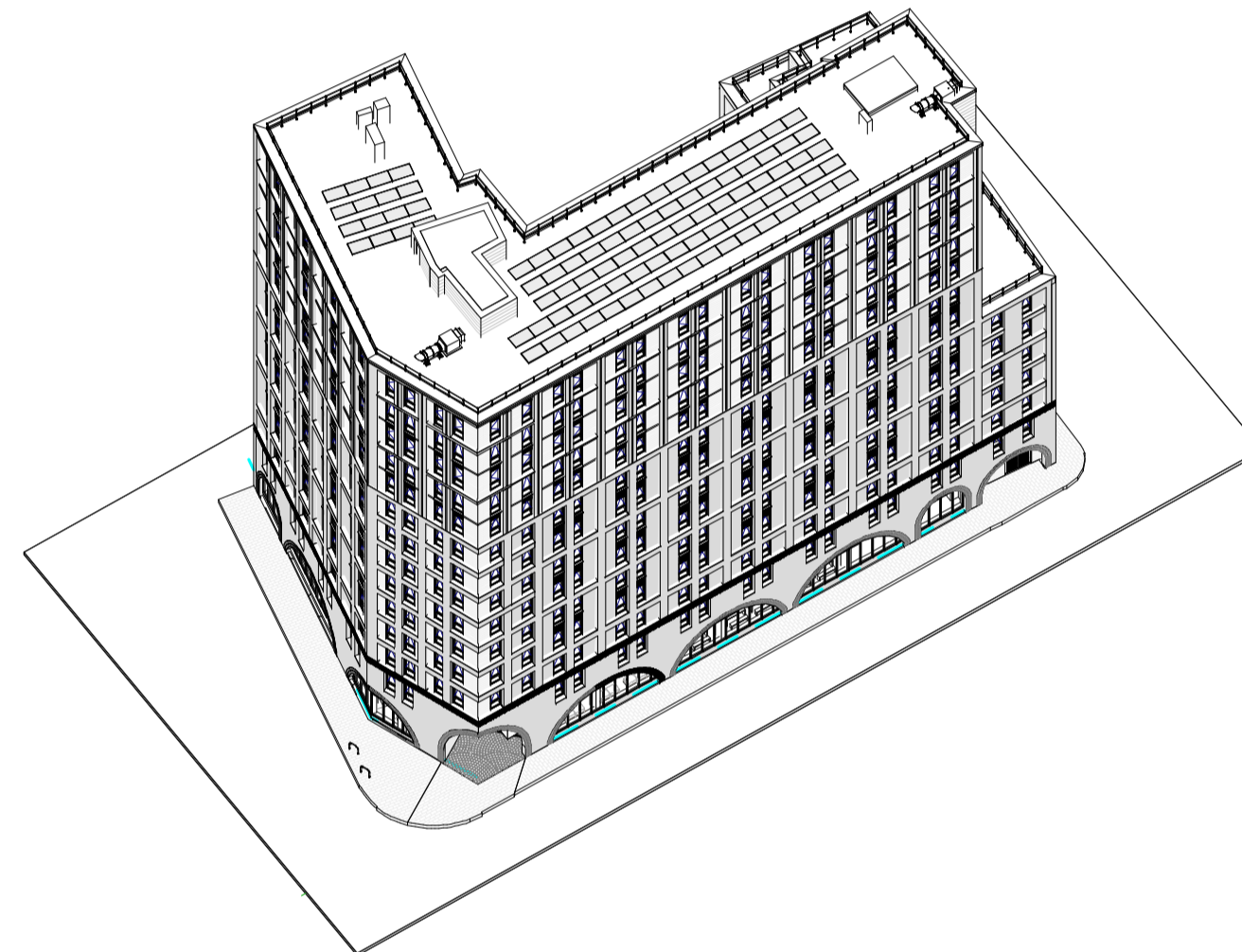


PROPOSED ROOF PLAN

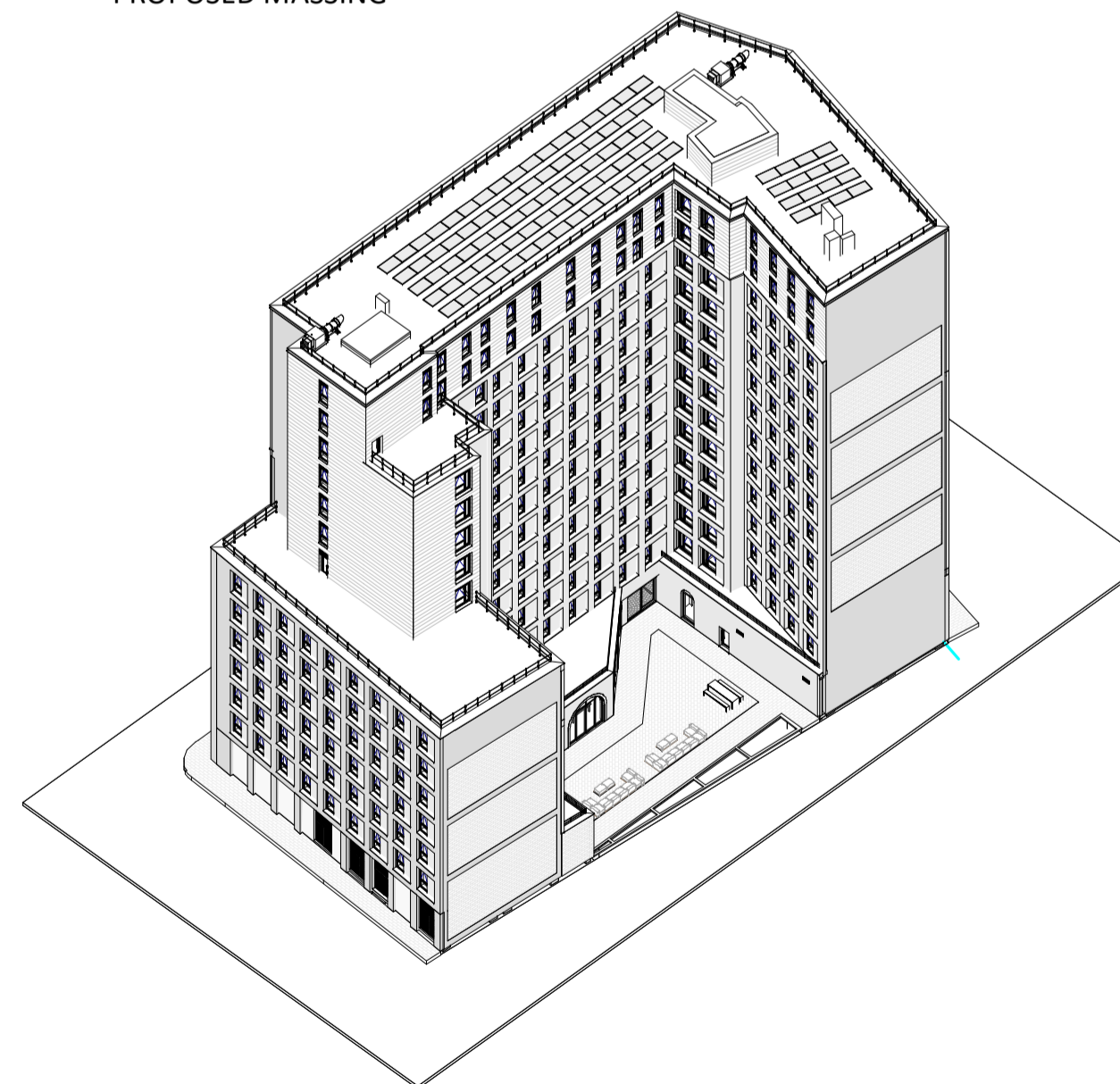


PROPOSED 12TH-13TH FLOOR PLAN

PROPOSED ROOF PLAN



PROPOSED MASSING



PROPOSED MASSING

Total : Units Level	Unit Types	No.
1st Floor	Cluster Bedrooms Twodio x2	40 4
2nd Floor	Cluster Bedrooms Studio 1, Twodio x2	40 5
3rd Floor	Cluster Bedrooms Studio 1, Twodio x2	40 5
4th Floor	Cluster Bedrooms Studio 1, Twodio x2	40 5
5th Floor	Cluster Bedrooms Studio 1, Twodio x2	40 5
6th Floor	Cluster Bedrooms Studio 1, Twodio x2	40 5
7th Floor	Cluster Bedrooms Studio 1, Twodio x1	31 3
8th Floor	Cluster Bedrooms Studio 1, Twodio x1	31 3
9th Floor	Cluster Bedrooms Studio 1, Twodio x1	31 3
10th Floor	Cluster Bedrooms Studio 1, Twodio x1	31 3
11th Floor	Cluster Bedrooms Studio 1, Twodio x1	31 3
12th Floor	1 Bed / 1 Person Studio 1 Bed / 2 Person Flat 2 Bed / 3 Person Flat 2 Bed / 4 Person Flat	1 4 3 1
13th Floor	1 Bed / 1 Person Studio 1 Bed / 2 Person Flat 2 Bed / 3 Person Flat 2 Bed / 4 Person Flat	1 4 3 1

Total Student Beds 439
Total Key Worker Beds 18

Total: Gross External Area	Area m ²
Level	675
Basement	1100
Ground Floor	950
1st Floor	957
2nd Floor	957
3rd Floor	957
4th Floor	957
5th Floor	957
6th Floor	957
7th Floor	764
8th Floor	764
9th Floor	764
10th Floor	764
11th Floor	764
12th Floor	721
13th Floor	721
Total	12,772m²

Total: Gross Internal Area	Area m ²
Level	586
Basement	963
Ground Floor	800
1st Floor	808
2nd Floor	808
3rd Floor	808
4th Floor	808
5th Floor	808
6th Floor	808
7th Floor	671
8th Floor	671
9th Floor	671
10th Floor	671
11th Floor	671
12th Floor	629
13th Floor	629
Total	10,865m²

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Rev.	Date	Drawn	Check	Description

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This drawing is purely for discussion purposes only. It is not to be taken as a proposal for construction detailing, and instead it is primarily intended to convey the overall spatial layout of the building or parts of it. Please refer to the developed production information drawings for detail, construction and measurement purposes.

PLANNING ISSUE

Project Title:
St. Thomas Street Student Accommodation, Bristol
- Option G+13

Client:
St. Thomas Street (Bristol) LLP, c/o F3 Group

Drawing Title:
Area Schedule

File Number: S150
Drawn By: LMC
Checked By: MAM **Date:**
Scale@A1: 1 : 400 **Rev:**
Dwg No: 10431-GSS-XX-ZZ-DR-A-G+13SK015

Development Control Committee B – 30 January 2019
Application No. 17/04072/F : 66 Church Road Redfield Bristol BS5 9JY

SUMMARY

The application seeks planning permission for the demolition of existing buildings on site and erection of a three storey building fronting Church Road, to provide a ground floor retail/business unit, with three apartments above, plus 3 x three storey townhouses fronting Dove Lane.

The key issues raised by the application include the principle of the change of use, highway safety, impacts on residential amenity, quality of living environment for future occupiers, design and issues surrounding the compatibility of the development with adjacent land uses. Overall, the application is found to conflict with a number of development plan policies and is recommended for refusal.

The application has been referred to Committee by Councillor Shah. Councillor Shah has confirmed that he supports the application and would like the application determined by members irrespective of the officer recommendation, on the grounds that the site has been a blight on the landscape for many years and the application could provide housing for several families. Councillor Shah has referred to discussions between the developer's agent and the local MP regarding potential contributions to funding for CCTV for Moorlands House, a social housing development adjacent to the site to the east. (Further details of this have not been forthcoming from the agent and this matter does not form part of the application proposal.) Councillor Shah's referral form also refers that the Community Infrastructure Levy for this application is significant - (Case Officer note - currently calculated as £46,968.75)

Councillor Pickersgill referred the application to Committee in event of recommendation of approval of the application, in order that neighbour objections on significant material planning issues - the size of the development, the impact on the privacy and natural light of the neighbours, the lack of parking and the access for emergency vehicles are fully and openly considered before a decision is reached.

11 objections have been received from third parties with two neutral comments and one comment of support. Objections are primarily focused on highway safety, parking, amenity, design, quantum of development, and nature conservation issues.

Objections have been raised from the highways team on the grounds of highway safety. BCC pollution control team have raised concerns about insufficient information provided with the application about odour and noise issues affecting the adjacent factory site that may impact on future residents or result in increased complaints to the council. The applicant has not provided amended plans or further information that overcomes these concerns and as such the development is recommended for refusal.

SITE DESCRIPTION

The application site comprises a narrow wedge shaped area of land on the corner of Church Road and Dove Lane. The site is currently occupied by a terraced two storey building fronting Church Road. The building is currently vacant and was previously occupied as a retail (car spares) unit with residential accommodation above. To the rear of this building and within the redlined site are semi covered storage yards, accessed from Dove Street. The submissions confirm the site has been vacant since 2000.

The properties of 68 -70 Church Road lie to the immediate east, with an electricity substation sited within a substantial two storey brick building to the rear of 68-70 Church Road. The rear gardens of 1-4 Cowper Street, part of the two storey terrace of 1- 9 Cowper Street lie to the immediate south east boundary.

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The Octavius Hunt smoke and pesticide factory premises occupies a large site to the south of the application site, including buildings in use as workshops, storage and offices and open yard and parking areas. The main access into the Octavius Hunt site is on Dove Lane, abutting the southern boundary of the site. The Octavius Hunt website outlines that the company is the largest smoke manufacturer in Europe, specialising in pesticide and disinfectant smokes.

Parking restrictions are in place on both sides of Dove Lane, with a loading bay on the western side of Dove Lane utilised by third parties including the Octavius Hunt company, due to the restricted narrow access to that site.

The site is not allocated within the Local Plan for any particular land use and is not located within a Conservation Area or in close proximity to any listed buildings. The surrounding area contains a mix of land uses and buildings, including commercial, residential and industrial uses. The site is close to the busy A420, with good public transport links and within walking distance of Lawrence Hill station and many bus stops.

RELEVANT HISTORY

16/01852/F Demolition of existing buildings on site and erection of a four-storey building fronting Church Road, to contain four apartments and a ground floor retail unit, plus 4 x three-storey townhouses fronting Dove Lane.

Refused due to loss of employment land, unacceptable design and contextual response, harm to amenity of existing development on Cowper Street, harmful living environment for future occupiers of the development and highway safety grounds.

The applicant chose not to appeal the LPA's decision to refuse the application.

PREAPPLICATION

16/06874/PREAPP Retail unit frontage to Church Road. 3 residential apartments to upper floors and 3 No. townhouses to the rear with off street parking.

Advice provided that the LPA could not support the application due to unresolved issues with loss of employment land, unacceptable design and contextual response, harm to amenity of existing development on Cowper Street, harmful living environment for future occupiers of the development and highway safety grounds.

ADJACENT SITE 68-70 Church Road

15/04092/F Demolition of existing building and erection of four storey building comprising 2 x 2 bed and 4 x 1 bed flats.

Refused on design, amenity and noise grounds. The applicant chose not to appeal the LPA's decision.

17/04071/F Demolition of existing buildings on site and erection of a three storey building fronting Church Road, to contain 2no three bedroom apartments on first and second floor and a ground floor retail/business unit.

This current application is pending determination by members of Development Control committee B following consideration of the current application. The officer recommendation is to refuse the application on grounds of amenity, design and highways issues.

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APPLICATION

Planning permission is sought for the demolition of the existing buildings on site and the erection of a three-storey building fronting Church Road, to contain three apartments (Use Class C3) and a ground floor retail/business unit, plus 3 x three storey townhouses (Use Class C3) fronting Dove Lane.

The proposed scheme is of modern design and character, with flat roof and glazed balconies along the Dove Lane elevation. Materials include rubble stone and ashlar elevations and aluminium windows.

Retail unit

The proposal would provide a retail unit of 25 sq.m at ground floor fronting Church Road. The full height glazed frontage would wrap around onto Dove Lane. Waste storage is proposed in a separate store accessed from Dove Lane.

Residential accommodation.

The new building would provide a total of 26 bedspaces contained within 3 flats and 3 houses, all accessed from Dove Lane.

Flats (above retail unit)

Three flats are proposed on the upper floors above the retail unit, comprising of 2 x 1bedroom 2bedspace units on the first floor and 1 x 2bedroom 3bedspace unit. Two of the flats have been provided with outdoor terraces.

Houses

Three family houses are proposed with entrances onto Dove Lane. The houses are each designed as 3 bedroom 6bedspace dwellings. Three garages are proposed in the centre of the site accessed from Dove Lane to serve the houses.

Communal cycle and waste storage is provided for the flats accessed from Dove Lane. The dwellings have each been designed with refuse and recycling storage in an external lobby and internal cycle storage.

The application includes a Statement of Consultation and Support from Planning Solutions Residents Group confirming their support for the proposals submitted under the application and at the adjacent site at 68-70 Church Road. The statement has not been corroborated by the Planning Solutions group during the public consultation process - an update will be provided at the committee meeting.

RESPONSE TO PUBLICITY AND CONSULTATION

The application has been advertised by site notice. Neighbouring properties were consulted. 14 representations have been received, comprising of 11 objections , 1 representation of support from Councillor Shah and 2 neutral comments.

Support

Councillor Shah has commented -

Having taken the time to review the site and the proposal I have decided that the best course of action to take for the site is to call it into committee, regardless of whether you are minded to grant the application, or refuse it, so that it can be considered under its merits not only for the immediate

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area but also for the wider impact it will provide to bring a long derelict site back into use. The site has been derelict for far too long, and there is significant anti-social behaviour in the adjoining Moorfield House.

At a recent meeting organized for residents of Moorfield House, I asked the tenants how they felt about this application - they were unequivocal about their support as they felt it would help tackle the anti-social behaviour by bringing the site back into use.

As someone who has lived in the area for many years, and in my role as a local Councillor, I support this development application. Redeveloping these boarded up units will help invigorate footfall for our local High street, Church Rd, and the planned dwellings will provide much need housing and help tackle Bristol's chronic housing shortage.

I am satisfied that the applicants' architect and agents have ensured extensive consultation by engaging with key local residents groups.

I believe this is a sustainable development application which also effectively considers local amenities such as bus routes to and from the centre, the rail line at Lawrence Hill train station, and the "cycle path".

Objections (summarised by case officer)

Octavius Hunt smoke and pesticide factory.

We do not disagree that redevelopment of the site would be a benefit to the local area, however significant concerns raised regarding the following matters-

-Proximity of the family houses to our factory site. There is virtually no pavement area in front of the house on an access road that is of limited width. The front door of the closest townhouse will open onto the narrow access road to our factory that is used by lorries, employees' cars, vans and fork lift trucks. The loading bay on Dove Lane is also used by us for loading and unloading. We are concerned that if these houses provide family accommodation, it would be a dangerous area for children as we have staff and deliveries in and out of the site all day.

-Concerned to prevent future complaints by the new house owners about the operation of our premises. Our premises do create some level of noise, and occasionally odours throughout the working week and this has not been mentioned in the application submissions. The window on house 3 looks directly at our incinerator stack and laboratory.

-Parking around the area is very restricted and any obstructions could also pose an increased risk to us and our neighbours in the event of a fire at our premises and the fire brigade not being able to access the site quickly. Other neighbours have raised similar concerns. Additional concerns raised about visitor parking arrangements.

Cowper Street residents-

Objections raised on the following grounds -

Amenity

-the development would result in harm to amenity from - loss of light and sunlight overlooking and loss of privacy

-building noise (not a planning issue)

-increased parking demand would impact on residential amenity

-increased noise due to intensity of development

-the development would provide a cramped and poor quality living environment

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Design

- separation distance is too close, resulting in adverse amenity impacts on Cowper Street residents
- development does not complement the locality

Highway safety

- concerns raised that the proposals could impact on highway safety of Dove Lane
- unrestricted access is required to the industrial site on Dove Lane, licensed to manufacture and store explosive goods/ high fire risk site.
- Unrestricted vehicular access is required at all times for emergency services.

Plan discrepancies

- Queries raised as to the accuracy of the plans -
- The two storey building on the site is experienced as single storey by residents of Cowper Street due to the design and pitch of the roof.
- The plans are deceptive as to the true impact of the development

Wildlife

- The site is used by nesting birds, foxes, bats and hedgehogs
- The site should be surveyed for protected species.

Neutral comments

Councillor Pickersgill

I initially supported this application as there had been discussion with the local Planning Group and the architect and there was general support, and I am keen to try and speed up development in the ward as there is a significant lack of suitable housing.

However, it now seems that very close neighbours do not feel they have been adequately consulted and have a number of significant objections that need to be considered fully in Committee if the recommendation is to be approved. Concerns have been raised about the size of the development, the impact on the privacy and natural light of the neighbours, the lack of parking and the access for emergency vehicles etc. There appear to be significant material planning issues that need to be considered further before a decision is reached.

INTERNAL CONSULTTEES (summarised by case officer)

Transport Development Management have commented as follows:-

TDM recommend refusal on the proposed scheme due to highway safety concerns arising from the layout, design and proximity of the residential development to the industrial site (Octavious Hunt) on Dove Street ,contrary to local plan policies BCS10 and DM23. Further details incorporated into the report.

BCC Air Quality have commented -

The proposal should demonstrate it is suitable for the site and proximity to the adjacent factory-pollution control officers to provide further advice on this issue.

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Pollution Control have commented as follows:-

BCC Pollution Control have raised concerns due to insufficient information provided to demonstrate that noise and odour from the adjacent industrial site (Octavius Hunt) would not be detrimental to the amenity layout, design and proximity of the development to on Dove Street , contrary to local plan policies BCS10 , DM33 and DM35. Further details incorporated into the report.

BCC Land Contamination have been consulted and have commented as follows:
Octavius Hunt factory operates under a Hazardous Substance Consent.

The proposed development is sensitive to contamination and situated adjacent to a premises which has been present since c1870 which was a match factory, presently the same company are still present on the site but specialise in smoke products such as insecticides and fungicides. The applicants need to demonstrate the proposed development is suitable for use and there are no residual risks from contamination, this may be best achieved post demolition but prior to construction (if the applicants want to investigate post demolition we can reword the conditions if required). Standard conditions B11 B12 B13 and C1 should be applied to any future planning consent.

BCC City Design Group have commented as follows:
BCC City Design have raised concerns on design grounds due to poor contextual relationship, layout, height, scale and massing, design and elevation treatment, amenity impact on residents of Cowper Street contrary to local plan design policies. Further details incorporated into the report.

BCC Nature Conservation Officer has commented:
No objections raised, subject to conditions.

BCC Archaeology have commented;
No objections raised - no archaeology work required here.

EXTERNAL CONSULTEES

The Coal Authority have been consulted and have raised no objections.

Avon and Somerset Fire Authority have been consulted and have raised no objections.

The Health and Safety Executive have been consulted and have raised no objections.

RELEVANT POLICIES

National Planning Policy Framework – July 2018
Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2015.

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

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KEY ISSUES

(1) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

i) Loss of existing uses

The site is currently vacant and in a state of disrepair. The submissions clarify that the last use of the two storey building fronting Church Road was as a car parts retailer, with ancillary residential accommodation above. The yards to the rear of this building, extending along Dove Lane to the boundary with the Octavius Hunt industrial site were formerly used as storage, which would generally fall under a B8 use class. There is a lack of evidence as to whether the site comprised a single planning unit or operated as separate uses. A previous application for mixed use commercial/residential development on the site was refused in 2016, on grounds including unjustified loss of employment land.

The proposals would retain an active ground floor use that would contribute to the commercial character and interest of Church Road. The storage uses extending along Dove Lane would be replaced with residential development and ancillary garages.

Policy BCS8 states that employment land (including B8 uses) outside of the Principle Industrial and Warehousing Areas should be retained where it makes a valuable contribution to the economy and employment opportunities.

DM12 further states that employment sites should be retained unless-

- i. There is no demand for employment uses; or
- ii. Continued employment use would have an unacceptable impact on the environmental quality of the surrounding area; or
- iii. A net reduction in floorspace is necessary to improve the existing premises; or
- iv. It is to be used for industrial or commercial training purposes.

The applicant has disputed that the site is valuable employment land given the period of dereliction and disuse of the site and contended that (the existing storage type uses) ... "are a type of use the council should be seeking to remove from a dense urban area with high housing need and that "the high quality of a new and purpose built business unit would be more valuable in terms of its contribution to employment in the area than a derelict car breakers yard."

In terms of DM12 criteria i), the site has not been marketed since the previous refused application and as such it has not been demonstrated that there is no demand for the employment land within the site. Officers acknowledge that the unallocated semi-derelict employment site is currently not making a contribution to the local economy and employment opportunities, however the discontinuance of the former use appears due to the intention of the site owner/s. Some concerns have been expressed on this point to the applicant (as it is possible that an alternative employment type use may be sustainable on this site), however the policy wording allows for other justifications for loss of employment land in the absence of marketing evidence of lack of demand.

Criterion ii) of DM12 allows for employment land to be replaced by other land uses if continued employment use of the site would have an unacceptable impact on the environmental quality of the surrounding area. In terms of determining whether continuing employment use would have an unacceptable impact on the environmental quality of the surrounding area, the policy wording confirms -

"As a means of assessing whether unacceptable impacts are being caused, regard will be had to substantiated complaints made to the council's Pollution Control team. Proposals will be expected to demonstrate that the site would continue to have unacceptable environmental effects even if

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reasonable efforts could be employed to reduce the environmental impacts of the existing use to an acceptable level. "

The Pollution Control officer has confirmed that there have been no complaints about the site since 2010, and that these related to bonfires. Whilst reasonable efforts could be employed in the future to reduce any environmental impacts of any employment use to an acceptable level, officers acknowledge that activities across the site are historically unrestricted by any planning permission in terms of hours, servicing and deliveries. It is further acknowledged that B2 and B8 uses can create odour, noise and disturbance and as such there is nothing to stop other similar employment uses from occupying the space which could result in adverse amenity impacts on nearby residents. The site is in close proximity to housing on Cowper Street, with rear gardens abutting the eastern site boundary.

Taking these matters into account, and on balance, no objections are raised to the loss of employment land represented by the application. The loss of the employment land within the site would not significantly conflict with the aims and objectives of Policy BCS8 or DM12 of the local plan.

ii) Principle of mixed use commercial/residential use.

The development would be located within an existing mixed use area that includes flatted high and low rise apartment blocks, Victorian terraced housing, and retail, commercial and industrial uses in some proximity to each other. Redevelopment of the site as a mixed use commercial/residential scheme would accord with the thrust of local plan policy BCS3, which confirms that social, economic and physical regeneration will be promoted in the Inner East with the purpose of creating mixed, balanced and sustainable communities. The ground floor commercial unit would preserve an active frontage onto Church Road and contribute to economic regeneration of the area.

Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas to contribute towards accommodating a growing number of people and households in the city. Between 2006 and 2026, 30,600 new homes will be provided in Bristol. The policy further states that the development of new homes will primarily be on previously developed sites across the city.

Policy BCS18 supports a neighbourhood with a mix of housing tenures, types and sizes to meet the changing needs and aspirations of its residents. Whilst all of the residential units are proposed as C3 dwellings (which allows for occupation by a single person or family or for groups of up to six persons living together as a single household.) it is noted that the site is not covered by any Article Four restriction of change of use from C3 to C4 (House in Multiple Occupation).

The development as a whole contains a mix of units in terms of size and type. Census data suggests that the Easton ward comprises approximately 77%houses/ 22% flats, with 15% 1 bedroom properties, 42% 2bedroom properties and 42 % three bedrooms. On this basis no objections are raised to the mix of housing proposed as the scheme would not create or contribute to local imbalance of housing type or size.

In terms of whether the development is appropriate in quantum and density, Policy BCS20 confirms that development should maximise opportunities to re-use previously developed land. Whilst the proposals would incorporate residential redevelopment of an existing brownfield site and bring it back into use, BCS20 instructs that the appropriate density for any individual site will be informed by:

- The characteristics of the site;
- The local context;
- Its current and future level of accessibility by walking, cycling and public transport to a range of employment, services and facilities;

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- The opportunity for a mix of uses across the site;
 - The need to provide an appropriate mix of housing to meet the community's needs and demands; and
 - The need to achieve high quality, well designed environments.
- These issues are examined in the Key Issues below.

(2) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS HIGHWAY SAFETY, TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 and Policy DM23 require that development does not give rise to unacceptable and/or unsafe highway impacts. Development should be designed and located to ensure the provision of safe streets. With regards to parking and servicing, development proposals should provide an appropriate level of safe, secure, accessible and usable provision having regard to the Council's parking standards.

Policies DM27, DM28 and DM32 together deal with scheme layout, public realm and recycling and refuse provision. Policy DM27 expects that the layout and form of buildings and streets should contribute to the creation of healthy, safe and sustainable places. The NPPF requires that safe and suitable access to a site can be achieved for all users and confirms that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Transport Development Management (TDM) have raised serious concerns about the development due to highway safety issues, primarily associated with pedestrian safety along the Dove Lane frontage. Third parties have also raised highway safety issues in objection to the development, emphasising the continued importance of unobstructed access to the Octavius Hunt industrial site for business needs and emergency vehicles. In addition, parking impacts are of concern to businesses and local residents given that the development could provide accommodation for at least 26 residents, in an area with traffic restrictions in the vicinity of the site and along Church Road and limited availability of on street parking spaces.

Whilst a residential development on the site is acceptable in principle from a transport and highways perspective in terms of sustainable location, refusal is recommended due to the scheme proposing unsafe pedestrian access to the proposed dwellings and apartments.

The Highways officer has confirmed that the Manual for Streets advises minimum unobstructed width for pedestrians should generally be 2m. BCC Highways Team allows for a minimum standard footway width of 1.8m; this allows for two way pedestrian movement as well as sufficient space for a wheelchair user. The plans indicate that the Dove Lane elevation of the building would be set back from the pavement edge by some .45m - 1.4m. This pavement footway would run along the Dove Lane frontage, narrowing outside of the family housing close to the vehicular entrance to the Octavius Hunt industrial site.

Dove Lane is a cul-de-sac which also has industrial movements with larger vehicles using the lane, as well as cars accessing parking at the rear of Church Road and Moorfield House. This in addition to a loading bay situated on the opposite side of the Dove Lane carriageway effectively narrows the useable width of the road, further endangering pedestrians should insufficient footway width be provided. It has been confirmed by the occupiers of the industrial unit the loading bay is frequently used and forklifts regularly travel between the loading bay and the site. Officers have witnessed forklift movements between the Octavius Hunt site and the main loading bay on Dove Lane and vehicular movements into and out of the Octavius Hunt site which includes car parking areas for visitors and employees.

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Given the proposed development consists of family units, it can be expected users of a buggy and young children could utilise the footway. With the intensification of pedestrian use along this side of Dove Lane associated with the development of at least 26 residents, the proposed width of the footway creates a highway safety concern for the reasons outlined above. If the development were to be approved with this insufficient width vulnerable users could be forced into the carriageway at a location with frequent industrial traffic movement.

Concerns are expressed with regard to pedestrian visibility for vehicles emerging from the garages and we would ordinarily expect pedestrian visibility splays. Given the unacceptable nature of the footway these were not requested.

Overall, refusal of the application on highway safety grounds recommended as the proposal fails to provide safe and suitable access to the site, contrary to Policies BCS10, DM23 and Chapter 9 of the NPPF.

Servicing

The retail unit would require servicing from the shared loading bay on Dove Lane, due to loading restrictions on Church Road. Given the modest scale of the unit no concerns are raised with this arrangement, although further details would be expected in event of any approval.

Parking

Third parties have referred to the limited availability of on street parking in the vicinity of the site, and expressed concerns that the proposals would lead to an unacceptable increase in demand for on street parking. Three off street carparking spaces are provide to serve the houses. TDM have raised no objections to the level of parking provided by the proposals, taking into account the wider accessibility of the site and its location along a major bus route.

Refuse and recycling provision is considered acceptable for each of the units.

(3) WOULD THE PROPOSAL HAVE ANY ADVERSE IMPACT ON THE AMENITY OF SURROUNDING DEVELOPMENT?

BCS21 provides a set of criteria for the assessment of design in new development. Proposals are expected to safeguard the amenity of existing development and deliver a high-quality environment for future occupiers. Policy DM29 states that new buildings should be designed to a high standard of quality, ensuring that existing and proposed development achieves appropriate levels of outlook, daylight and privacy.

i) Impact on existing residential development (Cowper Street)

Third party objections from residents of Cowper Street have included concerns about the impact of the proposed development on their residential amenity, particularly in terms of overlooking, overbearing and overshadowing. There are windows in the rear (west facing) elevations of these existing dwellings that overlook the application site.

The application site is currently occupied by a single storey structure/covered yard (maximum height 3m) at the common boundary with the rear gardens of 1 -2 Cowper Street and a pitched roof building (maximum height 6m) at the boundary with 3-4 Cowper Street. This building is experienced as a single storey building by residents of Cowper Street due to the roof slope and pitch.

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The proposed family houses would be sited between 3 and 4 metres away from the common boundary with these neighbouring properties. The rear elevations of the proposed houses would be between 11 and 13m away from the rear elevation of the facing houses on Cowper Street. The maximum height of the houses to the roof ridge is shown as 8m, with height to the parapet about 6m. The rear elevations of the proposed houses visible above the boundary walls would feature projecting timber clad oriel windows, with glazing on the southfacing side returns. As such, the façades presenting to residents of 1-4 Cowper Street would not include direct facing windows.

Concerns are expressed that the increased height, scale and massing of the houses proposed for the site would result in an increased sense of enclosure and adverse overbearing impact on the amenity of residents of 1-4 Cowper Street when seen from the rear gardens/yard and ground floor rooms. This oppressive impact would be exacerbated by the bleak featureless character of the rear elevations of the proposed houses.

The applicant has provided section drawings through the existing dwellings and sought to demonstrate that daylight and sunlight impacts on 1-4 Cowper Street as a result of the increased massing close to the shared boundary would be acceptable. Concerns are expressed that the proposed development would have a noticeable adverse impact on both daylight and sunlight levels for residents of 1-4 Cowper Street given the west facing orientation of these dwellings and the height and massing of the proposed houses.

Overlooking of the Cowper Street properties at first floor level is avoided due to the design and orientation of the first floor windows serving the proposed houses. Concern is however expressed that the third floor rooflights would allow for some overlooking from the upper floor bedrooms into the Cowper Street houses opposite.

Given the modest scale of the existing buildings on the site, existing privacy levels and absence of windows currently overlooking the affected gardens, it is considered that the adverse impacts identified above are unacceptable. The negative impacts identified are considered to conflict with local plan policies BCS21, DM27 and DM29, as well as the objectives of the NPPF that require a high standard of amenity for existing occupiers.

ii) Impact on 68-70 Church Road

The impact of the development on 68-70 Church Road adjacent to the site to the east has been considered. It is understood that these properties have been vacant since 2000 and are currently in poor condition. A separate planning proposal for redevelopment of this site (17/04071/F) is to be determined by members following determination of the current proposal. Assessment of the current scheme in terms of impact on 68-70 Church Road has accordingly considered two potential scenarios - a) 68-70 Church Road remaining undeveloped and b) the relationships between the sites in event that proposal 17/04071/F) is approved and implemented.

Scenario a) - 68-70 Church Road remains unaltered.

The terraced buildings of 68-70 Church Road are two storeys with shared outrigger extension to the rear with windows on the inner elevation of 68 Church Road at first floor facing the application site. It is possible that there are also windows at ground floor level but this has not been confirmed due to restricted access. The separation distance between these windows and the site boundary is some 2.5m. There is also an outrigger extension to the rear of 66 Church Road, with windows on the inner east facing elevation. Separation distances between the rear extensions of the respective properties are some 6.5m.

The proposed scheme would result in demolition of the two storey 66 Church Road and replacement with a three storey building to provide flatted residential units adjacent to the site boundary with 68-70 Church Road. The main impacts arising from the new apartment block would

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stem from the increased scale of the new building. It is acknowledged that 68-70 Church Road is currently uninhabited however, should consent not be forthcoming for redevelopment of that site it is possible that the units could be renovated and occupied again as residential units. A three storey development as proposed would impair the outlook from windows in the rear of 68-70 due to increased scale and proximity to the shared boundary.

The application building proposes window and door openings in the east facing elevation providing access to a first floor external terrace of some 19sq.m to serve one of the first floor flats. The terrace would run alongside the shared boundary with 68-70 Church Road some 2.5m away from the rear extension. Concerns are expressed at the potential for noise and disturbance arising from an external amenity area in this location due to close proximity to a residential use that could be reinstated. Overlooking issues would be resolved due to screening proposed along the terrace boundary.

Overall, should the application be approved and 68-70 Church Road remain unaltered, the negative impacts identified above are considered to conflict with local plan policies BCS21, DM27 and DM29, as well as the objectives of the NPPF that require a high standard of amenity for existing occupiers.

Scenario b) Application 17/04071/F for the redevelopment of 68-70 Church Road as a three storey building is approved and implemented.

Application 17/04071/F is for demolition of the existing building and erection of a three storey mixed use development with a commercial unit at ground floor and two residential flats above. The plans indicate it would extend some 11.5m deep into the site (taken from Church Road site boundary). Whilst windows are proposed in the rear elevation, potential intervisibility between future residents of both schemes would, on balance, be within acceptable parameters given that there is already a degree of intervisibility between these adjacent sites.

(4) WOULD THE PROPOSED DEVELOPMENT PROVIDE A HIGH QUALITY LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?

BCS21 and DM29 require that residential development should provide a high quality living environment for future occupiers. Internal space standards, outlook, sense of enclosure, privacy, sunlight and daylight levels, quality of the external amenity areas and the impact of the adjoining Octavius Hunt industrial site have all been considered.

Officers have serious concerns about the proposed living conditions for future occupiers, as set out below -

i) Space standards

Adopted Bristol Core Strategy Policy BCS18 requires that development should provide sufficient space for everyday activities and meet appropriate space standards.

Revised plans have been provided to address officer concerns with space standards and all flats and houses now meet internal space standards. It is noted however that each house would also be provided with two additional rooms at first floor level notated as family and study office room. Were the applications approved there would be nothing to prevent these rooms to be utilised as additional bedrooms.

ii) Outlook, sense of enclosure, privacy, sunlight and daylight levels

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Flats

All of the flats would be served by 2m high windows incorporating openable brise soleil panels and fixed glazed panels overlooking Church Road and Dove Lane. Outlook, sense of enclosure and sunlight and daylight levels are considered acceptable. Two of the flats would be provided with private external amenity areas. The first floor terrace would be less than ideal in terms of narrow depth and shaded aspect, however on balance, the external areas serving the flats are considered adequate in terms of amenity afforded for the respective units.

Houses

Serious concerns are expressed about the proposed living conditions for future occupiers of the family houses.

Outlook onto Dove Lane from the main lounge/ dining rooms at ground floor of the houses would be partially shaded due to the overhanging upper floors of the building. Future residents would be looking onto the Dove Lane roadway and access to Octavius Hunt factory site. Despite the setting back of the ground floor building line, the proximity to the Dove Lane roadway would result in a visually and environmentally poor setting for residential development, given the vehicular comings and goings to the Octavius Hunt industrial use adjacent. This is not considered ideal.

The outlook from the ground floor lounge of House 3 closest to the Octavius Hunt site would be significantly impaired due to the projecting building line of the nearest factory building some 3.5m away from the ground floor frontage of House 3. Daylight levels reaching the ground floor rooms are likely to be poor due to the aforementioned upper floor overhang and building line of Octavius Hunt.

The outlook from the rear of each house at ground floor level would be severely constrained and enclosed, given the 3m height of the rear garden boundary and limited depth of each garden. The garden to House 3 would be enclosed to the south by the adjoining retained Octavius Hunt building between 3 and 5m in height. The quality of these external amenity spaces is likely to be poor due to limited space and enclosure, with sunlight levels within the gardens restricted by the height and proximity of surrounding boundaries and development.

Outlook and daylight levels within the rear first floor rooms of the houses would also be poor, due to the oriel design, limited glazing and direction of outlook from the windows. Outlook from the upper floors of House 3 would also be impaired by the massing of the Octavius Hunt building opposite and industrial character in close proximity, including the visible presence of the working chimney stack, that is understood to serve an onsite incinerator.

Overall, it is considered that the houses would provide an oppressive and poor quality environment for future occupiers due to impaired daylight and outlook and the suitability of such housing for families is particularly questioned.

ii) Proximity to Octavius Hunt Industrial site.

Policy BCS23 states that in locating and designing development, account should be taken of the impact of existing sources of noise or other pollutions on the new development. The policy instructs that new development sensitive to pollution will not be appropriate where existing sources of noise or other pollution cannot be satisfactorily mitigated.

Policy DM35 states that noise-sensitive development in locations likely to be affected by existing sources of noise such as busy roads, and industrial/commercial developments, will be expected to provide an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers

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Third parties have objected to the proposals due to the proximity of the site to the Octavius Hunt site. Local residents have referred to ongoing issues with odour in the factory vicinity and the company have also referred to noise and odour arising from their operations that may impact on the amenity of future residents.

The case officer report for the previous application 16/01852/F confirmed as follows -

The proximity of the housing fronting Dove Street to the Octavius Hunt factory is also of concern on amenity grounds. Local residents have referred to noise and odour from this site, and sulphurous odour was noticeable at officer site visit. The applicant has not provided an air quality assessment with the application and has referred to previous correspondence with BCC Air Quality officers confirming that an assessment of the impacts of the existing air quality on future residential receptors would not be required, due to recent monitoring data along Church Road indicating that the annual objective for NO₂ is being met in this location.

Notwithstanding this advice, BCC Pollution Control have confirmed that there is a history of complaints regarding noise and odour from Octavius Hunt either regarding noise from an alarm or a chemical smell, with most recent complaints received in January of this year. It is understood that the premises has been monitored but no odour nuisance has been established.

The development proposes sleeping accommodation in close proximity to the chimney at Octavius Hunt and the suitability of this area of the site for residential accommodation is questionable, given that no evidence has been provided on air quality and emissions from the nearby factory. The applicant is advised to address this issue in submissions for any further residential scheme on this site.

This issue contributed to the reason for refusal on amenity grounds of 16/01852/F, which included failure to demonstrate a high quality living environment would be provided for future residents given the proximity to the factory site.

As part of the consideration of the current application, the Council's Pollution Control Officer confirmed -

Bristol City Council has previously received complaints regarding noise and odour from the nearby Octavius Hunt premises. This site is nearer to Octavius Hunt than existing residential properties. The site is also adjacent to the busy Church Road, there are other commercial units nearby and an electricity substation between the two sites.

Whilst any noise issues should be able to be resolved through suitable sound insulation of the proposed development following an acoustic report (see condition 1 below) odour from the processes carried out at Octavius Hunt are likely to be more difficult to mitigate against. I would therefore like to see information in the application to show that odour from the Octavius Hunt will not cause nuisance to the occupiers of the proposed development.

The applicant has referred to informal discussions with the Air Quality Officer confirming that an air quality assessment was not required. The Air Quality Officer has confirmed that that the application should demonstrate that the processes taking place at the Octavius Hunt factory are compatible with residential use in the proximities proposed. The applicant has not provided reports from a suitably qualified person on odour/air quality at the site or the local noise environment to accompany the current application. The LPA therefore has no means of assessing whether mitigation measures are required or indeed possible to ensure the suitability of the site for residential use.

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To conclude on this issue, the application fails to demonstrate that a high quality living environment will be provided for future occupiers due to the following impacts -

- poor outlook and daylight levels, loss of privacy from overlooking
- enclosed and cramped external amenity areas to serve the houses
- failure to demonstrate that the odour and noise environment in the vicinity of the site would be compatible with the layout and siting of the residential accommodation.

As such, the proposals are considered contrary to local plan policies BCS18, BCSS21, BCS23, DM27, DM29, DM33 and DM35.

5) IS THE DESIGN OF THE PROPOSED DEVELOPMENT ACCEPTABLE ?

Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development.

Policies DM26-29 of the Site Allocations & Development Management Policies require development to contribute to the character and distinctiveness of an area through its layout, form, public realm and building design. DM26 expects developments to contribute towards local character and distinctiveness by restoring the local pattern and grain of development, responding appropriately to the height, scale, massing, shape, form, and proportion of existing buildings, building lines and set-backs from the street, as well as reflecting locally characteristic architectural styles, patterns and features. DM29 requires new buildings to be of high quality adaptable design, incorporating well proportioned elevations with high quality detailing and durable attractive materials that contribute positively to the character of the area.

Previous application 16/01852/F was refused for four reasons including design grounds. The previous design reason for refusal is reproduced for reference -

The proposed development, by virtue of its height, scale, massing, form, plot coverage and overall design would fail to respond to its local context and streetscene and would appear as an incongruous and overscaled form of development that would not contribute positively to the area's character and identity. The development would also prejudice development opportunities on neighbouring sites due to its height and bulk. The scheme would therefore be contrary to BCS21 of the Core Strategy 2011 and DM26, DM27 and DM29 of Site Allocations and Development Management Policies 2014.

Officers consider that the previous reason for refusal on design grounds has not been overcome by the current scheme. The current proposal has reduced the height scale and massing of the building from 4 to 3 storeys. The applicants contended that the design is appropriate in a varied context, taking into account the fact that the surrounding area of Church Road is made up of a variety of building heights, ages and styles, with fundamental and traditional character of this area 3 storey buildings typical of an inner urban area of a major city.

Officers acknowledge that whilst there are taller buildings in the area, including along Church Road the traditional two storey form and character of the site responds well to Victorian terracing on Cowper Street and the Octavious Hunt factory buildings nearby. The taller residential development of 56- 62 Church Road on the opposite side of Dove Lane is set back within its site, surrounded by landscaped open space and softened by mature trees.

At three storeys in height, the proposed building would appear incongruous and visually over-dominant against its two storey neighbouring terrace of 68 - 70 Church Road. It is acknowledged that a planning application for a three storey redevelopment of that site is pending determination

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however, even if consent were granted for that scheme, there is no certainty that any consent would be implemented. As such, the starting point for assessment is the form and character of existing surrounding development.

The height, plot coverage and horizontal emphasis of the new building is considered at odds with surrounding buildings. The scale, horizontal form and massing of the scheme would provide a poor response to the local character of this part of Church Road, given the local grain, prevailing character and immediate setting of the site, which is traditionally two storey form.

The massing of the scheme along Dove Street would appear excessive, overbearing and overdominant in height and scale, given the narrow width of this street, minimal footway around the site and extent of plot coverage. The development would prejudice development opportunities on the neighbouring site due to its proximity, height and bulk and site coverage.

The fenestration to the upper floor flatted elements fails to respond as a cohesive design aligning with ground floor openings or the adjacent houses. The incorporation of glazed balcony along Dove Street is also considered incongruous in terms of detailing across this street elevation. The provision of shuttered garages and siting of the houses along Dove Street in close proximity to the factory entrance would fail to contribute positively to the Dove Street scene.

The materials proposed are considered acceptable, taking into account the varied palette of surrounding development onto Church Road that includes rendered elevations and timber cladding.

Overall, the scale, massing, form and character of the development would not address the local grain of development or assimilate sympathetically with the local streetscene or provide an appropriate and high quality contribution to the character, appearance and identity of the area contrary to policies BCS21, DM26, DM27 and DM29. The application is recommended for refusal on these grounds.

(6) WOULD THE DEVELOPMENT IMPINGE ON THE DEVELOPMENT POTENTIAL OF ADJOINING SITES OR THE VIABILITY OF ADJACENT LAND USES?

i) Impact on the development potential of 68-70 Church Road.

DM27 expects that proposals should not prejudice existing and future development potential of adjoining sites. Development should provide a coherent, interconnected and integrated built form that relates to its immediate context. Where development potential of adjoining sites reasonably exists, including on sites with different ownerships, development will be expected to either progress with a comprehensive scheme or by means of layout and form enable a co-ordinated approach to be adopted towards future development.

The application has been submitted as a separate application to the concurrent application pending determination at 68-70 Church Road under 17/04072/F. Development of the two sites is not progressing as a single comprehensive scheme. The layout, form and increased massing of the proposal could impair the development potential of 68-70 Church Road, as any future development of these buildings would be need to respond to a more challenging and restricted physical environment represented by the greater massing of the proposed new building in tight proximity to the site boundary.

As such, conflict on this point is identified against local plan policy DM27.

ii) Impact on Octavius Hunt industrial site.

DM33 concerns pollution control and confirms that in areas of existing noise and other types of pollution, new development sensitive to the effects of that pollution is unlikely to be permitted where the presence of that sensitive development could threaten the ongoing viability of existing uses that

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are considered desirable for reasons of economic or wider social need through the operation of undue operational constraints.

The NPPF instructs that planning decisions should ensure that new development is appropriate for its location and that new development can be integrated effectively with existing businesses. Existing businesses should not have unreasonable restrictions placed on them as a result of development permitted after they were established. The expectation is that where the operation of an existing business could have a significant adverse effect on new development, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.

Representations from Octavius Hunt have expressed concerns that the development could result in increased complaints about the established operations taking place on the site. Whilst there are residential uses nearby, the proposal would be closer to the factory site than any of the existing housing in the vicinity. The application does not confirm the nature of emissions from the Octavius Hunt site or identify any necessary mitigation required to ensure an acceptable living environment. As such, the LPA has little certainty that future residents would not be affected by odour or noise from factory that could lead to increased future complaints to the council.

The pollution control officer has expressed concerns on these points. In the absence of information demonstrating that the proposal is suitable for its location and unlikely to lead to increased complaints to the council that could impinge upon the ongoing operation of Octavius Hunt, conflict on this issue is identified against local plan policies DM33 , DM35 and the NPPF.

(7) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF GROUND CONTAMINATION?

The land contamination officer has confirmed that further information would be required in event of approval of the application to demonstrate the proposed development is suitable for use and there are no residual risks from contamination. Standard conditions B11 B12 B13 and C1 should be applied to any future planning consent.

COAL RISK

The site lies within a High Risk Zone, and as such the Coal Authority have been consulted with a Coal Mining Risk Assessment. The Coal Authority have commented that the conclusions are sufficient for the purposes of the planning system, and have not objected to the development.

(8) DOES THE PROPOSED DEVELOPMENT ADOPT AN APPROPRIATE APPROACH TO SUSTAINABLE DESIGN AND CONSTRUCTION?

Policies BCS13-15 concern climate change and sustainable design, energy and construction. The policies require development to contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions. They require development in Bristol to include measures that reduce carbon emissions from residual energy use by at least 20%.

The Energy and Sustainability Statement submitted with the application demonstrates that through the use of PV panels across the development, a carbon dioxide saving of 22.5% can be achieved, which aligns with the policy requirement. The Planning statement includes reference to PV panels, although none are rendered on plan. A condition would be imposed to require this provision to be provided and maintained in the event of an approval.

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(9) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF FIRE SAFETY?

Avon Fire Service have been consulted and confirmed that the development would maintain access for the fire service to the adjacent Octavius Hunt factory site in event of an emergency.

Responsibility for ensuring the future fire safety of the development would be covered by the Building Control regime . The developer would choose to commission either local authority building control, or 'approved inspectors'. These bodies will first advise on whether plans meet fire safety legislation and guidance and signify approval of the plans if appropriate. They would then make statutory and routine inspections to check that development is completed in line with the requirements of the Building Regulations.

(10) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF FLOOD RISK?

Policy BCS15 states that sustainable design and construction will be integral to new development in Bristol. As part of this, development should address conserving water resources and minimising vulnerability to flooding. The site is located with Flood Zone 1, an area identified at low risk of flooding arising. A detailed Sustainable Urban Drainage Strategy condition would be recommended for any future approval on this site.

(11) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF NATURE CONSERVATION?

Policy DM19 states that any development which would be likely to have any impact upon habitats, species or features which contributes to nature conservation should be designed (as practicably as possible) to avoid any harm. The nature conservation officer has requested that in event of approval conditions are applied with respect to the provision of a living roof and advisory note should be provided regarding the legal protection of bats , confirming that If bats are encountered all demolition or construction work should cease and the Bat Conservation Trust should be consulted for advice. An advisory note is also recommended regarding nesting bird protection.

CONCLUSION AND PLANNING BALANCE

When determining planning applications the NPPF and policy DM1 requires a positive approach to be taken that reflects the presumption in favour of sustainable development. Officers have sought revision of the scheme to reflect identified concerns but the applicants have asked that the proposals be determined on their merits.

The application fails to satisfactorily address highways safety, amenity, design and the nature of surrounding industrial development. These issues individually and cumulatively act to significantly and demonstrably outweigh the potential benefits associated with the development, such as the contribution to the housing supply and regeneration of an eyesore site. The proposal therefore has not been found to represent sustainable development and is recommended to be refused.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of the proposal in relation to the Equalities Act 2010 in terms of 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 that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposal. 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.

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COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £46,968.75

RECOMMENDED REFUSE

The following reason(s) for refusal are associated with this decision:

Reason(s)

1. The proposed development would fail to provide a safe and sufficient pavement width on Dove Lane. This would endanger pedestrians using the pavement in the vicinity of the site, in a location with vehicular movements associated with the Octavius Hunt factory site. As such, the development is considered unacceptable on highway safety grounds, contrary to local plan policies BCS10 and BCS21 of the Core Strategy 2011, DM23 of the Site Allocations and Development Management Policies 2014 and the NPPF.
2. The proposed development, by virtue of the height, scale, massing and proximity of the houses proposed fronting Dove Lane would result in a bleak, over dominant and overbearing increased sense of enclosure for residents of 1-4 Cowper Street. The development would allow for unacceptable overlooking into the rear elevations and rear gardens of 1-4 Cowper Street from roof level windows and restrict daylight and sunlight experienced by residents of 1-4 Cowper Street. The development would also overbear 68 Church Road and impair outlook from windows within that property facing the development. As such, the development would fail to safeguard the amenity of existing residential development, contrary to local plan policies BCS21 of the Core Strategy 2011, DM27 and DM29 of the Site Allocations and Development Management Policies 2014 and the NPPF.
3. The proposed development, by virtue of restricted outlook, sense of enclosure, restricted daylight levels, proximity to the adjacent industrial premises and overbearing height of the rear garden boundaries of the houses would provide an overdeveloped, oppressive and poor quality living environment for future residents. In addition, insufficient information has been provided to demonstrate that any existing sources of noise or odour from sources in the site vicinity (Octavius Hunt premises) can be suitably mitigated and would not adversely affect the health, wellbeing and residential amenity of future residents. As such the development fails to demonstrate that it would provide a high quality environment for future residents, contrary to local plan policies BCS20, BCS21, BCS23 of the Core Strategy 2011, DM14, DM27, DM29, DM33, DM34 and DM35 of the Site Allocations and Development Management Policies 2014 and the NPPF
4. The proposed development, by virtue of its height, scale, massing, form, plot coverage and overall design would fail to respond to its local context and street scene and would appear as an incongruous form of overdevelopment that would not contribute positively to the area's character and identity. The layout and form of the development would prejudice the existing and future development potential of the adjoining site at 68-70 Church Road and the potential for the area to achieve a coherent, interconnected and integrated built form. As such the development is considered contrary to local plan policies BCS20 and BCS21 of the Core Strategy 2011 and DM26, DM27 and DM29 of Site Allocations and Development Management Policies 2014 and the NPPF.

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5. Insufficient information has been provided to demonstrate that the development would not impinge upon or threaten the continued operation and viability of the adjacent established industrial site (Octavius Hunt premises). As such the development is considered contrary to local plan policies BCS23 of the Core Strategy 2011 and DM33, DM34 and DM35 of the of the Site Allocations and Development Management Policies 2014 and the NPPF.

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-

- P020H existing elevations, received 18 October 2018
- P010J existing floor plans, received 18 October 2018
- P003L existing site plan, received 18 October 2018
- P025E Existing aerials and visuals, received 18 October 2018
- P031S proposed site plan, received 18 October 2018
- P040W proposed elevations, received 18 October 2018
- P041T proposed elevations east, received 18 October 2018
- P042W proposed typical house, received 18 October 2018
- P043S proposed bin store, received 18 October 2018
- P045V proposed aerials and visuals, received 18 October 2018
- P046V proposed aerials and visuals, received 18 October 2018
- P030W proposed plans (ground, first and second floors), received 18 October 2018
- P047Q existing and proposed aerial views over Cowper Street, received 18 October 2018
- P050G existing and proposed long street elevations, received 18 October 2018
- P051F proposed vehicle tracking, received 18 October 2018
- P052E proposed vehicle tracking, received 18 October 2018
- P055E section through Cowper Street, received 18 October 2018
- P057C Existing sections through Cowper Street, received 18 October 2018
- P001A Site location plan, received 22 August 2017

Supporting Documents

3. 66 Church Road, Redfield, Bristol, BS5 9JY

1. Location plan
2. Existing site plan
3. Proposed site plan
4. Proposed plans (ground, first & second)
5. Proposed elevations
6. Proposed elevations (east elevation)
7. Photograph



1 **Location Plan**
1 : 1250

Rev	Date	Name	Description
A	25.02.2016	UY/UY	Titleblock notes altered



STUDIO YAQUB

Mr Paul Cockram,
Church Road / Dove
lane Development

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Location Plan

Project number	0135-02
Date	06.07.2015
Drawn by	UY
Checked by	UY
Scale@A4	As indicated

P001

Revision **A**



Party Wall Etc Act 1996
 The works indicated on these drawings may be within the provisions of the Act. It is the building owner's responsibility to serve the requisite notice(s) to adjoining owners and otherwise comply with the Act.

Listed Building Consent
 Any material changes to the building will require the submission and approval of the relevant statutory body.

Drainage
 All drainage is subject to Utility approval and must be in accordance with Building Regulations and all relevant standards. Accuracy of drainage locations cannot be confirmed and may require further investigation on site.

All manufacturers installation requirements are to be adhered with.

All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.


Responsibility is not accepted for errors made by others scaling from this drawing. All discrepancies should be reported to Studio Yaqub Limited.

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--- Foul Sewer (As Wessex Water Asset Map)

Area (As OS Indicates):
 411,212 m²
 4,426.25 SF
 0.1016 Acres
 0.0411 Hectares

Rev	Date	Name	Description
L	11.10.2018	UY/UY	Additional section added and notes altered
K	09.10.2018	UY/UY	Roof of units to south of site and substation amended and additional sections added
J	20.07.2018	UY/UY	Properties along Cowper Street amended
H	04.05.2017	UY/UY	Additional notes added on adjoining sites
G	29.02.2016	UY/UY	Minor updates to notation lines
F	25.02.2016	UY/UY	Building opposite Church Road added and notes updated, titleblock note updated.
E	23.02.2016	UY/UY	Scale indicated for A1 and A3
D	16.09.2015	UY	Plan and notes updated
C	14.08.2015	UY	Plan and notes updated
B	14.07.2015	UY	Notes updated
A	14.07.2015	UY	Plan modified following site visit



STUDIO YAQUB

Mr P Cockram, 66 Church Road, Redfield, Bristol, BS5 9JY

Existing Site Plan

Project number 0135-02

Date 06.07.2015

Drawn by UY

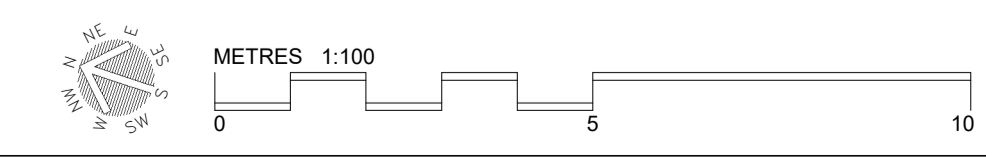
Checked by UY

Scale @A3 1:200 @A11 : 100

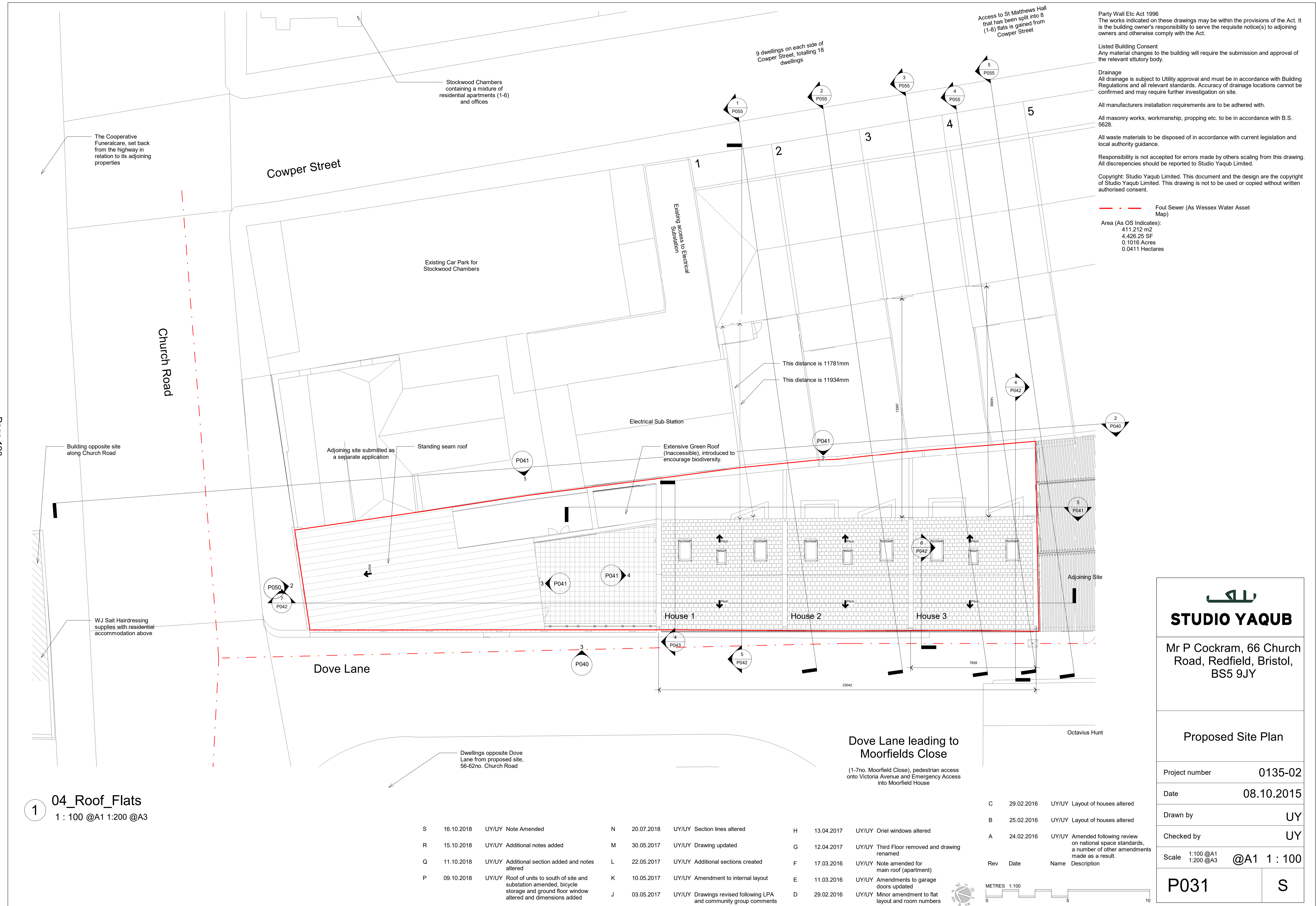
P003 **L**

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1 Existing Block Plan
 1 @A1 1:200 @A1



10/11/2018 4:04:27 PM



Party Wall Etc Act 1996
The works indicated on these drawings may be within the provisions of the Act. It is the building owner's responsibility to serve the requisite notice(s) to adjoining owners and otherwise comply with the Act.

Listed Building Consent
Any material changes to the building will require the submission and approval of the relevant statutory body.

Drainage
All drainage is subject to Utility approval and must be in accordance with Building Regulations and all relevant standards. Accuracy of drainage locations cannot be confirmed and may require further investigation on site.

All manufacturers installation requirements are to be adhered with.

All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.

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--- Foul Sewer (As Wessex Water Asset Map)

Area (As OS Indicates):
411.212 m2
4,426.25 SF
0.1016 Acres
0.0411 Hectares



STUDIO YAQUB

Mr P Cockram, 66 Church Road, Redfield, Bristol, BS5 9JY

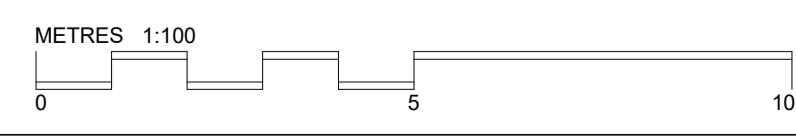
Proposed Site Plan

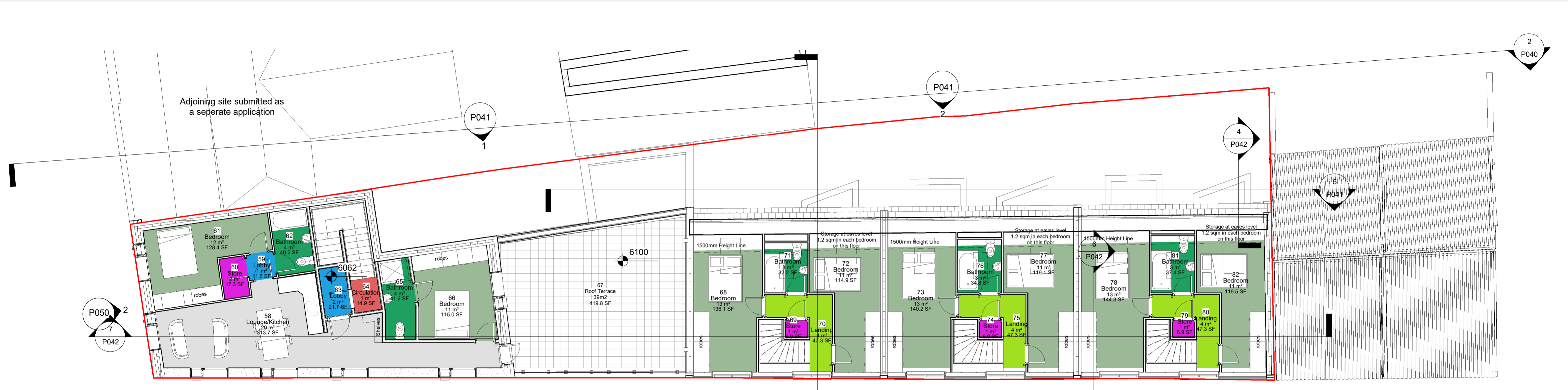
Project number	0135-02
Date	08.10.2015
Drawn by	UY
Checked by	UY
Scale	1:100 @A1 1:200 @A3 @A1 1:100
P031	S

1 04_Roof_Flats
1: 100 @A1 1:200 @A3

S	16.10.2018	UY/UY	Note Amended	N	20.07.2018	UY/UY	Section lines altered	H	13.04.2017	UY/UY	Oriel windows altered
R	15.10.2018	UY/UY	Additional notes added	M	30.05.2017	UY/UY	Drawing updated	G	12.04.2017	UY/UY	Third Floor removed and drawing renamed
Q	11.10.2018	UY/UY	Additional section added and notes altered	L	22.05.2017	UY/UY	Additional sections created	F	17.03.2016	UY/UY	Note amended for main roof (apartment)
P	09.10.2018	UY/UY	Roof of units to south of site and substation amended, bicycle storage and ground floor window altered and dimensions added	K	10.05.2017	UY/UY	Amendment to internal layout	E	11.03.2016	UY/UY	Amendments to garage doors updated
				J	03.05.2017	UY/UY	Drawings revised following LPA and community group comments	D	29.02.2016	UY/UY	Minor amendment to flat layout and room numbers

Rev	Date	Name	Description
C	29.02.2016	UY/UY	Layout of houses altered
B	25.02.2016	UY/UY	Layout of houses altered
A	24.02.2016	UY/UY	Amended following review on national space standards, a number of other amendments made as a result.

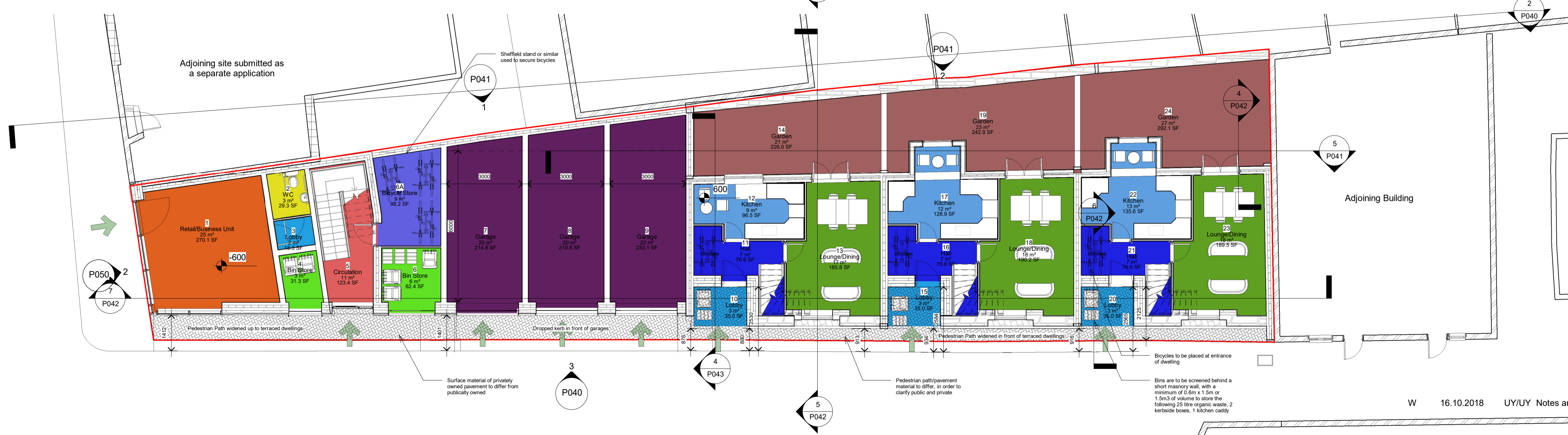




3 02_Second Floor_Flats
1: 100@A1 1:200 @A3



2 01_First Floor_Flats
1: 100@A1 1:200 @A3



1 00_Ground Floor - Proposed
1: 100@A1 1:200 @A3

Party Wall Etc Act 1996
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Rev	Date	Name	Description
V	15.10.2018	UY/UY	Notes added and ground floor window for townhouse altered
U	11.10.2018	UY/UY	Additional section added and notes altered
T	09.10.2018	UY/UY	Roof of units to south of site and substation amended, bicycle storage and ground floor window altered and dimensions added
S	20.07.2018	UY/UY	Section lines removed
R	30.05.2018	UY/UY	Bin storage altered
Q	29.05.2018	UY/UY	Bicycles amended
P	22.05.2018	UY/UY	Bin Store and bicycles amended
N	17.05.2018	UY/UY	Bin Store amended
M	21.06.2017	UY/UY	Additional bicycles added
L	22.05.2017	UY/UY	Pavement altered
K	11.05.2017	UY/UY	External path highlighted clearly and note added
J	10.05.2017	UY/UY	Amendment to internal layout
H	03.05.2017	UY/UY	Drawings revised following LPA and community group comments
G	13.04.2017	UY/UY	Oriel windows altered
F	12.04.2017	UY/UY	Amended to indicate preliminary internal spaces
E	11.03.2016	UY/UY	Amendments to garage doors altered
D	29.02.2016	UY/UY	Minor amendment to flat layout, house first floor and room numbers
C	29.02.2016	UY/UY	Internal layout amended
B	25.02.2016	UY/UY	Internal layout of houses altered, titleblock note updated
A	24.02.2016	UY/UY	Amended following review on national space standards, a number of other amendments made as a result.



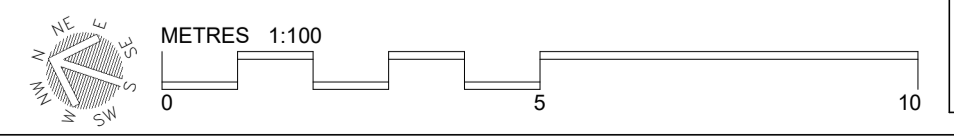
Mr P Cockram, 66 Church Road, Redfield, Bristol, BS5 9JY

Proposed Plans (Ground, First and Second)

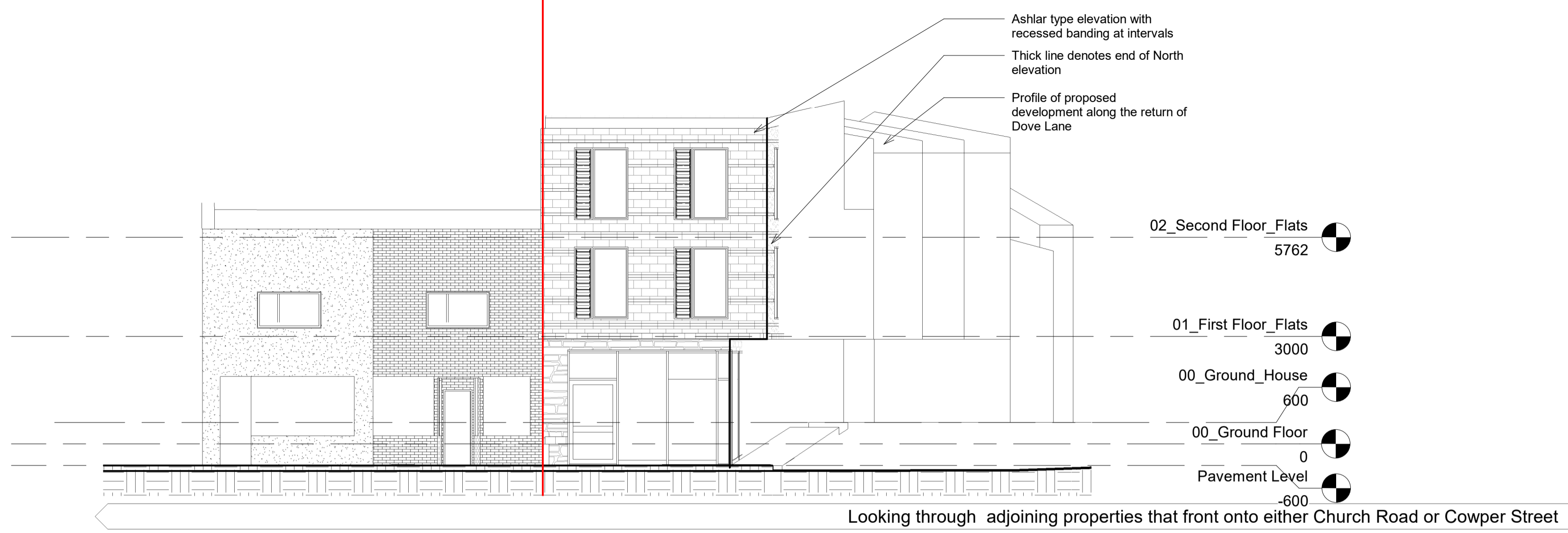
Project number	0135-02
Date	08.10.2015
Drawn by	UY
Checked by	UY
Scale	1:100 @A1 1:200 @A3

P030 W

W 16.10.2018 UY/UY Notes amended



Adjoining building along Church Road
 Properties along Church Road
 Properties along Dove Lane



1 North Elevation - Proposed
 1 : 100@A1 1:200 @A3



4 Example of Garage door
 NTS

Party Wall Etc Act 1996
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All manufacturers installation requirements are to be adhered with.

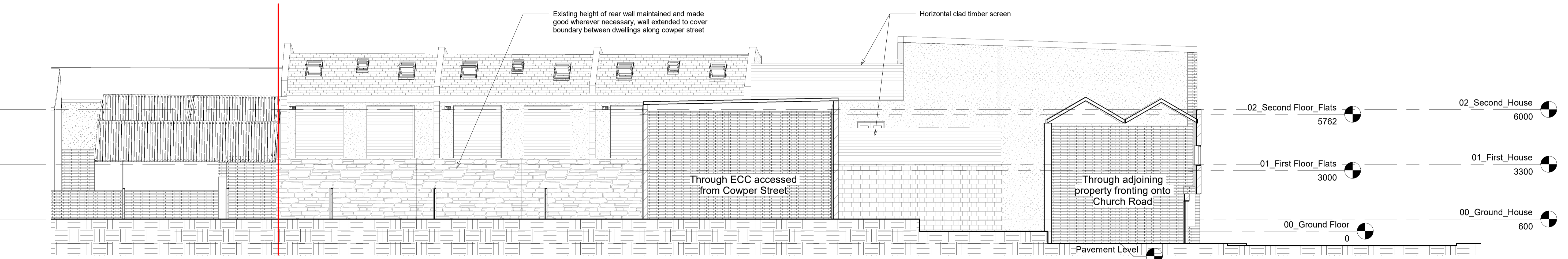
All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.

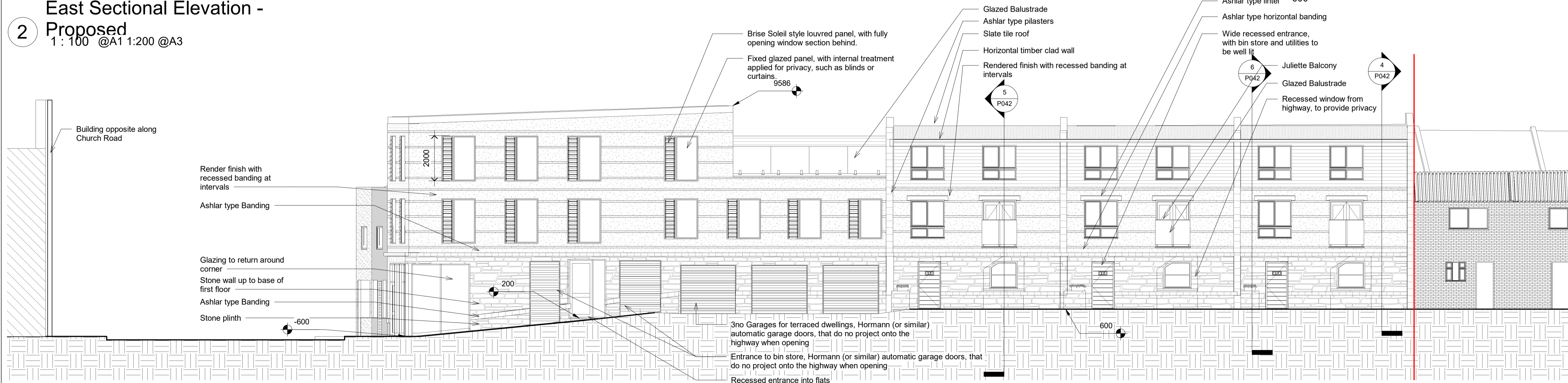
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2 East Sectional Elevation - Proposed
 1 : 100 @A1 1:200 @A3



3 West Elevation - Proposed
 1 : 100@A1 1:200 @A3

Rev	Date	By	Description	Rev	Date	By	Description	Rev	Date	By	Description
V	15.10.2018	UY/UY	Ground floor window to townhouse altered	R	30.05.2017	UY/UY	Amendment bin stores	L	13.04.2017	UY/UY	Oriel windows altered
U	11.10.2018	UY/UY	Additional section added and notes altered	Q	29.05.2017	UY/UY	Amendment garage area	K	12.04.2017	UY/UY	Rear elevation of houses amended
T	09.10.2018	UY/UY	Roof of units to south of site and substation amended, bicycle storage and ground floor window altered	P	22.05.2017	UY/UY	Amendment garage and bin area	J	08.12.2016	UY/UY	Amendments following review with Planning Consultant
W	31.10.2018	UY/UY	North elevation altered at the request of the case officer	N	10.05.2017	UY/UY	Amendment to internal layout	H	05.12.2016	UY/UY	Amendments following review with Planning Consultant
S	20.07.2017	UY/UY	Section lines removed	M	03.05.2017	UY/UY	Drawings revised following LPA and community group comments	G	01.12.2016	UY/UY	Amendments following review with Planning Consultant
								F	29.11.2016	UY/UY	Major amendments for Pre-App
								A	24.02.2016	UY/UY	Amended following review on national space standards, a number of other amendments made as a result.
								E	11.03.2016	UY/UY	Amendment to Garage doors
								D	29.02.2016	UY/UY	Minor amendment
								C	29.02.2016	UY/UY	House elevations amended
								B	25.02.2016	UY/UY	Extent of site indicated clearly. House elevations altered, bird and bee boxes added

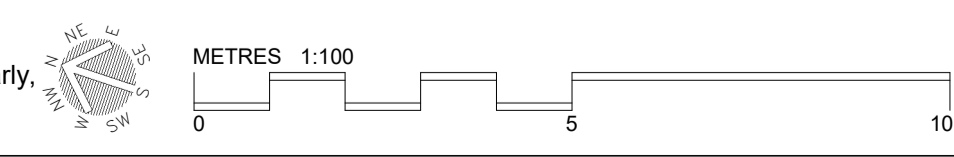


STUDIO YAQUB

Mr P Cockram, 66 Church Road, Redfield, Bristol, BS5 9JY

Proposed Elevations

Project number	0135-02
Date	09.10.2015
Drawn by	UY
Checked by	UY
Scale	1:100 @A1 1:200 @A3 @A1 1 : 100
P040	W



10/31/2018 3:41:22 PM

Party Wall Etc Act 1996
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All manufacturers installation requirements are to be adhered with.

All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.

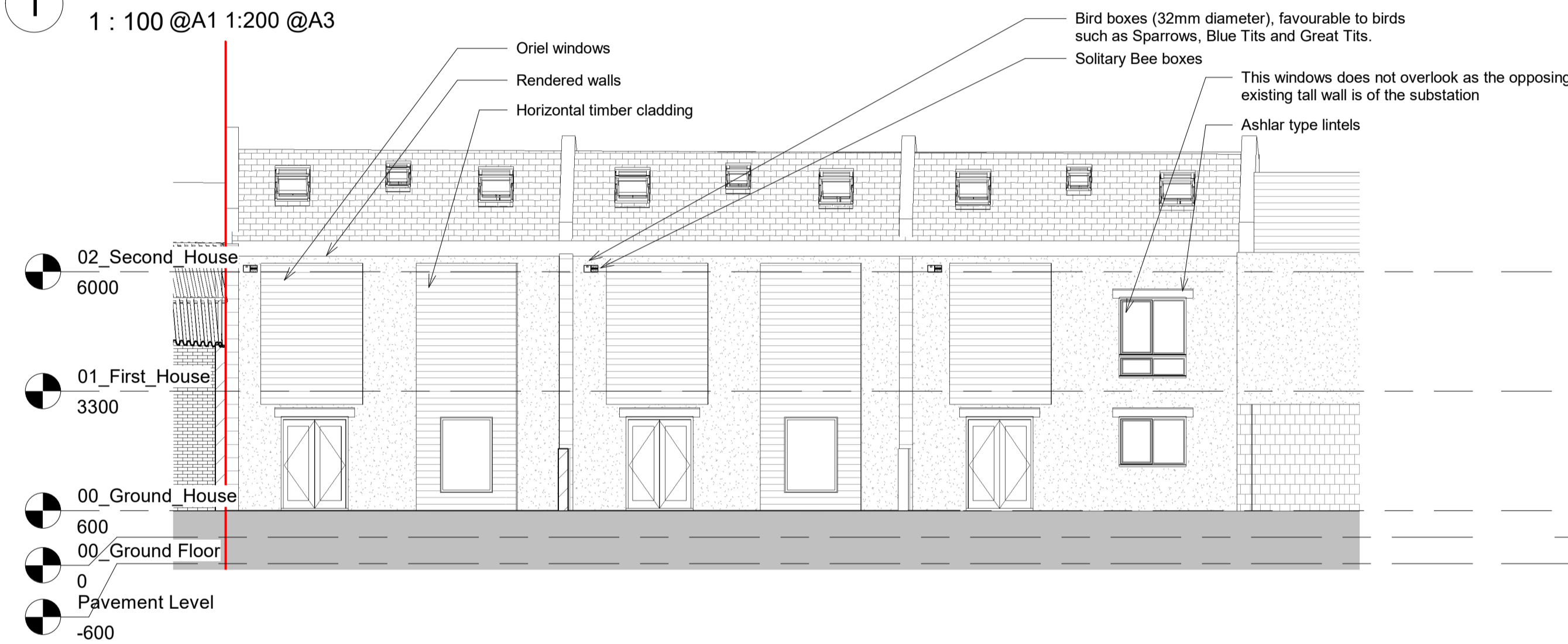
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1 East Elevation 1 - Proposed

1 : 100 @A1 1:200 @A3



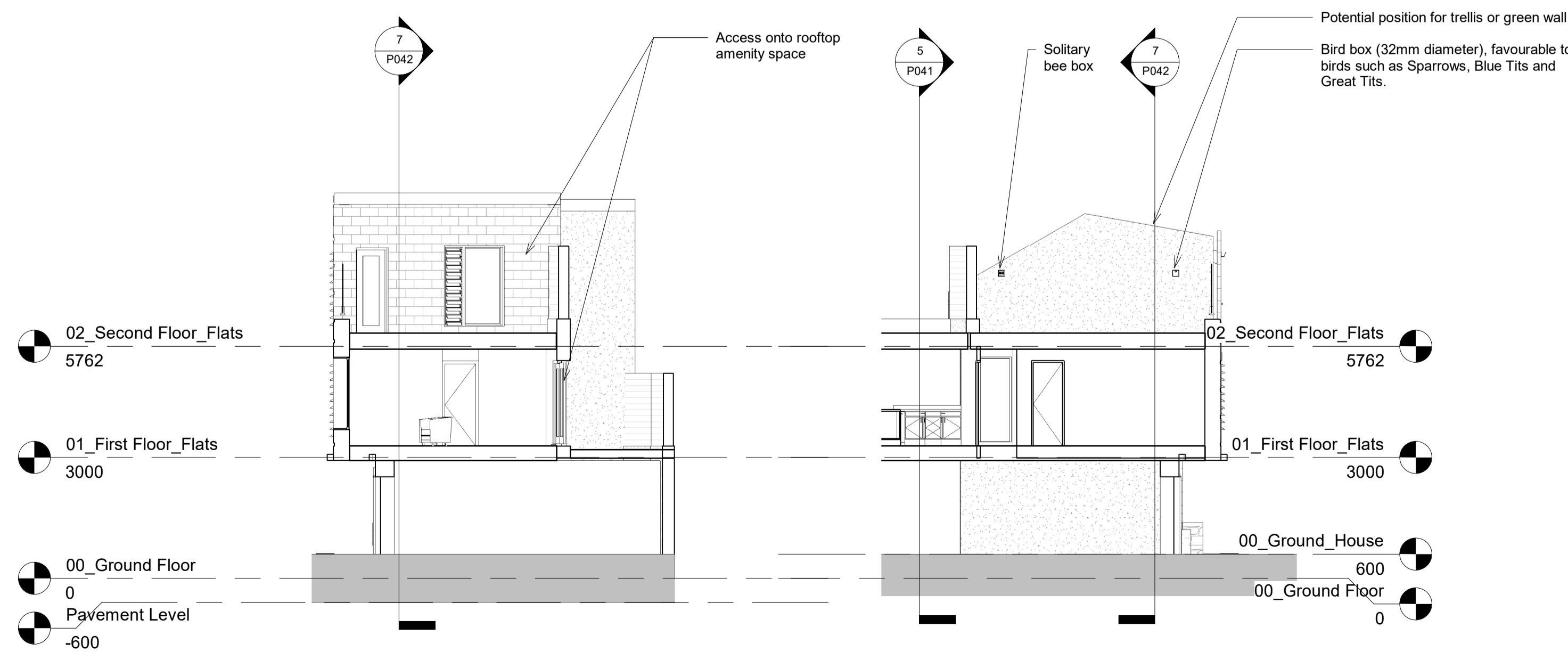
2 East Elevation 2 - Proposed

1 : 100 @A1 1:200 @A3



5 East Elevational Section

1 : 100 @A1 1:200 @A3



3 Sectional Elevation looking North

1 : 100 @A1 1:200 @A3


4 Sectional Elevational Looking South

1 : 100 @A1 1:200 @A3

Rev	Date	Name	Description
S	09.10.2018	UY/UY	Roof of units to south of site and substation amended, bicycle storage and ground floor window altered
R	20.07.2018	UY/UY	Section lines removed
Q	30.05.2017	UY/UY	Drawing updated
P	22.05.2017	UY/UY	Amendments to garage
N	10.05.2017	UY/UY	Amendment to internal and external layout
M	03.05.2017	UY/UY	Drawings revised following LPA and community group comments
L	13.04.2017	UY/UY	Oriel windows altered
K	12.04.2017	UY/UY	Rear elevation altered
J	08.12.2016	UY/UY	Amendments following review with Planning Consultant
H	05.12.2016	UY/UY	Amendments following review with Planning Consultant
G	01.12.2016	UY/UY	Amendments following review with Planning Consultant
F	29.11.2016	UY/UY	Major amendments for Pre-App
E	11.03.2016	UY/UY	Amendments made to garage doors
D	29.02.2016	UY/UY	Minor amendment
C	29.02.2016	UY/UY	House elevations altered
B	25.02.2016	UY/UY	House elevations altered, Roof of Apartments altered, Extent of site indicated clearly
A	24.02.2016	UY/UY	Amended following review on national space standards, a number of other amendments made as a result.

METRES 1:100





STUDIO YAQUB

Mr P Cockram, 66 Church Road, Redfield, Bristol, BS5 9JY

Proposed Elevations (East Elevation)

Project number	0135-02
Date	08.10.2015
Drawn by	UY
Checked by	UY
Scale	1:100 @A1 1:200 @A3 @A1 1:100
P041	T



Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

SUMMARY

The application seeks planning permission for the demolition of the existing building on the site and erection of a three storey building, to contain 2no three bedroom apartments on the first and second floors and a ground floor retail/commercial unit.

The key issues raised by the application include amenity, density and quality of the living environment for future occupiers, access and servicing, design and issues surrounding the compatibility of the development with adjacent land uses. Overall, the application is found to conflict with a number of development plan policies and is recommended for refusal.

The application is brought before the committee due to its proximity to the adjacent site at 66 Church Road, subject of a concurrent planning application for mixed use residential led development under reference 17/04072/F. That application is to be considered by members following a referral from Councillor Shah.

Nine representations have been received from third parties, comprising 2 objections, 3 support comments and four neutral comments. Objections are raised on grounds of insufficient parking capacity in the area and the impact of the development on residential amenity due to the height of the building and obstruction of sunlight. Councillor Pickersgill is supportive of the application.

Design officers have raised objections on grounds of overdevelopment of the site, space standards and the design response to local context in terms of form, character and design quality. There are unresolved concerns about unsatisfactory access and servicing raised by the highways team. BCC pollution control team have also raised concerns about lack of information on noise mitigation. The development is found to conflict with relevant local plan policies and the concerns are considered unable to be addressed by way of conditions. The applicant has not provided amended plans or further information to address these concerns and as such the development is recommended for refusal.

SITE DESCRIPTION

The red-lined site comprises the two derelict properties of 68-70 Church Road, in the Easton ward of the city. The site includes enclosed yards to the rear of each property. Application details confirm that the properties have been unoccupied since 2000 and were previously in use as commercial ground floor units, with residential accommodation above. The red-lined site also includes a narrow access strip leading between the site and Cowper Street. A two storey electricity substation lies directly adjacent to the southern site boundary. It is understood the access strip lies within the ownership of Western Power.

The property of 66 Church Road and its covered rear yard lies to the immediate west. To the east of the site is a car park providing parking for occupants of Stockwood Chambers, a converted church on the corner of Church Road and Cowper Street.

The site is not allocated within the Local Plan for any particular land use and is not located within a conservation area or in close proximity to any listed buildings. The Church Road secondary shopping frontage is also nearby but the site does not form a part of it. The surrounding area contains a mix of land uses and buildings, including commercial, residential and industrial uses. The site is close to the busy A420, with good public transport links and within walking distance of Lawrence Hill station and many bus stops.

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

RELEVANT HISTORY

15/04092/F Demolition of existing building and erection of four storey building comprising 2 x 2 bed and 4 x 1 bed flats.

Refused on design, amenity and noise grounds. The applicant chose not to appeal this decision.

ADJACENT SITE 66 Church Road

16/01852/F Demolition of existing buildings on site and erection of a four-storey building fronting Church Road, to contain four apartments and a ground floor retail unit, plus 4 x three-storey townhouses fronting Dove Lane.

Refused due to loss of employment land, unacceptable design and contextual response, harm to amenity of existing development on Cowper Street, harmful living environment for future occupiers of the development and highway safety grounds.

17/04072/F Demolition of existing buildings on site and erection of a three storey building fronting Church Road, to contain three apartments (Use Class C3) and a ground floor retail/business unit, plus 3 x three storey townhouses (Use Class C3) fronting Dove Lane.

Pending determination by planning committee (due to be determined at Development Control meeting 30.01.2018)

APPLICATION

Planning permission is sought for the demolition of the existing buildings on site and the erection of a three-storey building fronting Church Road, to contain 2 3bedroom apartments on the first and second floor and a ground floor retail/business unit.

The proposed building would occupy a rectangular footprint. It would be of a contemporary design with flat roof block form with window openings to the front and rear. Materials would be rubble stone with aluminium shopfront, ashlar stone front elevation, with rendered side elevation and render and timber finish to the rear.

Retail unit

The proposal would provide a retail unit of 71 sq.m at ground floor fronting Church Road. Refuse, recycling and cycle storage is proposed to be stored within the rear yard.

Residential units.

The new building would provide two 3 bedroom 6bedspace flats. A rear yard is proposed to provide external amenity space and refuse, recycling and cycle storage.

The application documents include a Statement of Consultation and Support from Planning Solutions Residents Group confirming their support for the proposals and that at the adjacent site of 66 Church Road. The statement has not been corroborated by the Planning Solutions group during the public consultation process - an update will be provided at the committee meeting.

RESPONSE TO PUBLICITY AND CONSULTATION

The application has been advertised by site notice. Neighbouring properties were consulted. 9 representations have been received, comprising of 2 objections, 4 representations of support and 2 neutral comments from Western Power.

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

Objections

The objections are focused on the lack of car parking provided and height of the proposed building. Car parking - main concerns are that the development would increase local demand for parking spaces with limited provision on Cowper Street and restrictions along Church Road.

Height of the proposed building- concerns that the building would restrict unacceptably reduce sunlight experienced by residents of Cowper Street.

Support

Councillor Pickersgill has commented -

As one of the local councillors whose ward this development is in, I am writing to support the current application. I am aware there has been a protracted process getting to this point and a number of concerns have been raised historically by officers to previous applications. The sites in question have been an eyesore and a blight of the Church Rd for some time, and local people are very keen for development to get started, as we have such a shortage of housing in the area.

I have been impressed by the way the architect and developer have engaged with the local Planning Group and councillors in a proactive manner, and have taken on board their comments in the design of the developments, adapting them considerably from the first draft. I have looked in detail at the plans and have no objections. I would like to formally support the application and would appreciate a discussion with yourselves if you have any ongoing concerns.

Neutral comments

Western Power

We would present no objection to the proposal so long as there was no interference with our substation and that the access pathway leading from Cowper Street is kept clear from any obstruction at all times. This access should be kept clear both once the project is completed and during construction, as access is required to the site at all times in case of emergency. Currently the applicant has no agreement for the use of our land within this scheme for access or any other purpose. Please note this against the application.

INTERNAL CONSULTEES (summarised by case officer)

Transport Development Management have commented as follows:-

Concerns raised about the accessibility and convenience of the refuse/recycling and cycle storage to the rear, given the restricted access. Clarification required on servicing and deliveries anticipated for the commercial unit, given the restrictions on Church Road in place since the previous commercial units on the site operated. Further details incorporated into the report.

BCC Pollution Control have commented as follows:-

Concerns raised due to insufficient information provided to demonstrate that the noise environment would be acceptable. Further details incorporated into the report.

BCC Land Contamination have been consulted and have commented as follows:

The applicants need to demonstrate the proposed development is suitable for use and there are no residual risks from contamination, this may be best achieved post demolition but prior to construction (if the applicants want to investigate post demolition we can reword the conditions if required). Standard conditions B11 B12 B13 and C1 should be applied to any future planning

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

consent.

BCC Air Quality have raised no objections to the proposals.

BCC City Design Group have commented as follows:

BCC City Design have raised concerns on design grounds due to poor contextual relationship, layout, height, scale and massing, design and elevation treatment, amenity impact on adjacent property, contrary to local plan design policies. Further details incorporated into the report.

EXTERNAL CONSULTTEES

The Coal Authority have commented as follows - no objections raised.

City Design Group has commented as follows:-

surgery item

RELEVANT POLICIES

National Planning Policy Framework – July 2018

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

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

KEY ISSUES

(1) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

i) Loss of existing uses

The buildings of 68 -70 Church Road were last in use as commercial units at ground floor with residential uses above. The replacement development would not comprise a change of use and no objections are raised on these grounds.

ii) Principle of mixed use commercial/residential use.

The development would be located within an existing mixed use area that includes flatted high and low rise apartment blocks, Victorian terraced housing, and retail, commercial and industrial uses in some proximity to each other. Redevelopment of the site as a mixed use commercial/residential scheme would accord with the thrust of local plan policy BCS3, which confirms that social, economic and physical regeneration will be promoted in the Inner East with the purpose of creating mixed, balanced and sustainable communities. The ground floor commercial unit would preserve an active frontage onto Church Road and contribute to economic regeneration of the area.

Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas to contribute towards accommodating a growing number of people and households in the city. Between 2006 and 2026, 30,600 new homes will be provided in Bristol. The policy further states that the development of new homes will primarily be on previously developed sites across the city.

Policy BCS18 supports a neighbourhood with a mix of housing tenures, types and sizes to meet the changing needs and aspirations of its residents. The development would provide housing for 12

Development Control Committee B – 30 January 2019**Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY**

residents in two three double bedroom flats. Census data suggests that the Easton ward comprises approximately 77%houses/ 22% flats, with 15% 1 bedroom properties, 42% 2bedroom properties and 42 % three bedrooms. On this basis no objections are raised to the mix of housing proposed as the scheme would not create or contribute to local imbalance of housing type or size. BCS18 also requires that proposals meet relevant space standards. Each of the flats proposed would provide 82sq.m of internal living space. Minimum national space standards require provision of 95sq.m. The shortfall of internal living space by 13sq.m would therefore fail to comply with national space standards and the development is therefore found to conflict with local plan policy BCS18.

In terms of whether the development is appropriate in quantum and density, Policy BCS20 confirms that development should maximise opportunities to re-use previously developed land. Whilst the proposals would incorporate residential redevelopment of an existing brownfield site and bring it back into use, BCS20 instructs that the appropriate density for any individual site will be informed by:

- The characteristics of the site;
- The local context;
- Its current and future level of accessibility by walking, cycling and public transport to a range of employment, services and facilities;
- The opportunity for a mix of uses across the site;
- The need to provide an appropriate mix of housing to meet the community's needs and demands; and
- The need to achieve high quality, well designed environments.

These issues are examined in the Key Issues below.

(2) WOULD THE PROPOSAL HAVE ANY ADVERSE IMPACT ON THE AMENITY OF SURROUNDING DEVELOPMENT?

BCS21 provides a set of criteria for the assessment of design in new development. Proposals are expected to safeguard the amenity of existing development and deliver a high-quality environment for future occupiers. Policy DM29 states that new buildings should be designed to a high quality, ensuring that existing and proposed development achieves appropriate levels of outlook, daylight and privacy.

i) Impact on 66 Church Road

The impact of the development on 66 Church Road adjacent to the site to the west has been considered. It is understood that this property has been vacant since 2000 and is in a derelict condition. A separate planning proposal for redevelopment of this site (17/04072/F) is to be determined by members at the Development Control committee meeting of 30.01.2019, prior to this item. Assessment of the current scheme in terms of impact on 66 Church Road has accordingly considered two potential scenarios - a) 66 Church Road remaining undeveloped and b) the relationships between the sites in event that proposal 17/04072/F) is approved and implemented.

Scenario a) - 66 Church Road remains unaltered.

The terraced property of 66 Church Road is two storeys with an outrigger extension to the rear with windows on the inner elevation facing the application site. It is possible that there are also windows at ground floor level but this has not been confirmed due to restricted access. Separation distances between the existing rear extensions of the respective properties are some 6.5m.

The proposed scheme would result in demolition of the existing buildings and replacement with a three storey building to provide flatted residential units. The depth of the building on the boundary with 66 Church Road would increase some 3.5m, with increased height to three storeys. The main impacts arising from the new apartment block would stem from the increased scale of the new

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

building and obstruction of outlook from 66 Church Road. It is acknowledged that 66 Church Road is currently derelict and uninhabited. However, should consent not be forthcoming for redevelopment of that site it is possible that the residential unit above could be renovated and occupied again. A three storey development as proposed for the site at 68-70 Church Road would unacceptably obstruct the outlook from windows in the rear of 66 due to increased scale and proximity to the shared boundary. As such, the development would harm the amenity of the adjacent site at 66 Church Road.

Overall, should the application be approved and 66 Church Road remain unaltered, the negative impacts identified above are considered to conflict with local plan policies BCS21, DM27 and DM29, as well as the objectives of the NPPF that require that development safeguards the amenity of existing development.

Scenario b) Application 17/04072/F for the redevelopment of 66 Church Road as a three storey building is approved and implemented.

Application 17/04072/F is for demolition of the existing building and erection of a three storey mixed use development with a commercial unit at ground floor and residential flats above, with houses extending along Dove Lane. Were both applications approved and implemented, the main impacts of the scheme on the development proposed at 66 Church Road relate to the amenity at internal boundaries. The external amenity spaces serving both developments would be in tight proximity to one another, and would serve a greatly increased number of residents across both sites. The rear garden of 68-70 Church Road is proposed to serve 12 residents and would be located directly beneath a first floor terrace proposed on the adjacent site at 66 Church Road serving two residents. This could result in detrimental noise and disturbance for future residents of 66 Church Road due to the proximity and layout of both sites.

ii) Impact on development to the south (Cowper Street)

Third party comments have been received objecting to the scale of the building due to restricted sunlight impacts affecting Cowper Street properties. Given the orientation of the site and distance from Cowper Street properties no unacceptable impacts are identified on this point.

(3) WOULD THE PROPOSED DEVELOPMENT PROVIDE A HIGH QUALITY LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?

BCS21 and DM29 require that residential development should provide a high quality living environment for future occupiers. Internal space standards, outlook, sense of enclosure, privacy, sunlight and daylight levels, quality of the external amenity areas and the impact of the adjoining site have all been considered.

i) Space Standards

As set out in Key Issue 1, the development is considered unacceptable in principle due to the shortfall in internal living space of 13sq.m when measured against national space standards. Each flat would consist of three double bedrooms with a single room providing cooking, dining and living facilities. The restricted space and cramped living conditions within each unit would impair the amenity, health and wellbeing of the 12 future occupiers of the flats and is not considered a high quality living environment as expected under BCS21 and DM29.

ii) Outlook, sense of enclosure, privacy, sunlight and daylight levels

Flats

The flats would be served by windows to the front and rear providing adequate outlook, privacy, sunlight and daylight levels.

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Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

iii) Air Quality

BCC air quality officers have confirmed recent monitoring data has shown that air quality at the site is likely to be compliant with objectives and therefore suitable for residential usage.

iv) Quality of external courtyard

The development would provide an external amenity space of some 35sq.m. This space would include provision for refuse and cycle parking and would be directly adjacent to the rear yard provided for the commercial unit, which would also contain refuse and cycle parking. Concerns are raised at the poor quality of this external amenity space, due to the amount of residents it would serve (12 residents) and sense of enclosure, due to the two storey electrical substation to the south. Approval of the development at 66 Church Road under (17/04072/F) would also impinge on the amenity of this enclosed external yard due to the increased height and massing on the western boundary.

ii) Proximity to 66 Church Road site

Policy BCS23 states that in locating and designing development, account should be taken of the impact of existing sources of noise or other pollutions on the new development. The policy instructs that new development sensitive to pollution will not be appropriate where existing sources of noise or other pollution cannot be satisfactorily mitigated.

Policy DM35 states that noise-sensitive development in locations likely to be affected by existing sources of noise such as busy roads, and industrial/commercial developments, will be expected to provide an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers

The lawful use of the adjacent site at 66 Church Road would appear to be a mixed use residential/industrial use including storage and car-repairs. The application is not accompanied by a noise assessment (which formed a previous reason for refusal of 15/04092/F).

Whilst pollution control have requested further details including a noise report and scheme of suitable mitigation prior to commencement, given the adjacent established uses (including use of the adjacent site (66 Church Road) as storage/motorcycle repairs, it is considered that satisfactory information addressing the noise environment in the vicinity of the site (from traffic, nearby commercial uses and the electricity substation) is necessary on a pre-decision basis.

To conclude on this issue, the application fails to demonstrate that a high quality living environment will be provided for future occupiers due to the following impacts -

- failure to provide adequate living space
- poor quality external area
- failure to demonstrate that the noise environment in the vicinity of the site would be compatible with the location of the residential accommodation.

As such, the proposals are considered contrary to local plan policies BCS18, BCS20, BCS21, BCS23, DM27, DM29, DM33 and DM35.

4) IS THE DESIGN OF THE PROPOSED DEVELOPMENT ACCEPTABLE ?

Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing

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development.

Policies DM26-29 of the Site Allocations & Development Management Policies require development to contribute to the character and distinctiveness of an area through its layout, form, public realm and building design. DM26 expects developments to contribute towards local character and distinctiveness by restoring the local pattern and grain of development, responding appropriately to the height, scale, massing, shape, form, and proportion of existing buildings, building lines and set-backs from the street, as well as reflecting locally characteristic architectural styles, patterns and features. DM27 expects that proposals should not prejudice existing and future development potential of adjoining sites. Development should provide a coherent, interconnected and integrated built form that relates to its immediate context. Where development potential of adjoining sites reasonably exists, including on sites with different ownerships, development will be expected to either progress with a comprehensive scheme or by means of layout and form enable a co-ordinated approach to be adopted towards future development.

DM29 requires new buildings to be of high quality adaptable design, incorporating well proportioned elevations with high quality detailing and durable attractive materials that contribute positively to the character of the area.

Previous application 15/04092/F was refused for four reasons including design grounds. The previous design reason for refusal is reproduced for reference -

The proposed building would fail to achieve an acceptable design response and, at four storeys, would be excessive in height when compared with its neighbours. It would prejudice development opportunities on neighbouring sites due to its height and bulk, would fail to respond to established building patterns in the area and would not provide an active frontage to the public realm; resulting in an incoherent and characterless addition to the area. The scheme would therefore be contrary to BCS21 of the Core Strategy 2011 and DM26, DM27 and DM29 of Site Allocations and Development Management Policies 2014.

Officers consider that the previous reason for refusal on design grounds has not been overcome by the current scheme. The current proposal has reduced the height scale and massing of the building from 4 to 3 storeys. The applicants contended that the design is appropriate in a varied context, taking into account the fact that the surrounding area of Church Road is made up of a variety of building heights, ages and styles, with fundamental and traditional character of this area 3 storey buildings typical of an inner urban area of a major city.

Officers acknowledge that whilst there are taller buildings in the area, including along Church Road the traditional two storey form and character of the site responds well to the scale of Victorian terracing on Cowper Street and the converted church on the corner of Church Road and Cowper Street.

At three storeys in height, the proposed building would appear incongruous and visually over-dominant against its two storey neighbour at 66 Church Road. It is acknowledged that a planning application for a three storey redevelopment of that site is pending determination however, even if consent were granted for that scheme, there is no certainty that any consent would be implemented. As such, the starting point for assessment is the form and character of existing surrounding development.

The height, scale and plot coverage is considered at odds with surrounding buildings. The massing of the scheme, elevational treatment including window detailing, roof form and stark featureless elevation to the east above the carpark would provide a poor response to the local character of this part of Church Road, given the local grain, prevailing character and immediate setting of the site. The shopfront design is considered poor. The materials proposed are considered acceptable, taking into account the varied palette of surrounding development onto Church Road.

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Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

The application has been submitted as a separate application to the concurrent application pending determination at 68-70 Church Road under 17/04072/F. Development of the two sites is not progressing as a single comprehensive scheme. The layout, form and increased massing of the proposal could impair the development potential of 66 Church Road, as any future development of that site would need to respond to a more challenging and restricted physical environment represented by the intensity and layout of the current scheme.

Overall, the scale, massing, form and character of the development would not address the local grain of development or assimilate sympathetically with the local streetscene or provide an appropriate and high quality contribution to the character, appearance and identity of the area. The development would prejudice development opportunities on the neighbouring site due to its height, bulk and layout.

As such, the proposals are considered contrary to policies BCS20, BCS21, DM26, DM27 and DM29. The application is recommended for refusal on these grounds.

(5) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS HIGHWAY SAFETY, TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 and Policy DM23 require that development does not give rise to unacceptable and/or unsafe highway impacts. Development should be designed and located to ensure the provision of safe streets. With regards to parking and servicing, development proposals should provide an appropriate level of safe, secure, accessible and usable provision having regard to the Council's parking standards.

Policies DM27, DM28 and DM32 together deal with scheme layout, public realm and recycling and refuse provision. Policy DM27 expects that the layout and form of buildings and streets should contribute to the creation of healthy, safe and sustainable places. The NPPF requires that safe and suitable access to a site can be achieved for all users and confirms that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

TDM have raised concerns about the proposals in terms of servicing, refuse and cycle parking, due to the limited information within the application and parking and loading restrictions on Church Road imposed since the site was last occupied. Concerns have also been raised with applicant regarding access and servicing due to restrictions on access over land to the rear. Western Power (WP) have confirmed that the rear access strip of land shown within the red-lined site between Cowper Street and the site lies within their ownership. WP have confirmed this land should not be used or obstructed and should be kept clear at all times, due to the electricity substation in close proximity. The proposals include gates between each of the rear yards and the access strip. Identification of this land within the redline indicates that the developer considers the land necessary to carry out the proposed development and as such there is some concern that the access strip could be used on refuse collection days, thus leading to unacceptable obstruction.

It is acknowledged that were the existing buildings renovated and brought into use, the council would have limited control over the location of refuse storage and cycle parking within the site.

Notwithstanding, given the intensification of development and potential resident numbers when compared with the fallback position, it is considered reasonable to require new development to provide accessible and convenient refuse and cycle parking provision within the site that is accessible, conveniently located and policy compliant. In summary, the development fails to provide accessible and convenient refuse storage and cycle parking and is considered contrary to Policy BCS10 and Policy DM23 of the local plan on this basis. A servicing and construction

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

management plan would be required by condition in event of any approval.

Parking

Third parties have referred to the limited availability of on street parking in the vicinity of the site, and expressed concerns that the proposals would lead to an unacceptable increase in demand for parking. TDM have raised no objections to the lack of parking provided, taking into account the wider accessibility of the site and its location along major bus routes into the city.

(6) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF GROUND CONTAMINATION?

The land contamination officer has confirmed that further information would be required in event of approval of the application to demonstrate the proposed development is suitable for use and there are no residual risks from contamination. Standard conditions B11 B12 B13 and C1 should be applied to any future planning consent.

COALRISK

The site lies within a High Risk Zone, and as such the Coal Authority have been consulted with a Coal Mining Risk Assessment and have raised no objections.

(7) DOES THE PROPOSED DEVELOPMENT ADOPT AN APPROPRIATE APPROACH TO SUSTAINABLE DESIGN AND CONSTRUCTION?

Policies BCS13-15 concern climate change and sustainable design, energy and construction. The policies require development to contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions. They require development in Bristol to include measures that reduce carbon emissions from residual energy use by at least 20%.

The Energy and Sustainability Statement submitted with the application demonstrates that through the use of PV panels across the development, a carbon dioxide saving of 21% can be achieved, which aligns with the policy requirement. The Planning statement includes reference to PV panels, although none are rendered on plan. A condition would be imposed to require this provision to be provided and maintained in the event of an approval.

(8) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF FLOOD RISK?

Policy BCS15 states that sustainable design and construction will be integral to new development in Bristol. As part of this, development should address conserving water resources and minimising vulnerability to flooding. The site is located with Flood Zone 1, an area identified at low risk of flooding arising. A detailed Sustainable Urban Drainage Strategy condition would be recommended for any future approval on this site.

(9) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN TERMS OF NATURE CONSERVATION?

Policy DM19 states that any development which would be likely to have any impact upon habitats, species or features which contributes to nature conservation should be designed (as practicably as possible) to avoid any harm. The nature conservation officer has requested that in event of approval conditions are applied with respect to the provision of a living roof and advisory note should be provided regarding the legal protection of bats, confirming that If bats are encountered all demolition or construction work should cease and the Bat Conservation Trust should be consulted for advice. An advisory note is also recommended regarding nesting bird protection.

Development Control Committee B – 30 January 2019
Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY

CONCLUSION AND PLANNING BALANCE

When determining planning applications the NPPF and policy DM1 requires a positive approach to be taken that reflects the presumption in favour of sustainable development. Officers have sought revision of the scheme to reflect the identified concerns but the applicants have asked that the proposals be determined on their merits.

The application fails to satisfactorily address amenity, space standards, design, noise, access and servicing issues. These issues individually and cumulatively act to significantly and demonstrably outweigh the potential benefits associated with the development, such as the contribution to the housing supply and regeneration of an eyesore site. The proposal therefore has not been found to represent sustainable development and is recommended to be refused.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of the proposal in relation to the Equalities Act 2010 in terms of 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 that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposal. 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.

COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £12715.18

RECOMMENDED REFUSE

The following reason(s) for refusal are associated with this decision:

Reason(s)

1. The development, by virtue of its height, scale and massing would overbear 66 Church Road and impair outlook from windows within that property facing the development. As such, the development fails to safeguard the amenity of existing development, contrary to local plan policies BCS21 of the Core Strategy 2011, DM27 and DM29 of the Site Allocations and Development Management Policies 2014 and the NPPF.
2. The proposed development, by virtue of cramped internal living space and cramped external amenity space would provide an oppressive and poor quality living environment for future residents. In addition, insufficient information has been provided to demonstrate that any existing sources of noise in the site vicinity (traffic, electricity substation and adjoining semi-industrial premises at 66 Church Road) can be suitably mitigated and would not adversely affect the health, wellbeing and residential amenity of future residents. As such the development is considered a form of overdevelopment that fails to provide a high quality environment for future residents, contrary to local plan policies BCS21, BCS20, BCS23 of the Core Strategy 2011, DM14, DM27, DM29, DM33, and DM35 of the Site Allocations and Development Management Policies 2014 and the NPPF.

Development Control Committee B – 30 January 2019**Application No. 17/04071/F : 68 -70 Church Road Redfield Bristol BS5 9JY**

3. The proposed development, by virtue of its height, scale, massing, form, plot coverage and overall design would fail to respond to its local context and street scene and would appear as an incongruous form of overdevelopment that would not contribute positively to the area's character and identity. The layout and form of the development would prejudice the existing and future development potential of the adjoining site at 66 Church Road and the potential for the area to achieve a coherent, interconnected and integrated built form. As such the development is considered contrary to local plan policies BCS20, BCS21 of the Core Strategy 2011 and DM26, DM27 and DM29 of Site Allocations and Development Management Policies 2014 and the NPPF.
4. The development fails to provide suitable accessible and convenient cycle parking and refuse storage, reflective of the residential intensity of the scheme. As such, the proposals are considered contrary to local plan policies BCS10 and BCS21 of the Core Strategy 2011, DM23, DM27 and DM32 of the Site Allocations and Development Management Policies 2014 and the NPPF.

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-

Location plan, received 8 August 2017

P002 Existing images and aerial, received 8 August 2017

P010B Existing floor plans, received 31 July 2018

P011B Existing elevations, received 31 July 2018

P012A Existing aerials and visuals, received 31 July 2018

P013A Existing aerials and visuals 2, received 31 July 2018

P015C Existing site plan, received 31 July 2018

P020E Proposed floor plans, received 31 July 2018

P021E Proposed elevations, received 31 July 2018

P022A Proposed aerials and visuals 1, received 31 July 2018

P023C Proposed aerials and visuals 2, received 31 July 2018

P025E Proposed site plan, received 31 July 2018

P030B Existing and proposed aerial view over cowper street, received 31 July 2018

P031H Proposed bin store and bicycle store, received 31 July 2018

P040A Existing and proposed long street elevations., received 31 July 2018

Supporting Documents

4. 68 - 70 Church Road, Redfield, Bristol, BS5 9JY

1. Location plan
2. Proposed site plan
3. Proposed floor plans
4. Proposed elevations
5. Photograph



1

Location Plan

1 : 1250

@A4

Rev	Date	Name	Description
B	07.08.2017	UY/UY	Red Line Altered
A	19.05.2017	UY/UY	Project Number Altered



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Mr M McNamee,
68-70 Church Road,
Redfield, Bristol, BS5
9JY

Page 139

Location Plan

Project number	0153-02
Date	17.05.2017
Drawn by	UY
Checked by	UY
Scale @A4	As indicated

P001

Revision **B**



Party Wall Etc Act 1996
 The works indicated on these drawings may be within the provisions of the Act. It is the building owner's responsibility to serve the requisite notice(s) to adjoining owners and otherwise comply with the Act.

Listed Building Consent
 Any material changes to the building will require the submission and approval of the relevant statutory body.

Drainage
 All drainage is subject to Utility approval and must be in accordance with Building Regulations and all relevant standards. Accuracy of drainage locations cannot be confirmed and may require further investigation on site.

All manufacturers installation requirements are to be adhered with.

All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.

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--- Foul Sewer (As Wessex Water Asset Map)

Area (As OS Indicates):
 231.766 m²
 2,494.7 SF
 0.057 Acres
 0.023 Hectares

Rev	Date	Name	Description
E	29.05.2018	UY/UY	Rear Yard Amended
D	07.08.2017	UY/UY	Red line altered
C	21.06.2017	UY/UY	Additional bicycles added
B	19.05.2017	UY/UY	Project Number Altered
A	18.05.2017	UY/UY	Revision made following client review



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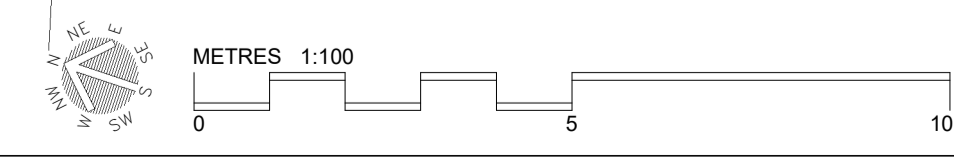
Mr M McNamee, 68-70 Church Road, Redfield, Bristol, BS5 9JY

Proposed Site Plan

Project number	0153-02
Date	17.05.2017
Drawn by	UY
Checked by	UY
Scale	1 : 100

P025
E

1 Proposed Site Plan
 1 : 100 @A1 1:200 @A1





1 00_Ground Floor - Pro
1 : 100 @A1 1:200 @A3



2 01_First Floor - Pro
1 : 100 @A1 1:200 @A3



4 02_Second Floor - Pro
1 : 100 @A1 1:200 @A3

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Areas

	Ground Floor	First Floor	Second Floor
GEA	106SQM 1,141SQFT	106SQM 1,141SQFT	106SQM 1,141SQFT
GIA	93SQM 1,001.04	85.5SQM 920.31SQFT	85.5SQM 920.31SQFT

Internal and External Areas as indicated

Retail/Business Unit

73SQM
785.77SQFT

Store (two individual stores, allocated to flats/apartments above, total area of both units indicated)

3.02SQM
32.51SQFT

Circulation

	Ground Floor	First Floor	Second Floor
	13.94SQM 150.05SQFT	3.54SQM 38.10SQFT	3.54SQM 38.10SQFT

Flats/Apartments

	Ground Floor	First Floor	Second Floor
		82SQM 882.64SQFT	82SQM 882.64SQFT

Rear Yard

Retail/Business Unit

17SQM
182.99SQFT

Flats/Apartments

35SQM
376.74SQFT

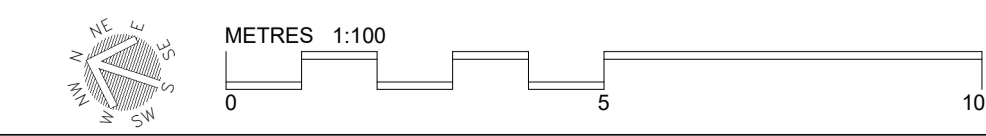
Rev	Date	Name	Description
E	29.05.2018	UY/JUY	Rear Yard Amended
D	07.08.2017	UY/JUY	Red line altered
C	21.06.2017	UY/JUY	Additional bicycles added
B	19.05.2017	UY/JUY	Project Number Altered
A	18.05.2017	UY/JUY	Revision made following client review

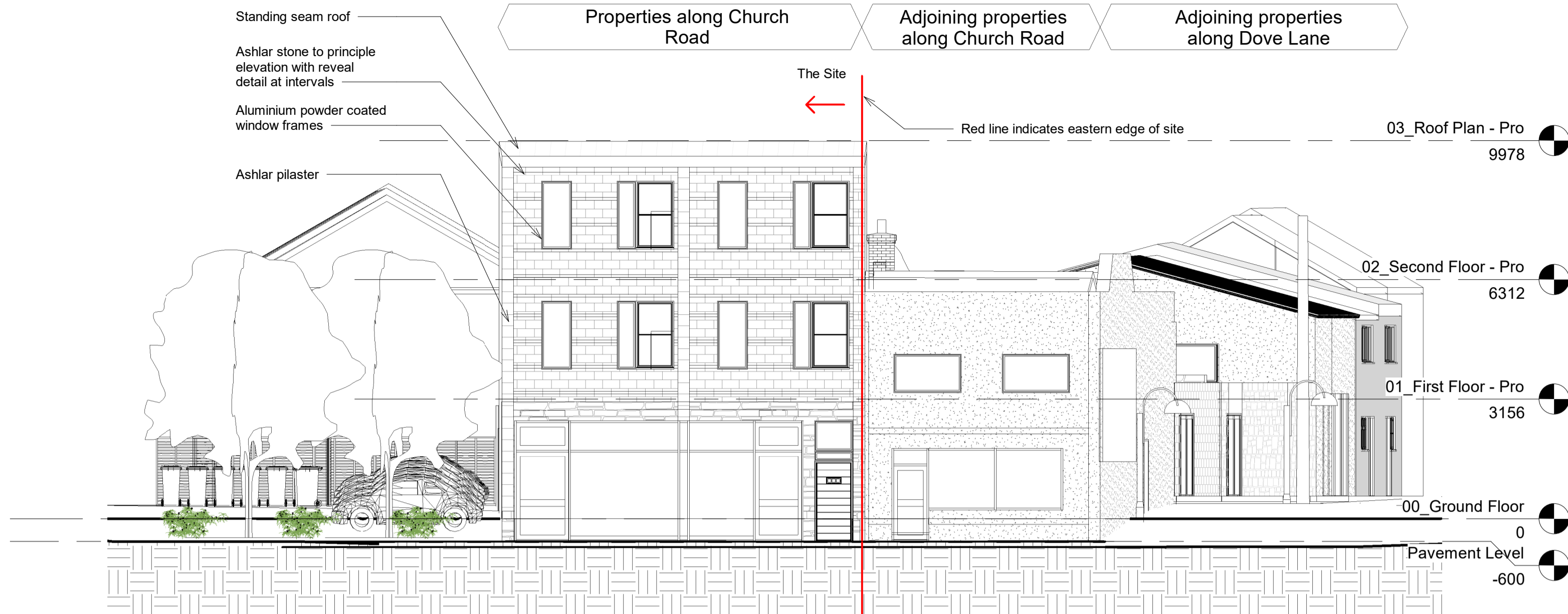
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Church Road, Redfield,
Bristol, BS5 9JY

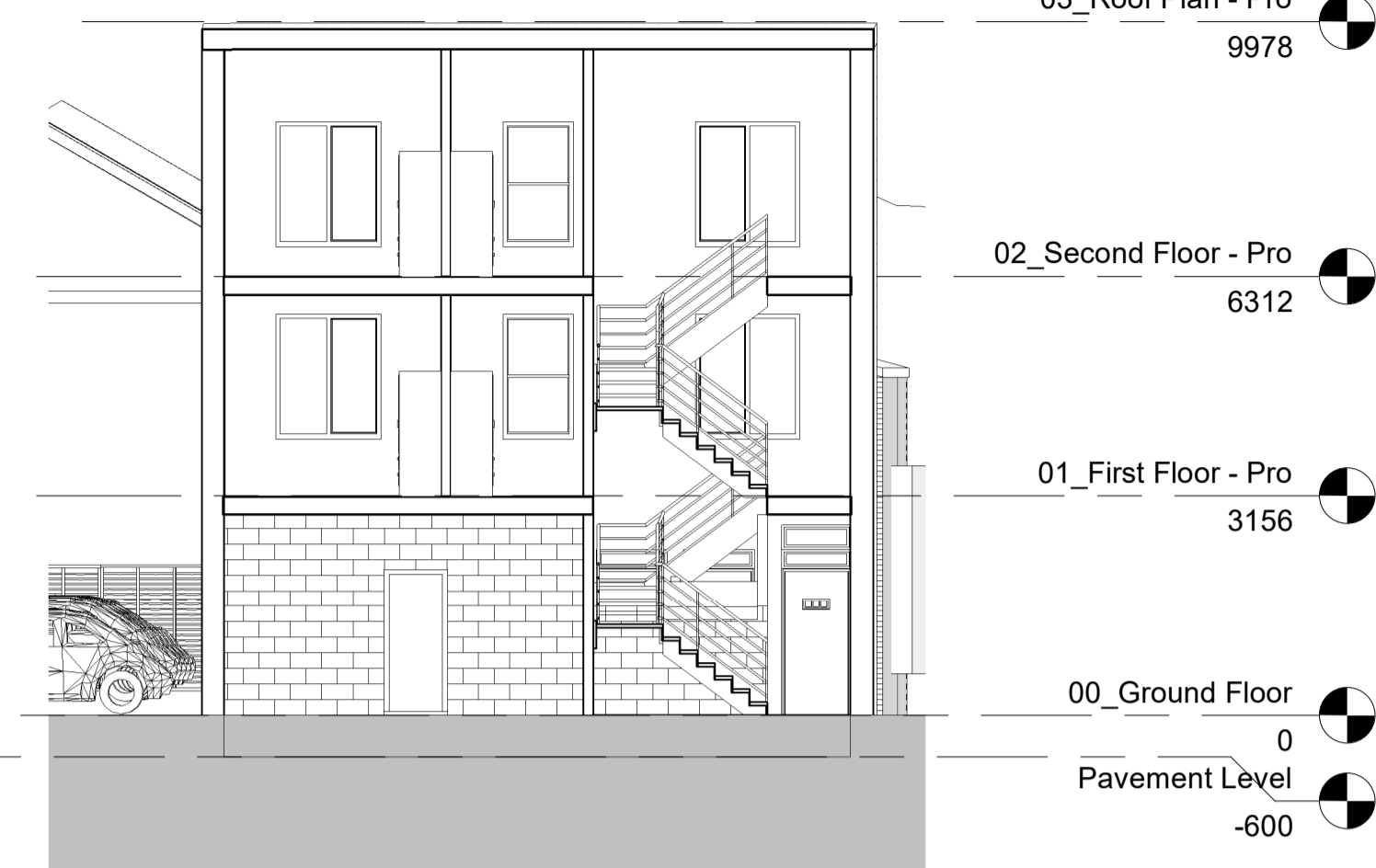
Proposed Floor Plans

Project number	0153-02
Date	17.05.2017
Drawn by	UY
Checked by	UY
Scale	1 : 100
P020	E





1 North Elevation - Proposed
1 : 100 @A1 1:200 @A3



5 Section through proposed staircase
1 : 100 @A1 1:200 @A3

Party Wall Etc Act 1996
The works indicated on these drawings may be within the provisions of the Act. It is the building owner's responsibility to serve the requisite notice(s) to adjoining owners and otherwise comply with the Act.

Listed Building Consent
Any material changes to the building will require the submission and approval of the relevant statutory body.

Drainage
All drainage is subject to Utility approval and must be in accordance with Building Regulations and all relevant standards. Accuracy of drainage locations cannot be confirmed and may require further investigation on site.

All manufacturers installation requirements are to be adhered with.

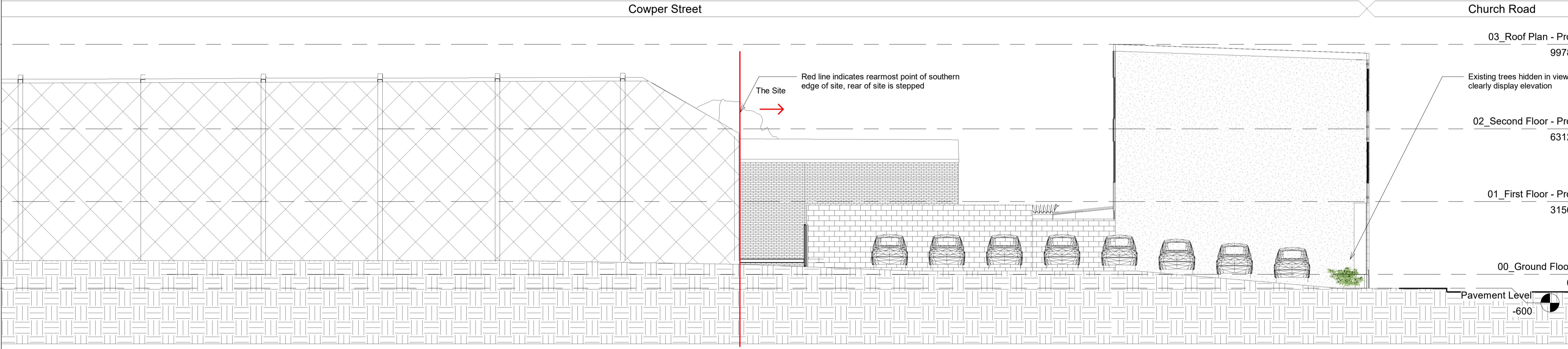
All masonry works, workmanship, propping etc. to be in accordance with B.S. 5628.

All waste materials to be disposed of in accordance with current legislation and local authority guidance.

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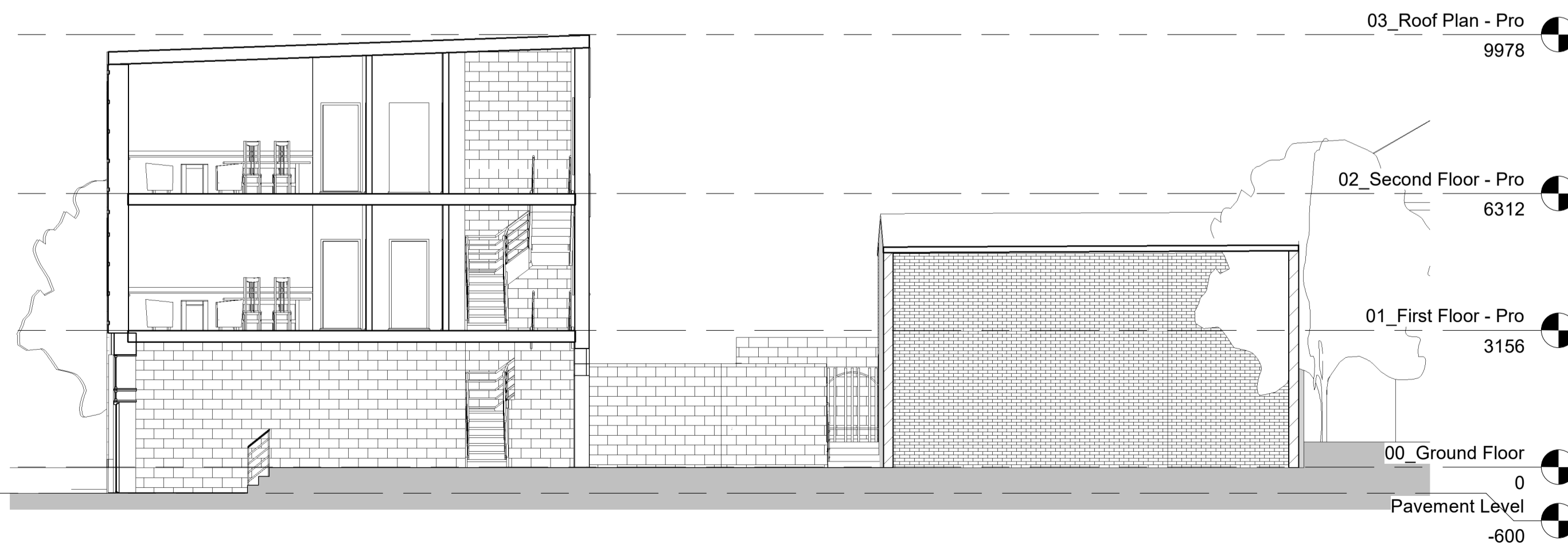


2 East Elevation - Proposed
1 : 100 @A1 1:200 @A3

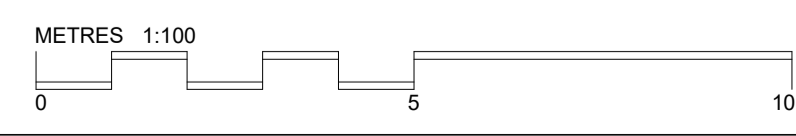
Rev	Date	Name	Description
E	29.05.2018	UY/JUY	Rear Yard Amended
D	07.08.2017	UY/JUY	Red line altered
C	21.06.2017	UY/JUY	Additional bicycles added
B	19.05.2017	UY/JUY	Project Number Altered
A	18.05.2017	UY/JUY	Revision made following client review



3 South Elevation - Proposed
1 : 100 @A1 1:200 @A3



4 West Elevation - Proposed
1 : 100 @A1 1:200 @A3



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Proposed Elevations

Project number	0153-02
Date	17.05.2017
Drawn by	UY
Checked by	UY
Scale	@A3 1:200 @A11 : 100

P021 E



Development Control Committee B – 30 January 2019
Application No. 18/05677/F : Merchants House Wapping Road Bristol BS1 4RW

SUMMARY

The application is recommended for refusal on two grounds. Councillor Smith has referred it to committee, if it is recommended for refusal. The applicant proposes external alterations to Merchants House, including recladding, replacement windows and the creation of a new entrance.

The proposals would cause harm to heritage assets including the City Docks Conservation Area and the setting of nearby listed buildings. The alterations to the ground floor would also create more of a blank façade, reducing the perception of an active frontage. Serious concerns about the design have been raised by the Conservation Officer, Urban Design Officer, Civic Society and neighbours. It is acknowledged that the building would benefit from refurbishment, but the proposals are not considered to be an appropriate design response to the local context.

In all other respects the proposals are acceptable, but due to the serious impacts on heritage assets and the strong local and national policy framework relating to heritage assets, the proposed design cannot be supported.

SITE DESCRIPTION

The application site is Merchants House. This is a partly four, partly five-storey office building, located on Wapping Road in the Central ward of Bristol and the City Centre. The building is divided into a north block and a south block, which are linked at second and third floor levels. Each block has its own entrance area and car parking on the ground floor. The building is constructed of brick and painted render, with ground floor openings that give a view through to the ground floor car park. Upper floor windows are metal-framed and have horizontal glazing bars.

It is understood that the north block is mainly occupied by tenants, and the south block is currently vacant, with internal refurbishment proposed.

The site lies within the City Docks Conservation Area. Merchants House is identified as a "Neutral Building" in the Conservation Area Character Appraisal. It is within the setting of the City and Queens Square Conservation Area. Further down Wapping Road to the south lie a number of Grade II listed buildings, including the Louisiana Pub. To the north lie listed assets including the Prince Street Bridge. The locally listed M- and L-sheds lie to the west of the site. These are identified as unlisted buildings of merit in the City Docks Conservation Area Character Appraisal. The site lies on a Secondary Pedestrian Route and within the Redcliffe Neighbourhood of the Central Area Plan.

To the west of the site lies Challoner Court, which is a residential area. To the east, on the other side of Wapping Road, lies Wapping Wharf, which is allocated for housing and offices under Site Allocation SA101 of the Bristol Central Area Plan.

PROPOSED DEVELOPMENT

The applicant proposes a number of alterations to the building. The main proposals are as follows:

- Polyester-coated cladding panels with fish-shaped perforations on north and west-facing ground floor facades.
- Creation of new entrance to South block on Wapping Road. This includes a new glazed panel and scarlet-coloured metal surrounds.
- Cladding the South block (whole of front and return facades) and elements of the North

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block (bay window surrounds) with aluminium tiles or shingles in various shades of grey, with a raw anodised finish.

- Stone horizontal cladding panels on linking block (facing Wapping Road).
- Replacement aluminium-framed windows throughout the 'picture frame' box sections to the north and west facades.
- Creation of a roof terrace on linking block. This would be for use by office workers.
- Creation of a mezzanine floor within the south block. New rooflights would serve this. It would create 183.5 m sq of new office space.
- Reconfiguration of the South block ground floor area to include a new cycle store and rear car parking spaces. There would be an overall loss of 4 car parking spaces and an increase of 20 cycle parking spaces.
- Other external changes, including new roof coverings and repainting of rear rendered facades.

It is worth noting that the insertion of the mezzanine floor itself would not require planning permission, although the rooflights which serve it would need permission. No change of use is proposed. The existing and proposed use of the building is B1(a) offices.

The application is a resubmission of application 18/04189/F which was withdrawn following officer concerns about design and heritage. The current application differs from the withdrawn application in the following main ways:

- The previous application proposed fibre cement panels on the link between the North and South buildings. The current application proposes natural stone panels instead of fibre cement.
- The current application includes additional information and justification, including a covering letter and additions to the Heritage Statement.

RELEVANT PLANNING HISTORY

12/02827/F Formation of a new main entrance in front elevation and associated alterations to side elevation to infill former entrance.

Date Closed 23 August 2012 Approved

14/06290/COU Prior approval for the change of use from office floor space within Use Class B1 (a) to residential accommodation falling within Use Class C3 (dwelling houses)

Date Closed 25 February 2015 Prior Approval Given

15/06359/F Replacing the existing aluminium double glazed windows / doors and timber frames with new uPVC windows (116 No.) and doors (14 No.). This application relates to the front (north) and rear (south) elevations of the Merrick Court site.

Date Closed 21 March 2016 Approved (adjacent site)

16/02515/COU Prior approval of a proposed change of use of a building from offices (Use Class B1) to a use falling within Use Class C3 (Dwellinghouses).

Date Closed 4 July 2016 Prior Approval Given

18/04189/F External and internal works including installation of a roof terrace, recladding elevations, new pedestrian entrance and altered parking provision.

Date Closed 27 September 2018 Withdrawn

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RESPONSE TO PUBLICITY AND CONSULTATION

a) External comments

- 4 objections were received (including an objection from Bristol Civic Society).
- 2 representations of support were received.
- 1 neutral comment was received.

Objections are summarised as follows:

- The proposals do not add character to the area or complement the surrounding buildings.
- The proposals are not consistent with the goals set out at the beginning of the design statement.
- The graded grey colouration of the south block is not appropriate. It is not consistent with the existing colour scheme of the building.
- The proposed aluminium shingles are inappropriate and do not raise the standard of design.
- The fish-shaped perforations are not in character with the conservation area.
- The proposed window surrounds do not preserve or enhance the character of the conservation area.
- Graffiti is a concern in the harbourside area. Materials on the ground floor should be resistant to graffiti.
- There is a narrow alleyway running along the rear of Merchants House North. This is used for smoking, drug-taking, urinating, littering and other anti-social behaviour. A 'residents only' gated entrance at both ends of the alleyway would help to prevent such activity. This should be added into the proposals.
- There are concerns that the proposed roof terrace could result in overlooking and the throwing of cigarette ends into neighbouring properties.

Bristol Civic Society's comments (objection) are set out in full below:

"Bristol Civic Society has met the applicant's agents since objecting to the earlier application for this building ref: 18/04189/F. The Society understands the applicant's aims for the use of the premises. However, whilst we welcome the proposed changes to the appearance of the bridge linking the two buildings, we maintain the other concerns that we raised. These are copied below for ease of reference.

Comments submitted to 18/04189/F.

Bristol Civic Society's issues relate to the proposed recladding and new fenestration. The proposed fish scale cladding and the fish shaped perforations for the car park screen, although interesting in themselves, do not rest easily with the character of the Conservation Area. The Society also feels that the proposed box surroundings for the windows do not preserve or enhance the character of the Conservation Area. We would also suggest reconsideration of the proposed bridge revisions could produce a design more suited to the building and its context."

Supporting comments are summarised as follows:

- There is general support for the refurbishment of the building as long as the design is appropriate.
- The opportunity should be taken to add gates to the rear alleyway.

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b) Internal comments

Bristol City Council's Conservation Officer made written comments which are as follows:

"Heritage Assets impacted upon by proposed development:

- City Docks Conservation Area
- Setting of City and Queen Square Conservation Area
- Grade II Listed assets to the south on Wapping Road
- Grade II Listed Prince Street swing bridge and accumulator tower,
- Grade II Listed Quay Wall and Bollards
- Locally Listed M and L-sheds

The existing Merchant's Quay and Wapping Road development has a strong and unified character derived from the Grade II Listed Georgian properties to its southern corner, including the Louisiana Pub. The classical Georgian proportions are consistent through the street facades along Wapping Road and there is a strong vertical rhythm in the principal facades inspired by the Georgian terraces. The use of traditional materials and mansard style roofs complete the illusion. The north block maintains the classical vocabulary and cleverly adds industrial warehouse character through additional height, massing and "grain elevators" in the form of the projecting bays; this is achieved without loss of the overriding classical rhythms and proportions.

The proposals would seriously harm the prevailing character of this part of the Conservation Area and, through the loss of traditional details, proportions and materiality. The proposals would create a strongly horizontal element into the traditional vertical rhythms of the street which would appear incongruous.

The proposed materials are entirely out of keeping with the character of the Conservation Area and are not appropriate. The proposed aluminium scales, whilst whimsical, are incongruous in this setting. The proposed new materials will be seen in direct views from the south including the terrace of Georgian buildings from which the current aesthetic is derived. There will be a significant degree of harm posed to the setting of the Listed Buildings where the new flanking elevation will be highly visible and incongruous.

The intended loss of podium level fenestration to the car park at ground floor level will harm the proportions and rhythm and the proposed replacement appears intimidating and without regard to the industrial or classical character of the Conservation Area.

The proposals fail to preserve or enhance the character of the designated Conservation Area as a heritage asset, and are considered to pose a high degree of less-than-substantial harm to its special character. The application fails to conform to National Planning Policy Framework requirements to place "great weight" in the conservation of heritage assets. Local planning policies do not support the application or the harm it poses to the Conservation Area, Listed, and Locally Listed buildings surrounding the site."

Bristol City Council's Urban Design officer made written comments which are as follows:

"As rightly pointed out in the DAS, the current elevations are not of distinguishing architectural quality and appear dated. There is certainly an opportunity to refresh the appearance of the building. However the site is located with City Docks Conservation Area with number of Listed Buildings within its vicinity. Further, key cultural landmarks for the city such as the M-Shed and the cranes along the Floating Harbour and the Floating Harbour itself adorn the immediate surrounding. While the buildings occupy a prominent location and are of considerable dimensions, they perform the role of background buildings within the context of the City and the locality. It is therefore important the scheme for re-cladding presents a high quality and restrained design which is in

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keeping with the character of the conservation, listed buildings and cultural destinations.

The current design does not address the fundamental principal and is therefore not supportable from urban design and conservation point of view. The overall proposal seems to lack appreciation of scale and grain which is reflected in overall design composition as well as choice and articulation of individual materials.

The use of anodised aluminium shingles covering the rendered elements, cladding of ground floor with fish shaped cut-outs do not represent the characteristics of the conservation area.

Natural and quality materials are recommended to be used in conservation areas.

The picture frame windows does not cause in principle concerns but it will be important resolve its design, proportions and details at an early stage.

A contextually sensitive design proposal which:

- supports the role of the building within the context,
- improves the perception of active ground floor frontage,
- presents a clear hierarchy of elevation (base, middle and top), and
- deliver appropriate high quality natural materials which will age well

is sought for the proposed site. There may be opportunity for simple and elegantly designed features like well-designed window frames/reveals, design of the entrances to play a central role in enhancing the appearance of the building."

Bristol City Council's Transport Development Management (TDM) Officer commented that the proposal will only generate a minimal increase in vehicle movements. The loss of parking is acceptable when taking into account the site's location. The new cycle store is considered to be secure and the use of Sheffield Stands is acceptable. Finally the waste collection process set out in the Design and Access Statement will need to be formulised if permission were to be granted.

Bristol City Council's Nature Conservation Officer raised no objections and recommended a condition and advice notes if the application is approved.

Bristol City Council's Pollution Control Officer had no objection and recommended conditions relating to the management of the roof terrace, should the application be approved.

RELEVANT POLICIES

National Planning Policy Framework – July 2018

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

City Docks Conservation Character Appraisal (2011)

City and Queen Square Conservation Area Character Appraisal (2009)

Planning (Listed Building and Conservation Area) Act 1990

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

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KEY ISSUES

1. Design and heritage

The assessment below draws upon the comments from the Conservation Officer and Urban Design Officer set out above. To avoid repetition, comments are not repeated in full, but key themes and issues are drawn out, with reference to key sections of the relevant policy.

a) Legislation and policy context

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

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) 2018 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 189 of the NPPF requires LPAs to identify and assess the particular significance of any heritage asset that may be affected by a proposal and take this into account when considering the impact of a proposal on a heritage asset. Paragraph 196 of the NPPF states that any less-than-substantial harm to the significance of designated heritage assets should be weighed against the public benefits of the proposal, including securing the optimum viable use.

In addition, the adopted Bristol Core Strategy 2011 within Policy BCS22 and the adopted Site Allocations and Development Management Policies within Policy DM31 seeking to ensure that development proposals safeguard or enhance heritage assets in the city. Policy DM26 states that new development should contribute positively towards local character and distinctiveness and reflect locally characteristic architectural styles, rhythms, patterns, features and themes, as well as predominant materials and textures.

b) Significance of heritage assets

As set out above, the NPPF requires the significance of heritage assets to be understood, including any contribution made by their setting. The relevant heritage assets are:

- City Docks Conservation Area
- Setting of City and Queen Square Conservation Area
- Grade II Listed assets to the south on Wapping Road
- Grade II Listed Prince Street swing bridge and accumulator tower,
- Grade II Listed Quay Wall and Bollards
- Locally Listed M and L-sheds

The significance of the heritage asset that may be affected is therefore derived from the following:

City Docks Conservation Area: As set out by the Conservation officer, this part of the conservation area has a strong and unified character derived by the Grade II listed properties on the southern part of Wapping Road. Merchants House maintains this "classical vocabulary" and provides architectural continuity through its proportions, detailing and materials, as set out in the

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Conservation officer's comments. Hence, it does have architectural value, contrary to the assertion set out in the applicant's Heritage Statement. The Conservation Area Character Appraisal states that the quality of late Georgian buildings is a strength of this part of the conservation area. This part of the conservation area also has an industrial heritage and character derived from local landmarks such as the cranes on the floating harbour (identified as landmarks in the Conservation Area Character Appraisal) and the M- and L-Sheds. Merchants House performs the role of a background building with a restrained character against which these landmarks can be seen and appreciated.

City and Queen Square Conservation Area: The waterside areas of this Conservation Area also have an industrial character, with high quality historic materials, such as cobbled surfaces and quayside features.

Grade II listed assets to the south on Wapping Road, including the Louisiana Pub: As above, the significance of these buildings is derived from their classical proportions and natural materials. The design of these listed buildings informed and influenced the design of Merchants House, as set out above.

Other listed assets, including the Prince Street Bridge, Accumulator tower and Quay Walls and bollards: The significance of these is derived from their industrial heritage and the industrial character of their materials and detailing.

Locally-listed assets including M- and L-Sheds: These derive their significance from their industrial character and heritage.

c) Impact of the proposed development

As set out in the comments from the Conservation Officer above, the proposals would result in the loss of traditional details, proportions and verticality. The proposals to clad the South block of Merchants House with aluminium shingles would result in the loss of the vertical rhythms, creating instead an incongruous horizontal element. The loss of the podium level fenestration (proposed to be replaced with polyester-clad panels with fish-shaped perforations) exacerbates this loss. The proposed materials are incongruous in the context of the setting of the listed assets and character of the conservation areas. The aluminium shingles proposed for both the north and south blocks would appear overly reflective and contrived, which would be at odds with the restrained character and function of the building as a backdrop to the listed assets and cultural landmarks in this part of the docks. The aluminium shingles and ground level panels are not in keeping with the industrial and historic character of the conservation area and neighbouring conservation area. The loss of the sash-style windows contributes to the loss of character. The red surround of the entrance would be visually intrusive and overly dominant. The natural stone cladding is an acceptable choice of material and an improvement on the fibre cement panels previously proposed. However, its inclusion does not compensate or mitigate for the harm proposed by the other materials.

The proposals would be seen in direct views from the south towards the Wapping Road listed buildings, Prince Street Bridge, Accumulator tower and Quay Walls, bollards, the M- and L-sheds and the City and Queen Square Conservation Area beyond. They would also be seen in views from the north towards the cranes, M- and L-sheds, the Prince Street Bridge and the group of Georgian buildings which includes the Louisiana pub. The proposals would therefore harm the setting of the listed and unlisted assets, as well as the setting of the City and Queen Square Conservation Area. Setting is defined as the area in which an asset is experienced. The character of the City Docks conservation area would also be harmed.

The harm is considered to be less-than-substantial to the conservation area, the setting of the adjacent conservation area and the setting of the listed buildings, as defined in the NPPF. The NPPF requires great weight to be placed in the conservation of heritage assets, regardless of

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whether any potential harm would result in less-than-substantial harm, substantial harm or total loss (para. 193).

d) Is the impact of the proposed works (harm/loss of significance) justified or outweighed by public benefit as defined by the NPPF?

With reference to paragraph 196 of the NPPF, it must be considered whether the less-than-substantial harm is justified and outweighed by public benefits. The provisions of policy DM31 also must be considered (bullet points i-iv of the policy under the heading "conserving heritage assets").

The public benefits of the proposals include:

- Increase in cycle parking (20 new spaces).
- Increased office floorspace (183.5 m sq additional space created, which is approximately a 3% increase within Merchants House).

The applicants have stated that potential incoming tenants (likely to be young companies) would not want a "dated soulless building". Officers accept that the building would benefit from some external refurbishment. However, the currently proposed design is not considered the right approach in this context. The above benefits and the refurbishment of the building could be achieved using a different choice of materials and design. Furthermore, the internal refurbishment of the building and addition of the new mezzanine floor could be done without the need for planning permission. Hence, the optimum viable use could be achieved without harming heritage assets, through a different design approach. Officers have explained to the applicant that there is scope for some form of change to the building and would be willing to work with the applicant on future design proposals.

The applicant's covering letter and Design and Access Statement refers to modern materials and contemporary design approaches used in other areas of Wapping Wharf. Officers acknowledge this. For example, as shown within the applicant's Design and Access Statement, the Wapping Wharf area includes a number of restaurants and other small businesses housed within containers, some of which are a vibrant blue in colour (known as Cargo 2). These are appropriate in the industrial context of that part of the harbourside area, but would not be appropriate in more close proximity to the listed classical Georgian buildings on Wapping Road; the context is different. Furthermore, the cargo units are temporary. The residential element of Wapping Wharf that has already been constructed is otherwise predominantly of natural materials, such as brick. The area on the opposite side of Wapping Road to Merchants House benefits from a number of permissions, but again these all include designs that are appropriate to the context of the area. A recent permission for "Cargo Work" includes some modern materials and use of containers (18/02899/M). Those proposals were justified on the basis that they were set within a listed wall and hence the prominent element of the proposals within the streetscene would be the gaol wall, rather than the modern materials of the containers.

Overall, the impact of the proposed works is not considered to be acceptably justified and the public benefits are not considered to outweigh the harm posed to heritage assets and their settings.

e) Conclusions

The development would appear incongruous and out of character with the appearance of the surrounding area due to: harmful loss of traditional details, proportions and materiality; introduction of new inappropriate materials; and creation of a discordant horizontal element within the traditional vertical rhythms of the street. For these reasons, the proposal would not preserve or enhance the special character and appearance of the City Docks Conservation Area and the setting of the City and Queen Square Conservation Area and would harm the setting of surrounding listed buildings, locally listed buildings and local landmarks, including: the Grade II listed assets on Wapping Road,

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Prince Street Bridge, Accumulator Tower, Quay Walls and bollards; M and L-Sheds; and cranes on the floating harbour. For these reasons, the proposals are contrary to policies BCS21 and BCS22 of the Bristol Local Plan Core Strategy (2011), policies DM26 and DM31 of the Bristol Local Plan - Site Allocations and Development management Policies (2014) and Section 16 of the National Planning Policy Framework.

2. Loss of active frontage

Policy BCAP30 states that development that would harm the amenity of secondary pedestrian routes will not be permitted. Policy BCAP31 states that active frontages will be expected in all locations in the city centre facing the existing public realm. Policy BCAP32 states that development on or adjacent to designated Quayside Walkways will be expected to have active frontages onto the walkway. Policy BCAP47 (The Approach to Redcliffe) of the Central Area Plan states that in south and west Redcliffe, secondary pedestrian routes should be enhanced. Policy DM27 states that development should enable active frontages to the public realm.

Wapping Road is a defined secondary pedestrian route. The applicant's proposals include the replacement of the ground floor openings along Wapping Road with full-height polyester-coated metal panels with fish-shaped perforations. The applicant's Design and Access Statement describes the existing ground floor openings as "prison like grilles". Officers consider that this is an overly-dramatic description. The openings do indeed have bars, but these are a security measure, which allow ventilation to the car parks on the ground floor. The openings also appropriately continue the vertically-aligned fenestration pattern and provide a perception of an active frontage. They allow views through to the car park and give an illusion of ground floor windows. The proposed panels would remove this. The fish-shaped perforations would allow continued ventilation, but the semblance of an active frontage and the illusion of windows would be lost. The full-height panels will appear more 'blank' than the current situation and would reduce the active feeling currently provided by the existing openings. For these reasons, the proposals are considered to reduce the sense of active frontage and harm the amenity of the secondary pedestrian route. The proposals are therefore contrary to policies BCAP30, BCAP31 and DM27. The Quayside Walkway on the north elevation is already adjacent to a blank wall, so there is no conflict with policy BCAP32.

3. Amenity

Neighbours have raised concerns about overlooking and disturbance from the proposed terrace. The proposed terrace is located approximately 20m from the nearest property. Due to this separation distance, overlooking is not considered to be of concern. The proposed terrace would only be used by office workers during commercial hours. Therefore, there would be no use of the terrace during evening and weekend hours. Overall, it is not considered that use of the terrace would lead to any impacts on neighbouring amenity that would warrant refusal of the application (subject to conditions securing appropriate management of the terrace and limiting its hours of use to commercial hours only).

4. Other matters

Neighbours have raised concerns about antisocial behaviour currently taking place in the alleyway between Merchants House and neighbouring properties. Neighbours have suggested that gates should be added for the use of residents only. The issues of antisocial behaviour are acknowledged. However, there are no proposals for changes to the rear of Merchants House which could reasonably be expected to exacerbate issues of antisocial behaviour. It is therefore not reasonable to expect the applicants to install pedestrian-only gates or any other similar measures.

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Neighbours have raised concern about graffiti in the area. The current white rendered walls are probably more prone to graffiti than the proposed ground level panels, but this alone is not a reason to approve the application.

CONCLUSION:

Recommended for refusal on two grounds relating to: harm to heritage assets and their settings; and loss of active frontage and associated harm to the amenity of a secondary pedestrian route.

NOTE ON THE FALL-BACK POSITION

The applicant has referenced a number of fall-back positions, which include works that could be undertaken under permitted development (such as painting the facades), or the implementation of consented changes of use (see planning history above). The fall-back position has been considered and given appropriate weight, but the officer assessment as set out above remains. Painting of the facades would not result in any harm to heritage assets or loss of active frontage and so is considered a more sensitive solution in design terms than the current application. The implementation of approval 16/02515/COU to change the offices to residential (under the Prior Approval route) would not be ideal, since it would not include any provision for affordable housing and there are many aspects of the scheme that could not be controlled. It is noted that any external alterations required to facilitate this change of use would require the necessary additional planning permissions. However, that approval only refers to the South Block and furthermore, the harm posed by the current proposals to heritage assets is considered to outweigh the disadvantages of the fallback position.

COMMUNITY INFRASTRUCTURE LEVY

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

Development of less than 100 square metres of new build that does not result in the creation of a new dwelling; development of buildings that people do not normally go into, and conversions of buildings in lawful use, are exempt from CIL. This application falls into one of these categories and therefore no CIL would be payable.

RECOMMENDED REFUSE

The following reason(s) for refusal are associated with this decision:

Reason(s)

1. The development would appear incongruous and out of character with the appearance of the surrounding area due to: harmful loss of traditional details, proportions and materiality; introduction of new inappropriate materials; and creation of a discordant horizontal element within the traditional vertical rhythms of the street. For these reasons, the proposal would not preserve or enhance the special character and appearance of the City Docks Conservation Area and the setting of the City and Queen Square Conservation Area and would harm the setting of surrounding listed buildings, locally listed buildings and local landmarks. For these reasons, the proposals are contrary to policies BCS21 and BCS22 of the Bristol Local Plan Core Strategy (2011), policies DM26 and DM31 of the Bristol Local Plan - Site Allocations and Development management Policies (2014) and Section 16 of the National Planning Policy Framework.

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2. The proposed loss of podium level fenestration reduces the perception of an active ground floor frontage. This would harm the amenity of the secondary pedestrian route. For these reasons, the proposals would be contrary to: Policy BCS21 of the Bristol Development Framework Core Strategy, Policy DM27 of the Bristol Local Plan Site Allocations and Development Management Policies (2014); and Policies BCAP30 and BCAP31 of the Bristol Central Area Plan (2014).

Advice(s)

1. Refused Applications Deposited Plans/Documents

The plans that were formally considered as part of the above application are as follows:-

4945IN00A Proposed block plan, received 26 October 2018
4945DE01A Proposed site plan, received 26 October 2018
4945DE02B Proposed floor plans - sheet 1, received 26 October 2018
4945DE03B Proposed floor plan - sheet 2, received 26 October 2018
4945DE04B North and south block, received 26 October 2018
4945DE05B South block ground floor plan, received 26 October 2018
4945DE06A South block first floor plan, received 26 October 2018
4945DE07A Existing/proposed south block second floor plan, received 26 October 2018
4945DE08A Existing /proposed south block - third floor plan, received 26 October 2018
4945DE09A Existing/proposed south block - fourth floor plan, received 26 October 2018
4945DE10B Existing/proposed south block deck floor plan, received 26 October 2018
4945DE11B South block roof plan, received 26 October 2018
4945DE12C Front elevations, received 26 October 2018
4945DE13A Rear elevation, received 26 October 2018
4945DE14A Existing/proposed cross section, received 26 October 2018

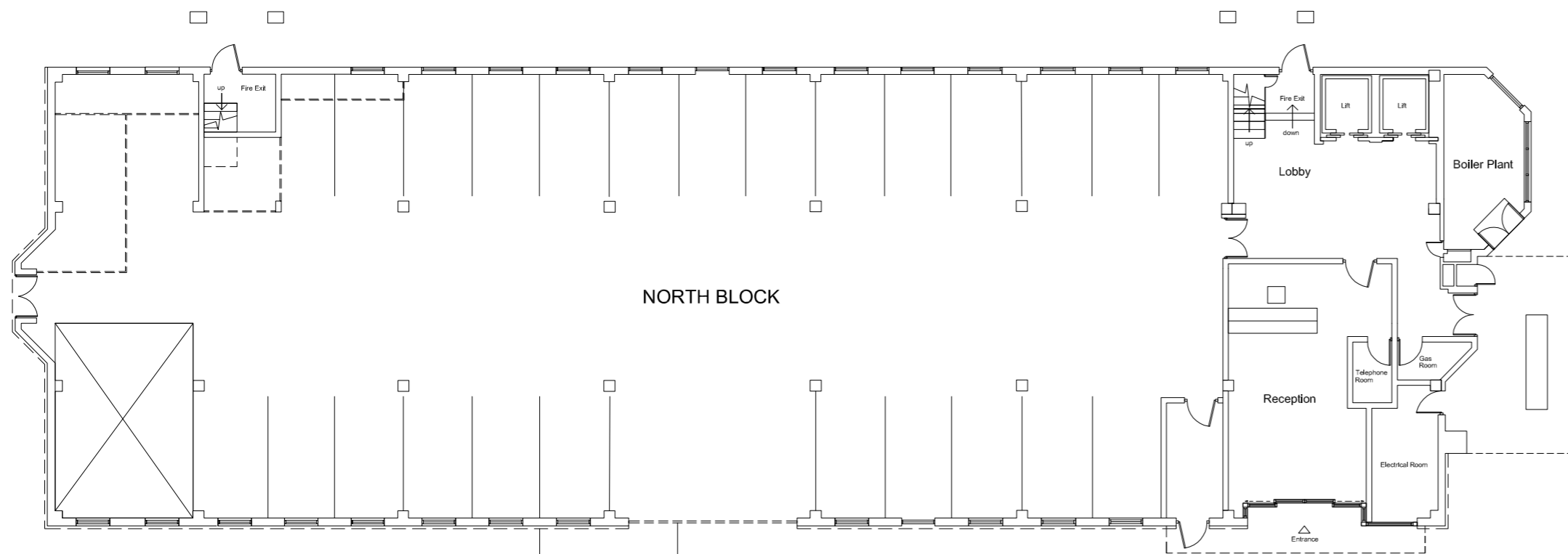
Supporting Documents

5. Merchants House, Wapping Road, Bristol

1. 101A Location plan
2. 02B Proposed floor plans 01
3. 03B Proposed floor plans 02
4. 04B Proposed elevations
5. 103A Existing floor plans 01
6. 104A Existing floor plans 02
7. Visualisation from Wapping Road South
8. Visualisation of North block entrance
9. Visualisation of South block



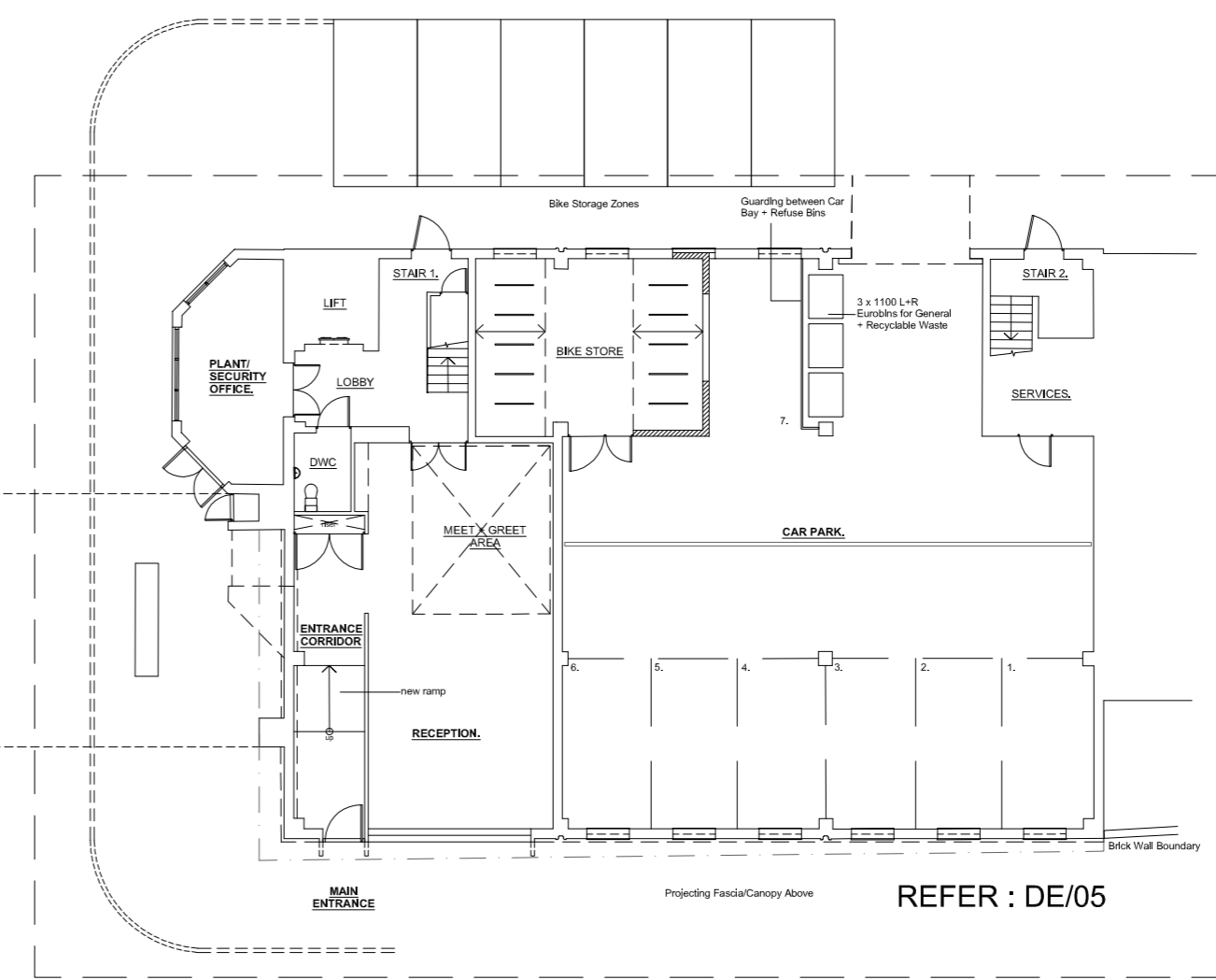
Preliminary			
Bellborough Ltd / Verve Properties Merchants House, Bristol Wapping Road, BS1 4RW Location Plan			
Drawn: EE	Authorised:		
Scale: 1:1250 @ A4	Date: Apr 2018		
4945	IN	101	Rev: A
The Tooley & Foster Partnership ARCHITECTS • DESIGNERS Warwick House, 116 Palmerston Road, Buckhurst Hill, Essex, IG9 5LQ tel: 020 8506 9711 fax: 020 8506 1779 e-mail: architects@tooleyfoster.com www.tooleyfoster.com			 tooleyfoster.com
Environments that work			



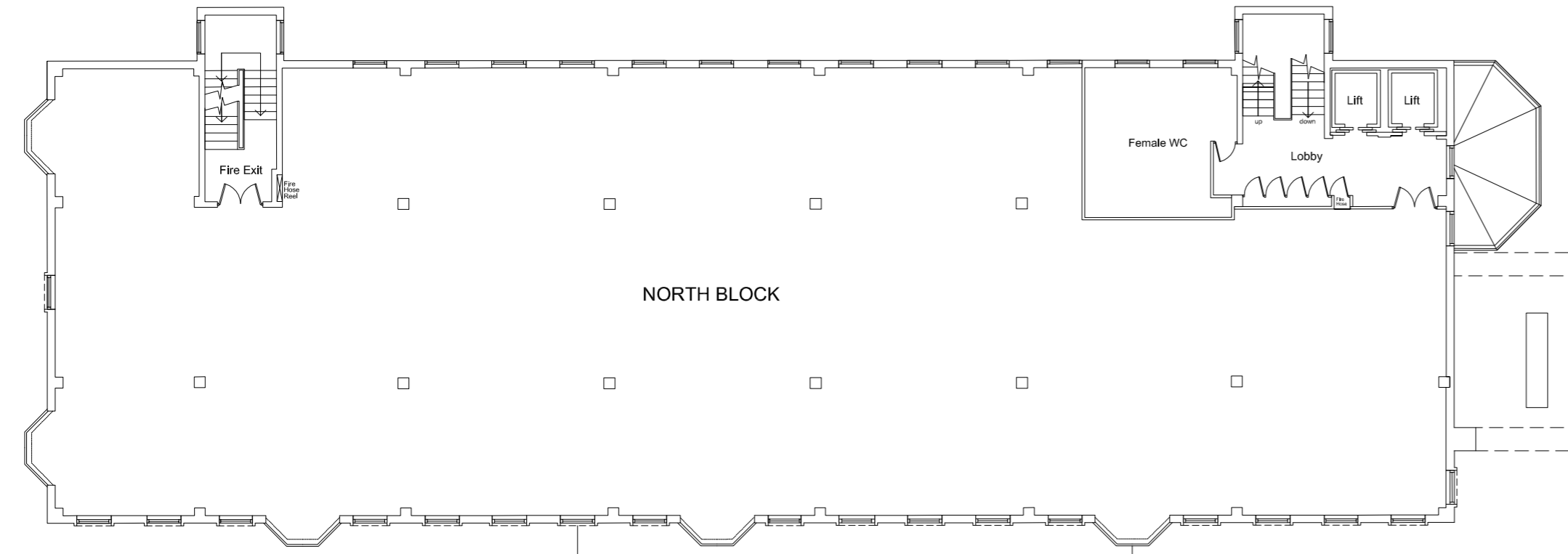
GROUND FLOOR PLAN

NORTH BLOCK

Car Park shutter repainted Dark Grey
 Referred P.C. Aluminium cladding panels continue from the South Block



REFER : DE/05

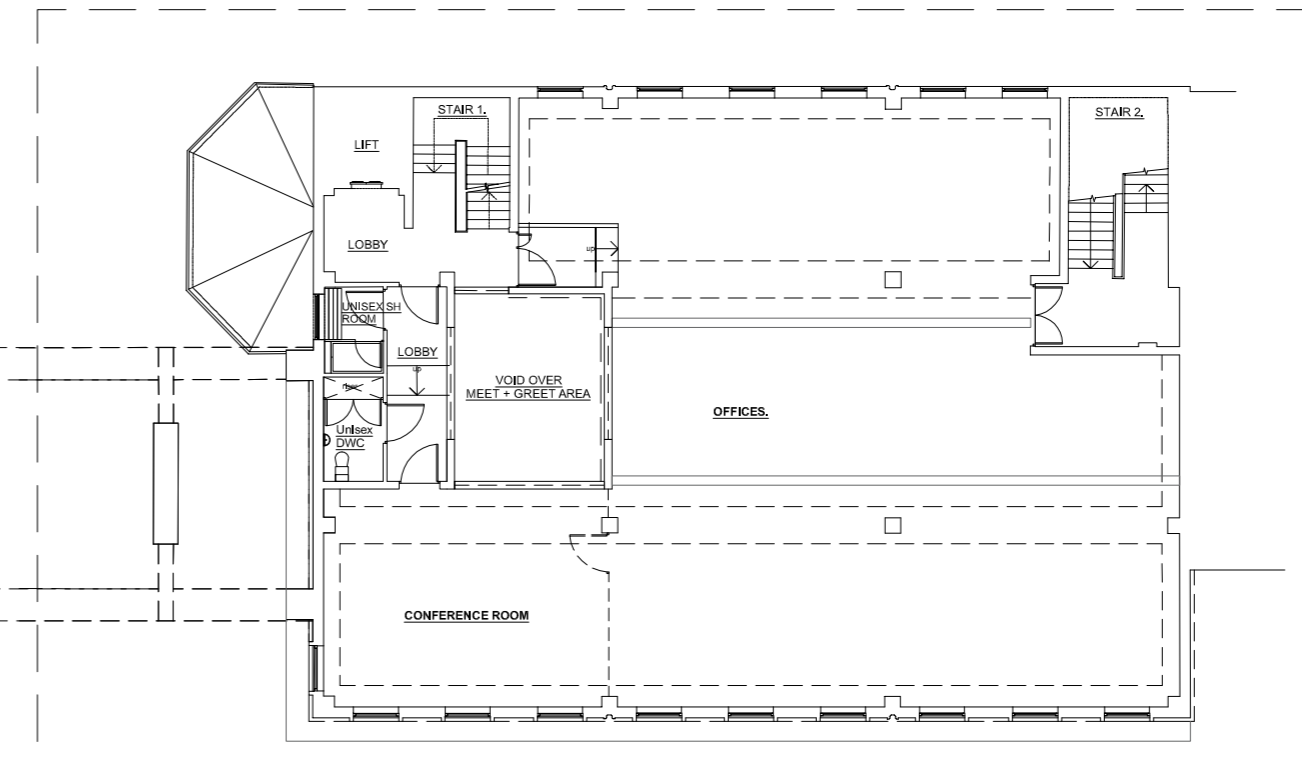


FIRST FLOOR PLAN

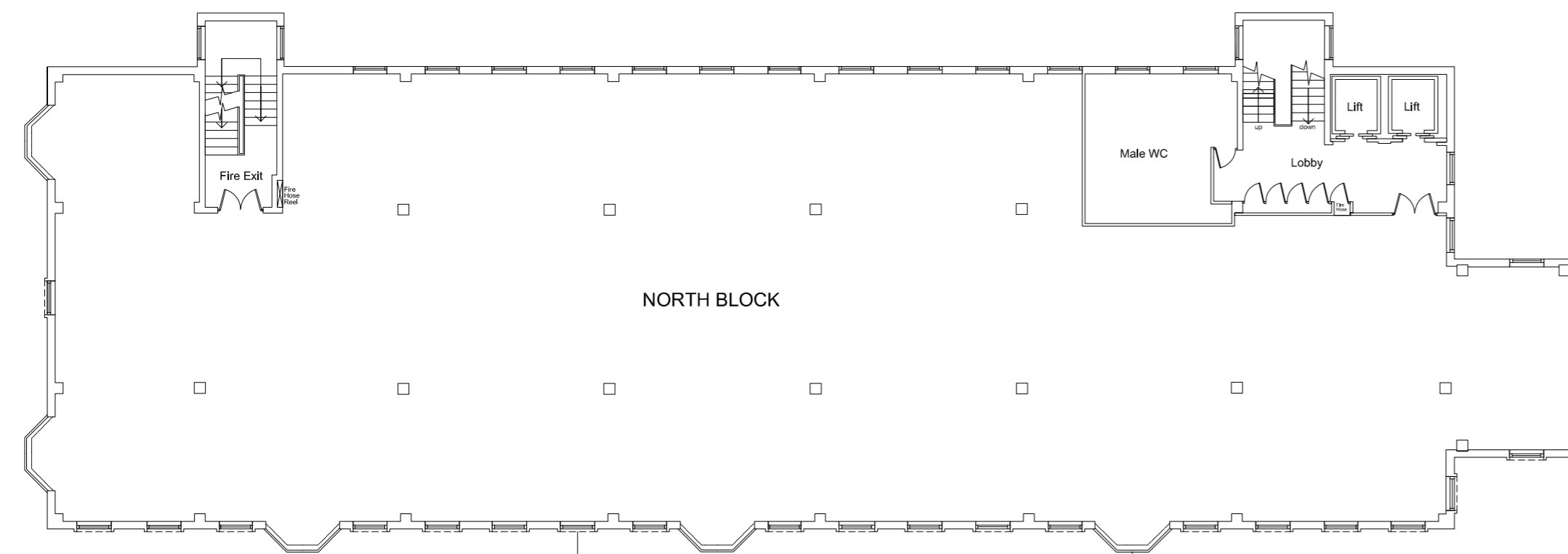
NORTH BLOCK

All windows facing West and North have 'picture frame' box sections to mimic proposals for the South Block

Bay Window glazing replaced with P.C. aluminium tiles at floor level as shown on elevations



REFER : DE/06

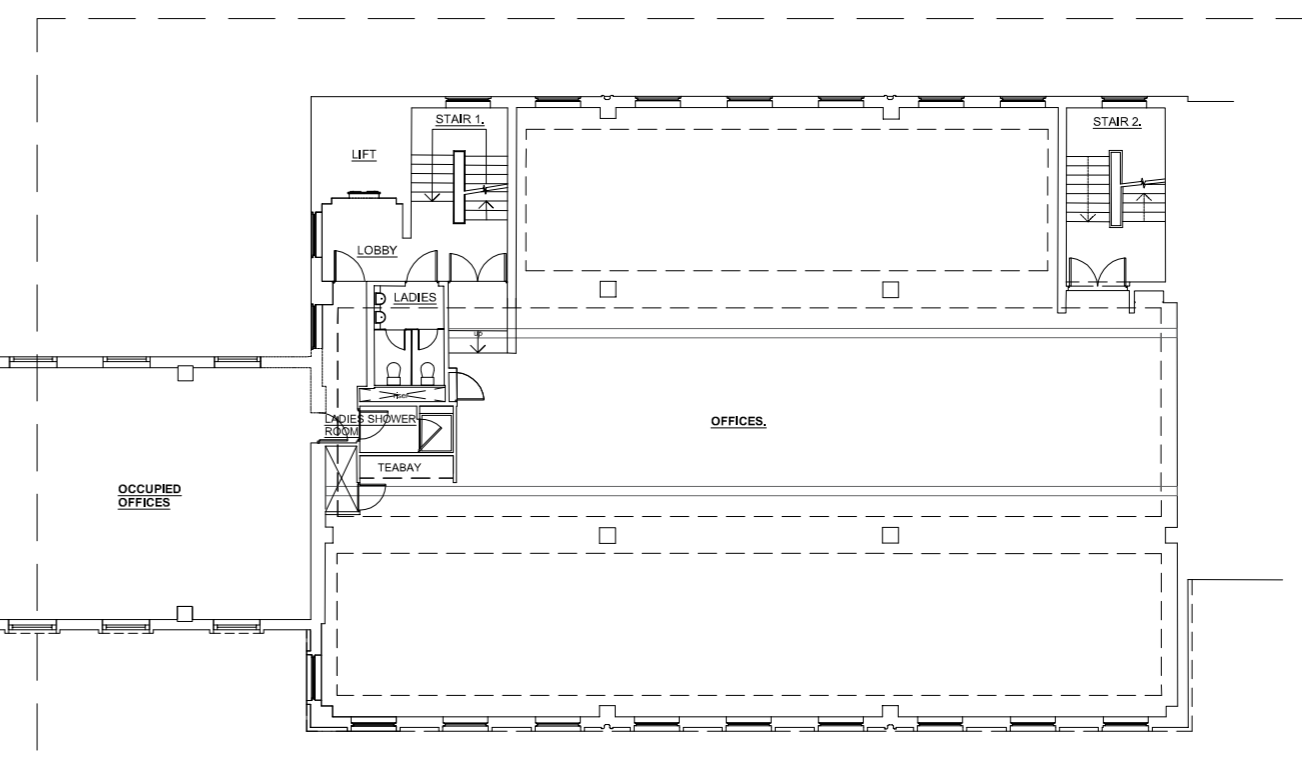


SECOND FLOOR PLAN

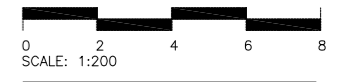
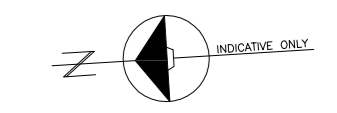
NORTH BLOCK

All windows facing West and North have 'picture frame' box sections to mimic proposals for the South Block

Bay Window glazing replaced with P.C. aluminium tiles at floor level as shown on elevations



REFER : DE/07



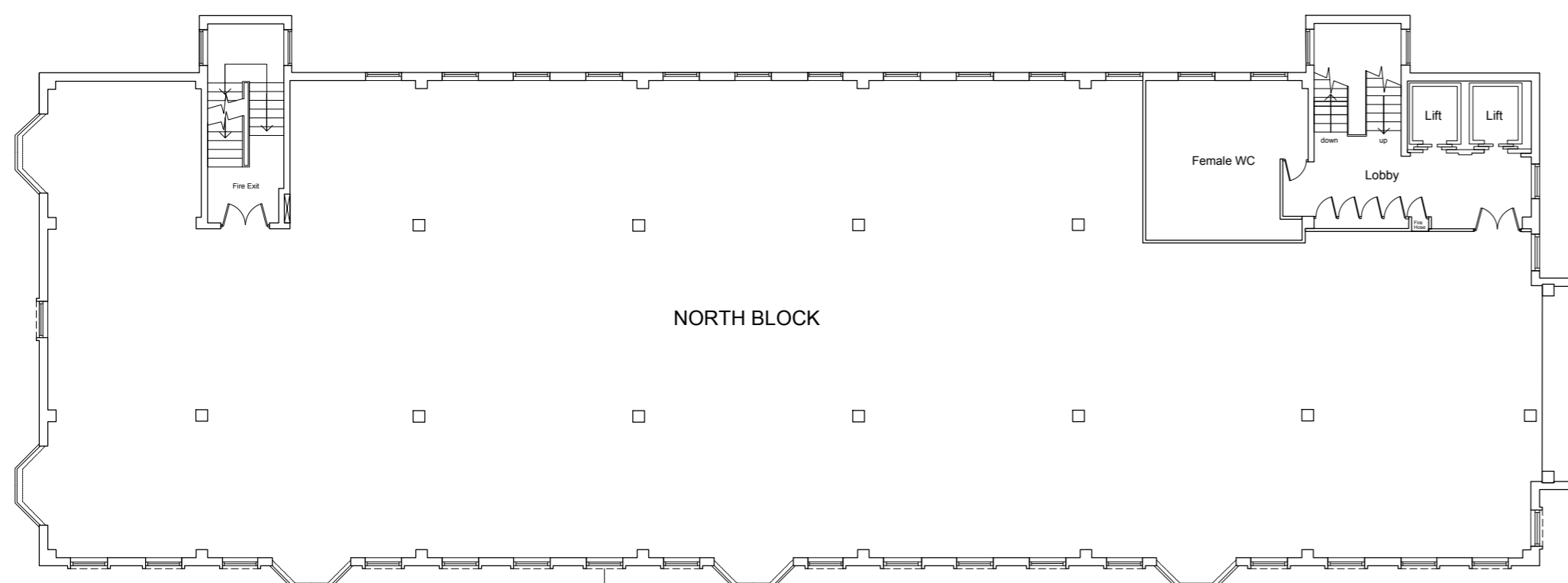
Planning

Bellborough Ltd / Verve Properties
Merchants House, Bristol
 Wapping Road, BS1 4RW
 Proposed Floor Plans - Sheet 1
 Drawn: JWL
 Authorised:

Scale: 1:200 @ A2 Date: 29 Jun, 2018
 4945 DE 02 B

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 Tel: 01252 554111
 Fax: 01252 554179
 email: info@tockleyandfoster.com
 www.tockleyandfoster.com

Environments that work

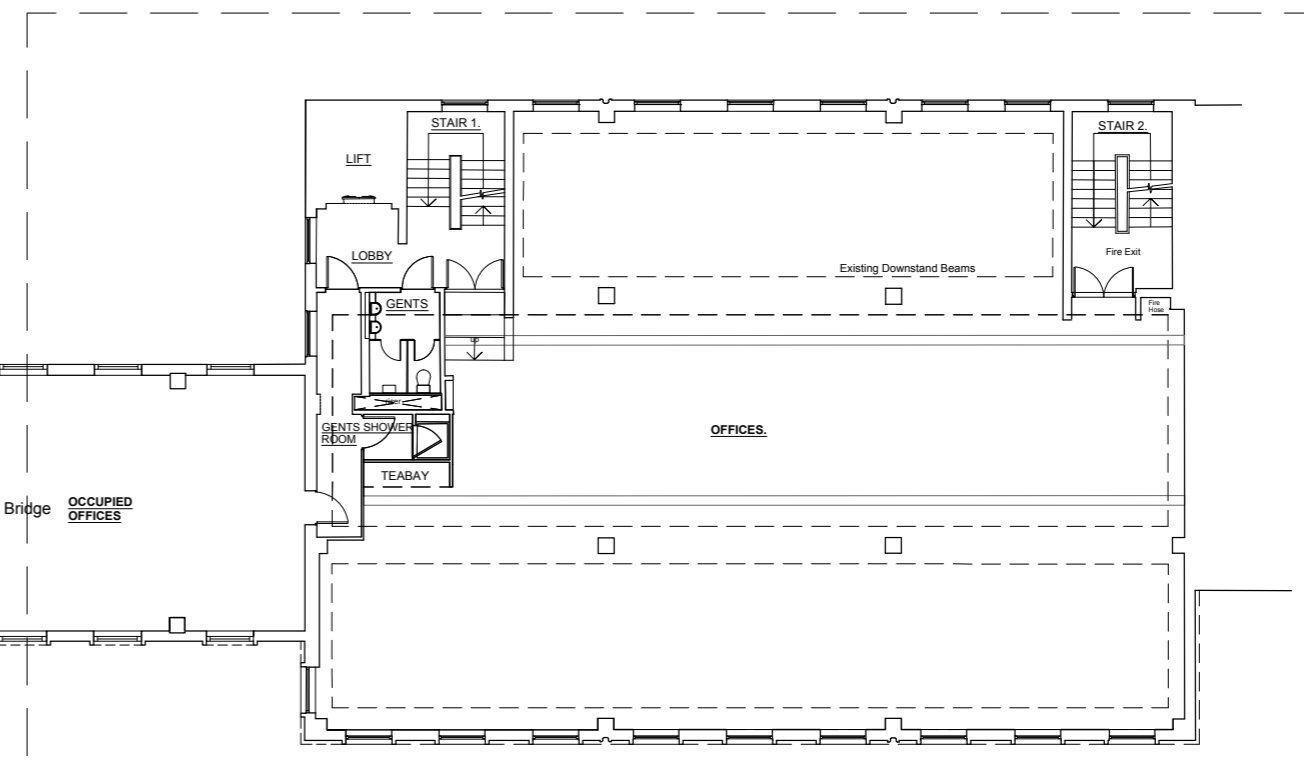


THIRD FLOOR PLAN

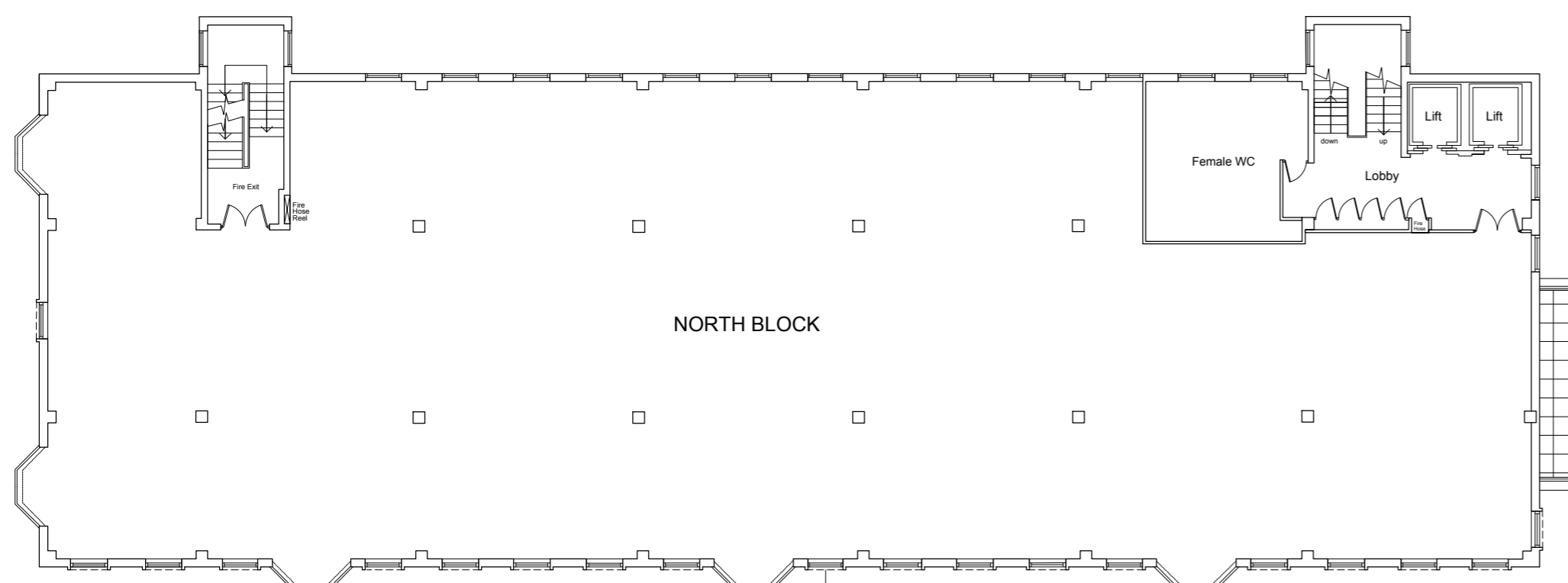
NORTH BLOCK

All windows facing West and North have 'picture frame' box sections to mimic proposals for the South Block

Bay Window glazing replaced with P.C. aluminium tiles at floor level as shown on elevations



REFER : DE/08

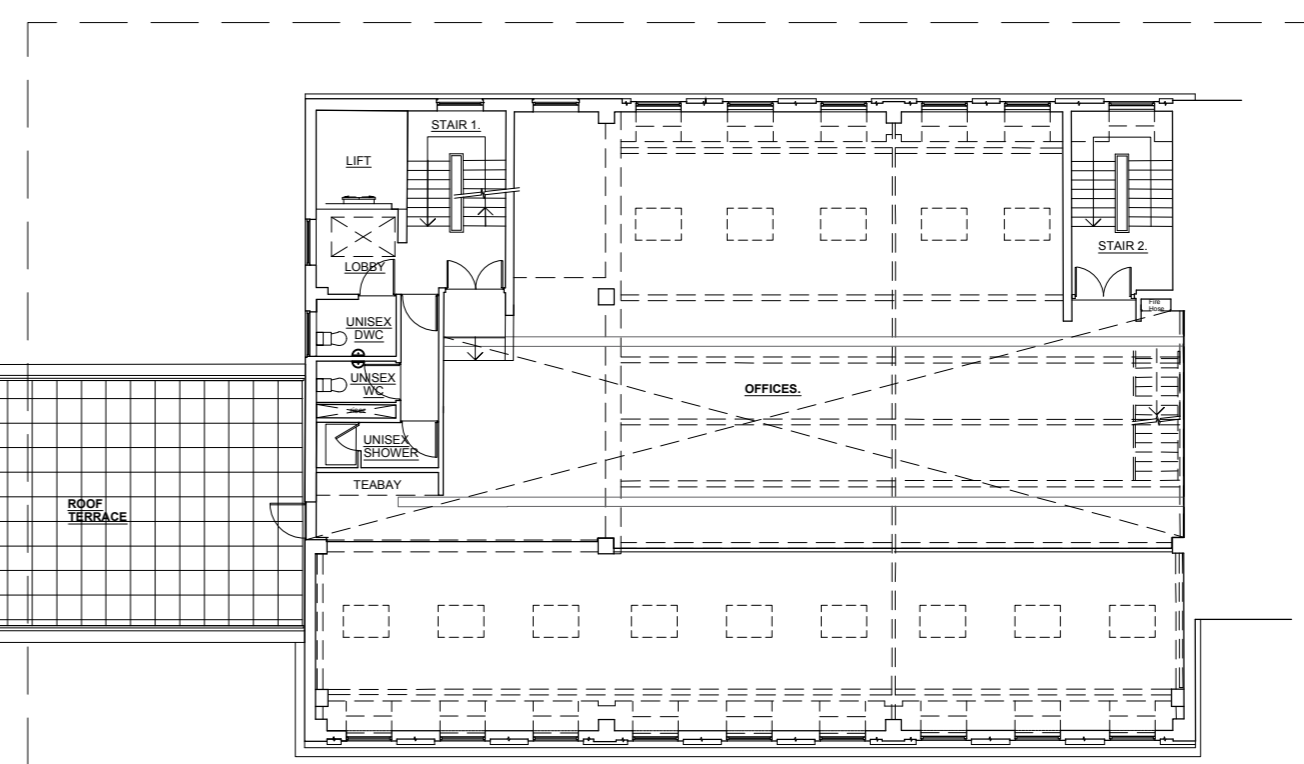


FOURTH FLOOR PLAN

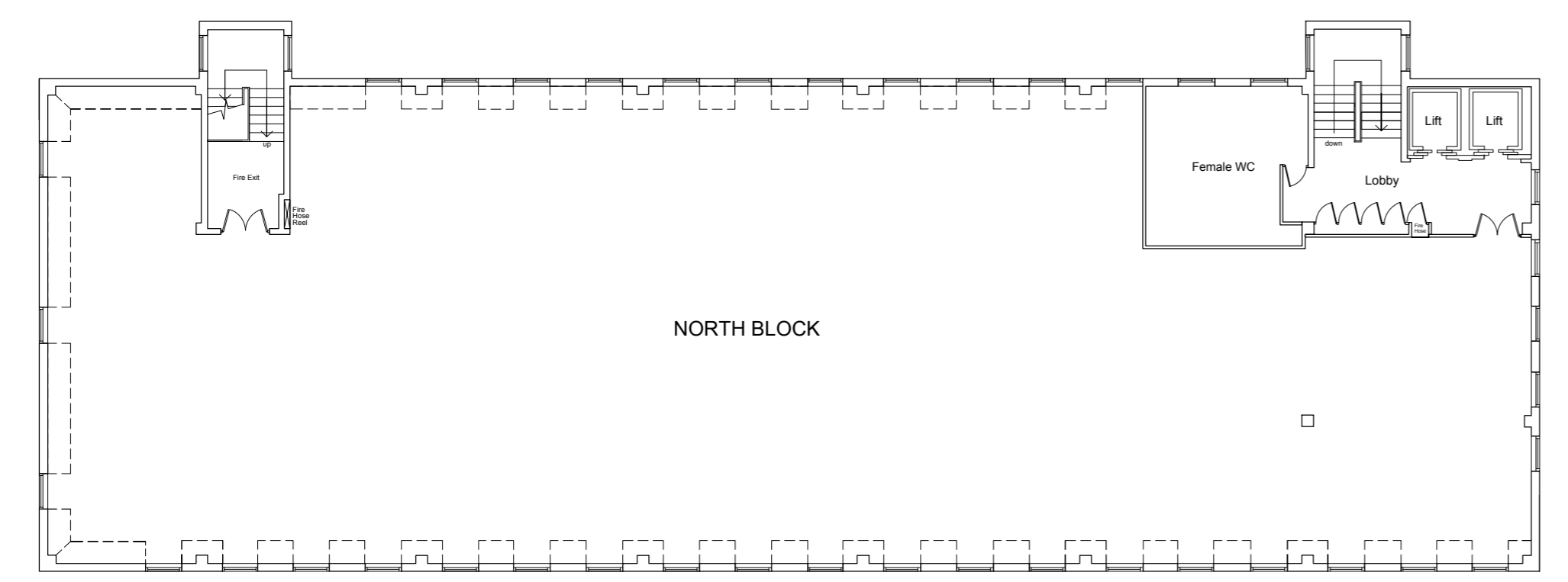
NORTH BLOCK

All windows facing West and North have 'picture frame' box sections to mimic proposals for the South Block

Bay Window glazing replaced with P.C. aluminium tiles at floor level as shown on elevations

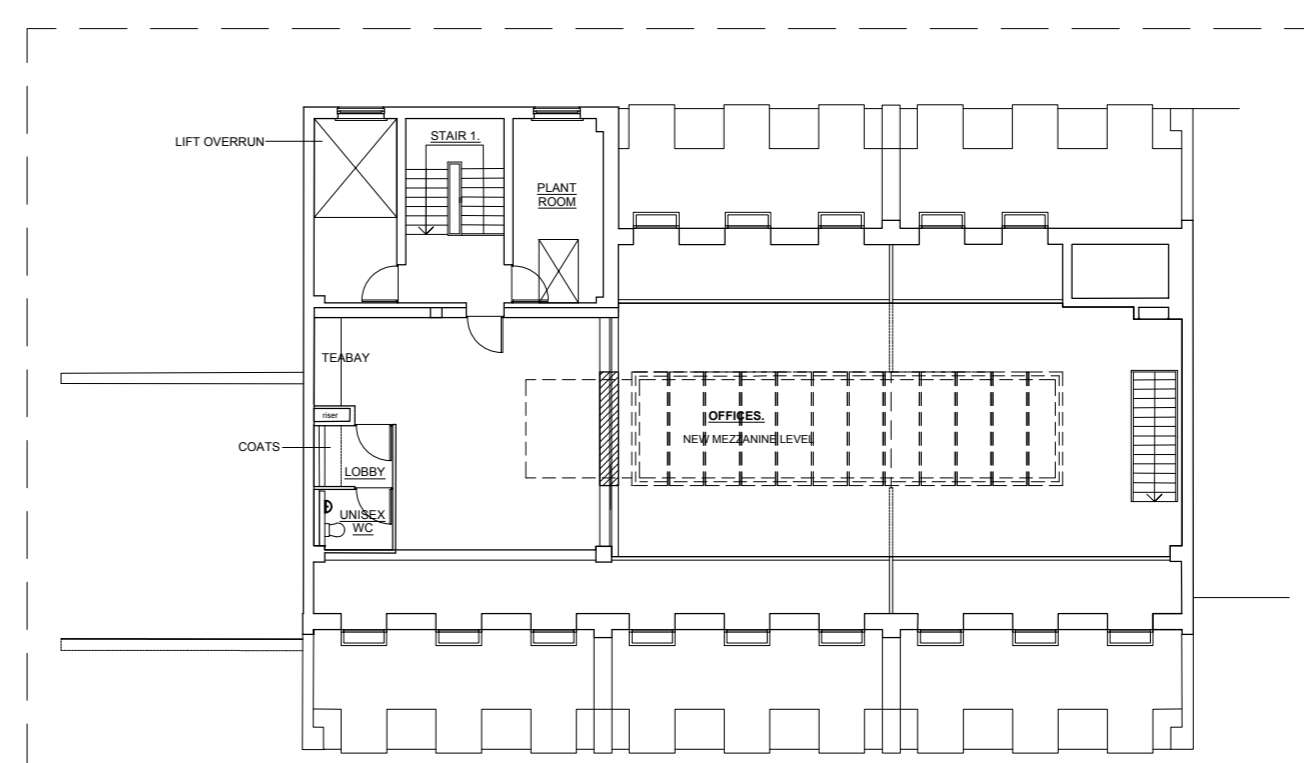


REFER : DE/09

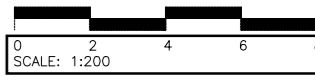
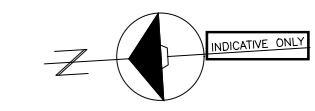


FIFTH FLOOR PLAN

NORTH BLOCK



REFER : DE/10



Planning

Bellborough Ltd / Verve Properties
Merchants House, Bristol
Wapping Road, BS1 4RW
Proposed Floor Plans - Sheet 2

Drawn: EE
Scale: 1:200 @ A2
Date: Apr 2018
4945 DE 03 B

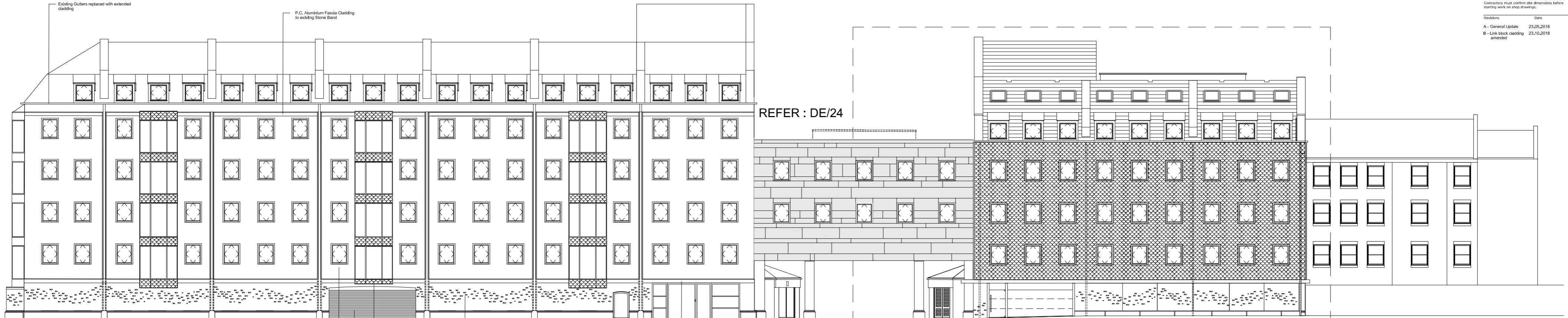
The Today & Foster Partnership
ARCHITECTS + DESIGNERS
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Business Park, Bristol, GSK PLC
Tel: 020 804 4711
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Environments that work

Use figured dimensions only.
 Contractors must confirm site dimensions before starting work on shop drawings.

Revisions	Date	Authorised
A - General Update	23.05.2018	GSK
B - Link block cladding amended	23.10.2018	GSK



WEST ELEVATION FACING WAPPING ROAD
 REFER : DE/25

'Picture Frame' aluminium boxing around windows

The existing horizontal stone bandings will be faced with anodised aluminium shingles. (REFER TO DRAWING : DE/26)

Perforated P.C. Aluminium Panels similar to those proposed on the South Block (REFER TO DRAWING : DE/12)

P.C. Aluminium Fascia Cladding to existing Stone Band

REFER : DE/12

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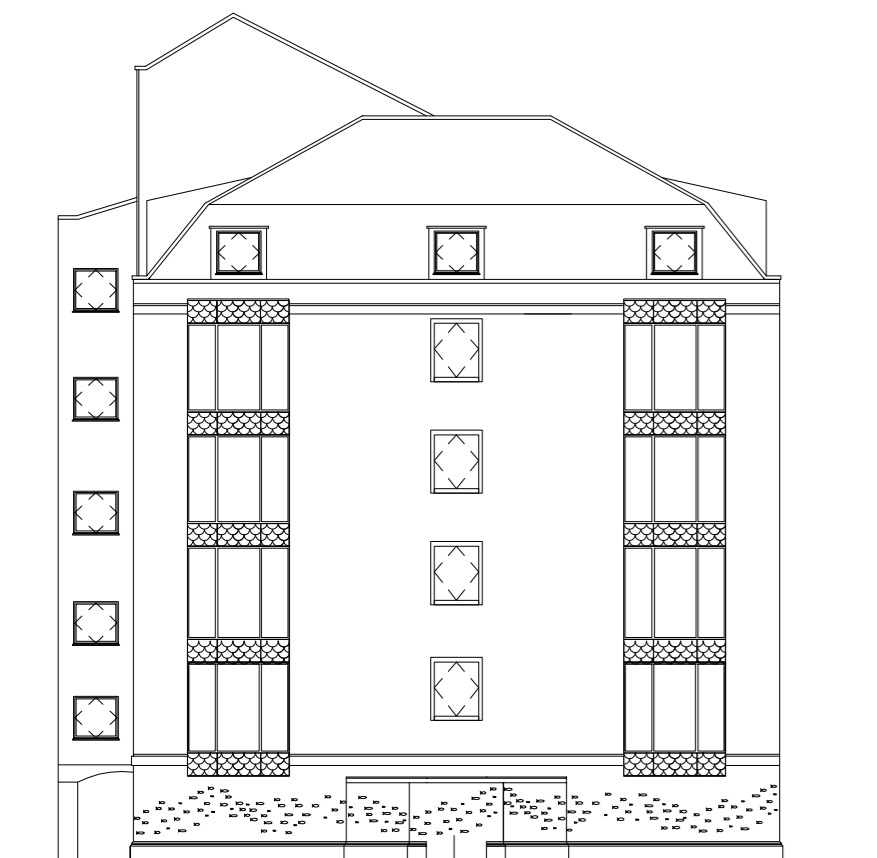
EAST ELEVATION FACING DRAYCOT PLACE

REFER : DE/13

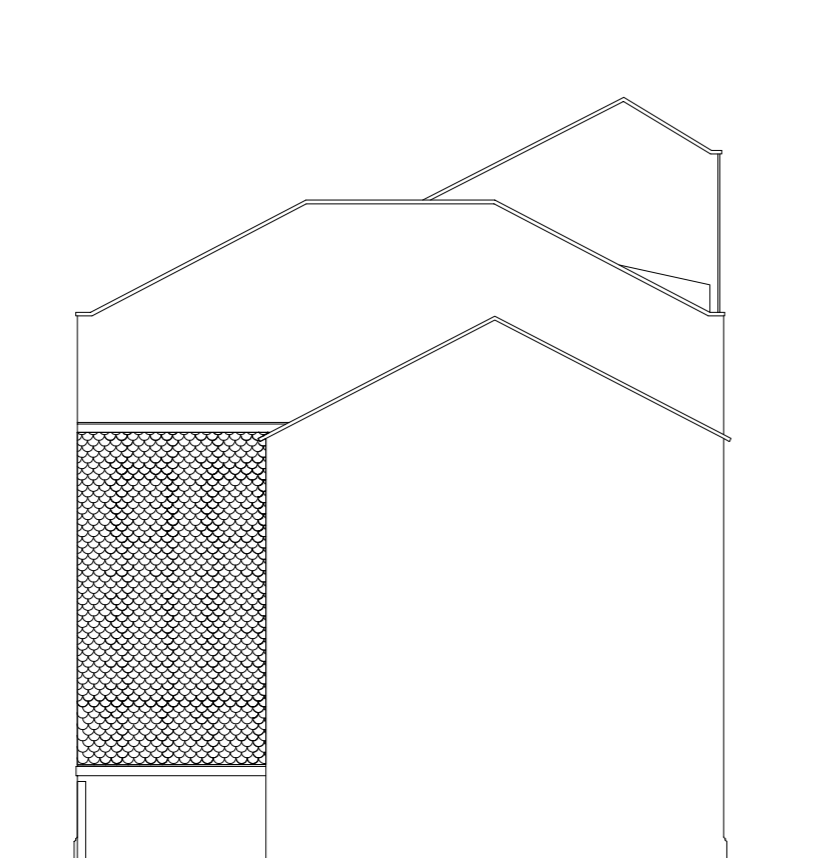
New Double-Glazed Window Units

New Double-Glazed Window Units

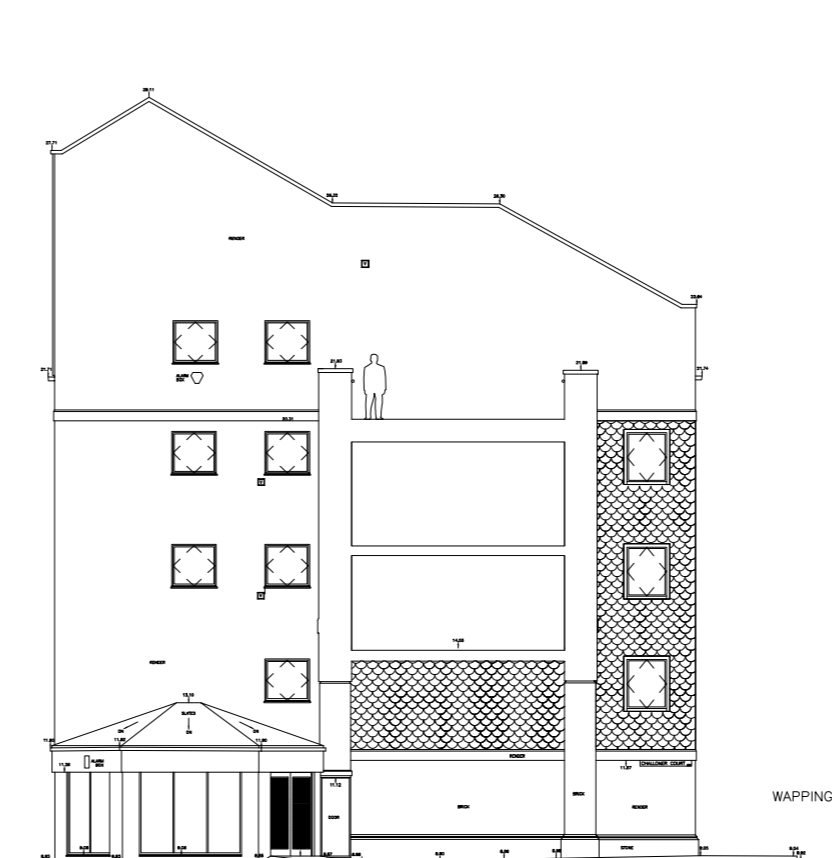
Repair and redecorate all render



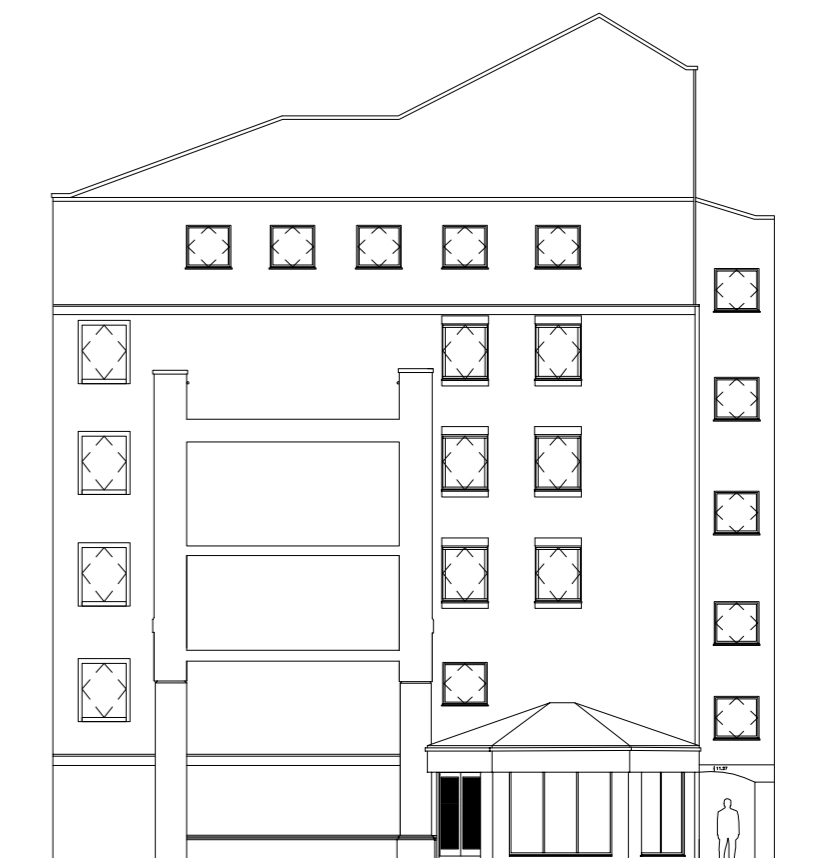
NORTH ELEVATION REFER : DE/23



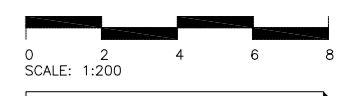
SOUTH ELEVATION



NORTH FACING SECTIONAL ELEVATION



SOUTH FACING SECTIONAL ELEVATION



Planning

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 Merchants House, Bristol
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North and South Block

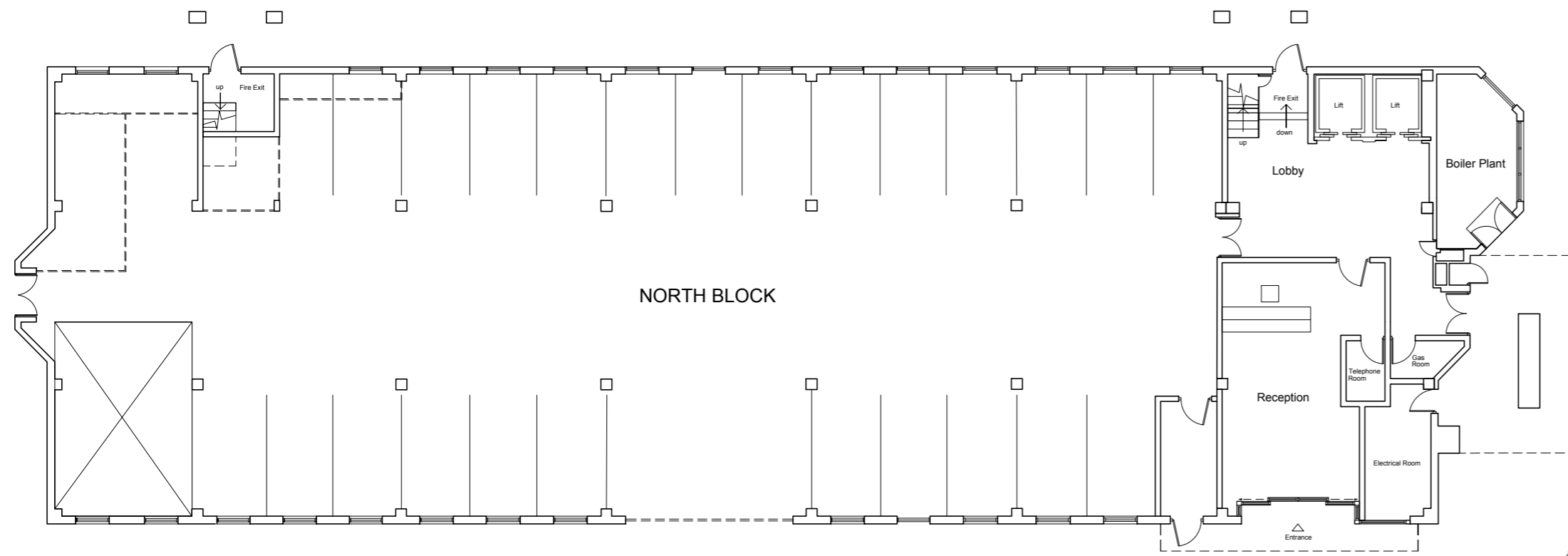
Drawn: EE Authorised:

Scale: 1:200 @ A2 Date: Apr 2018

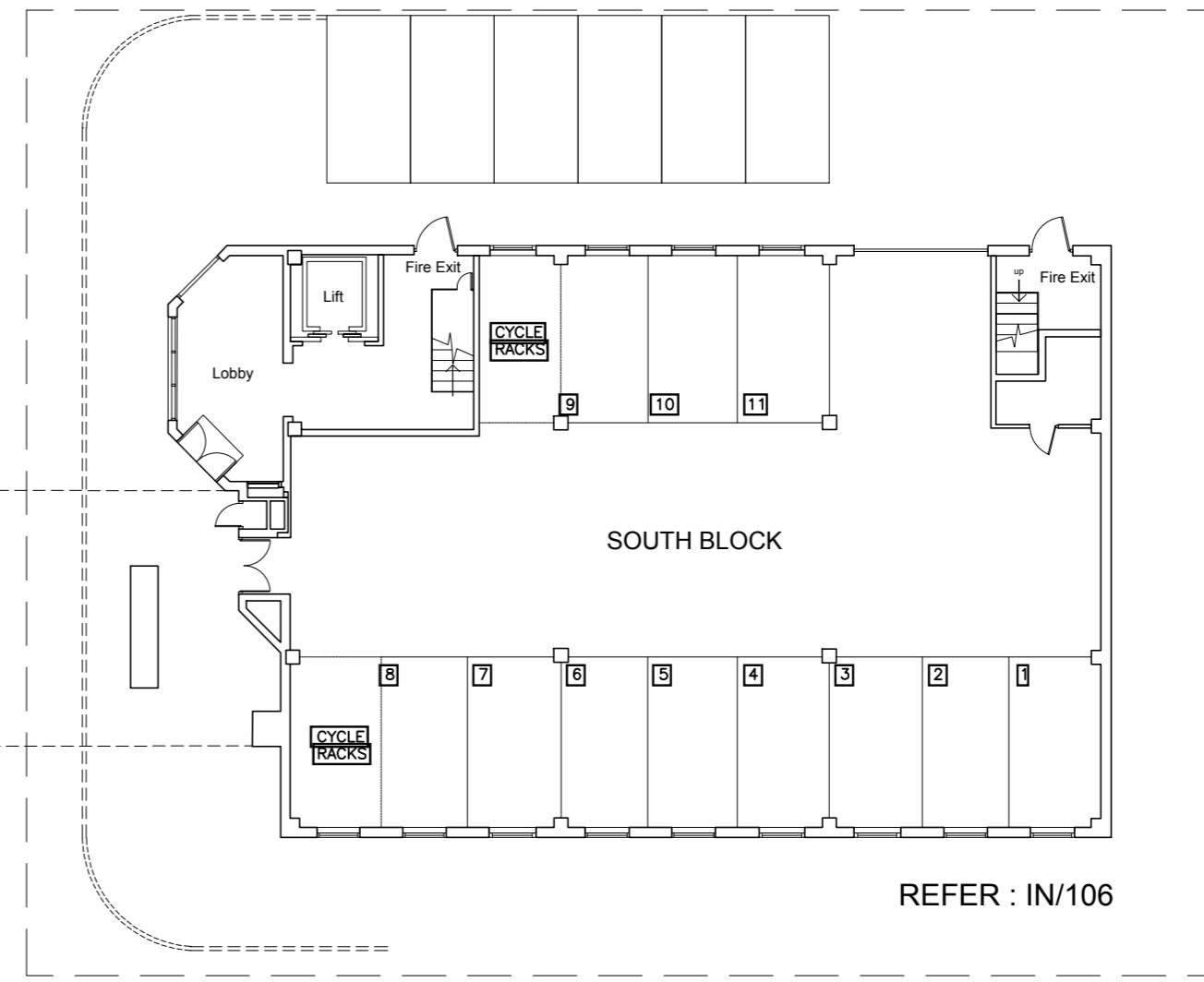
4945	DE	04	B
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 Tel: 020 8004 0711
 Fax: 020 8004 0779
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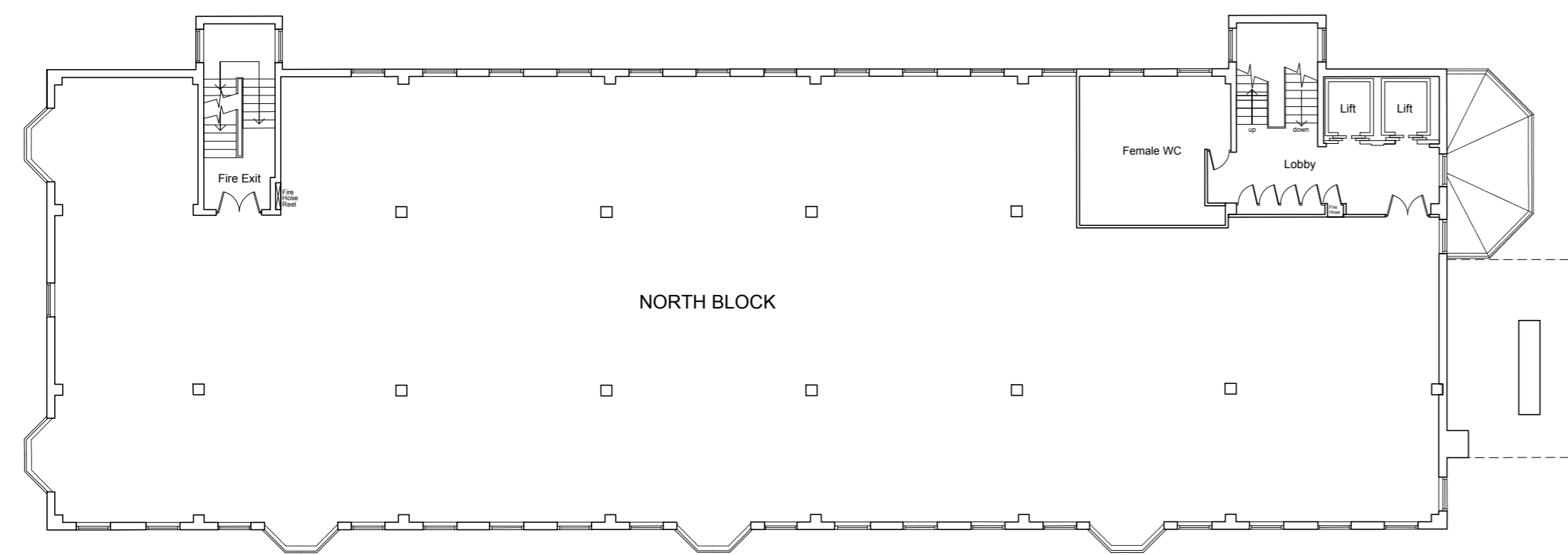
Environments that work



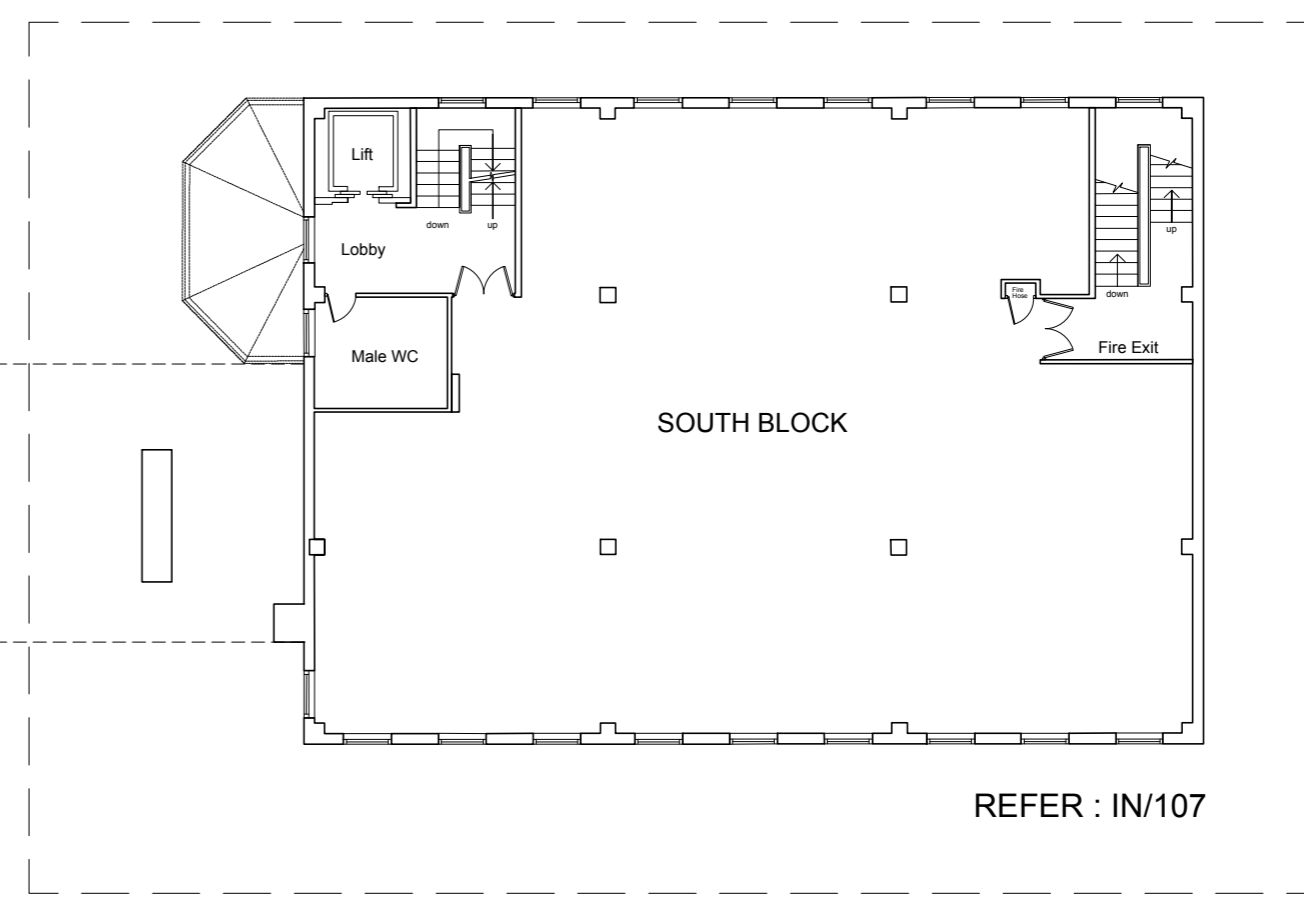
GROUND FLOOR PLAN



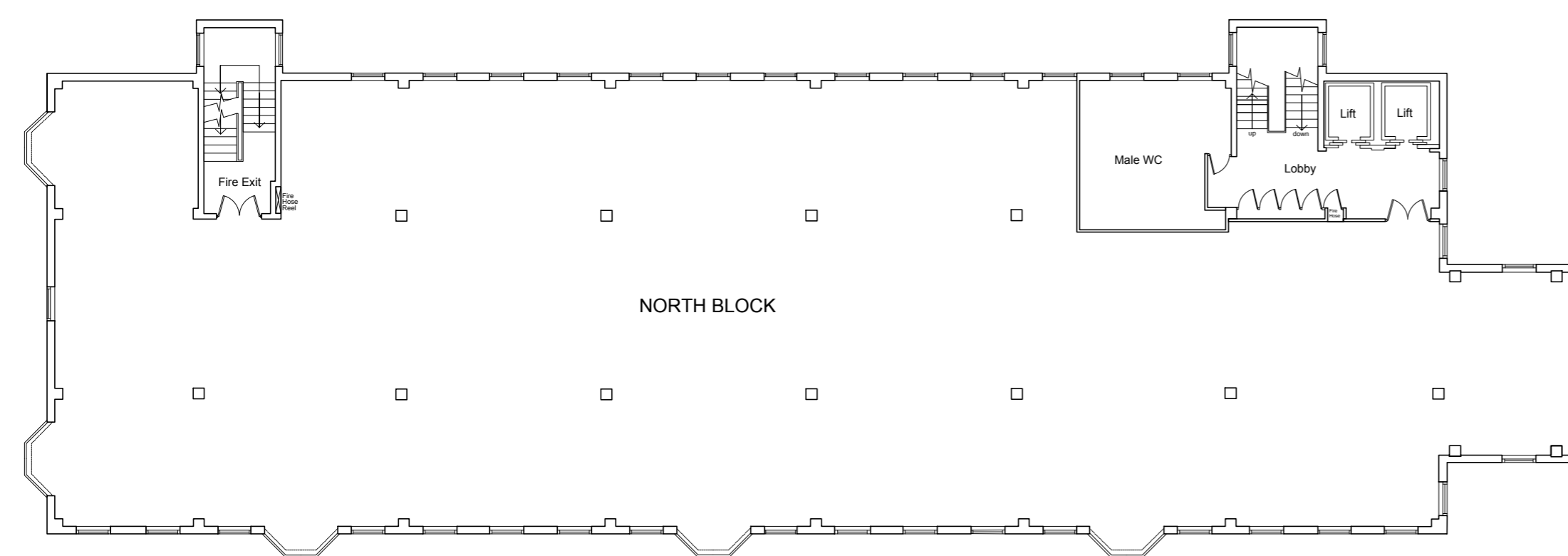
REFER : IN/106



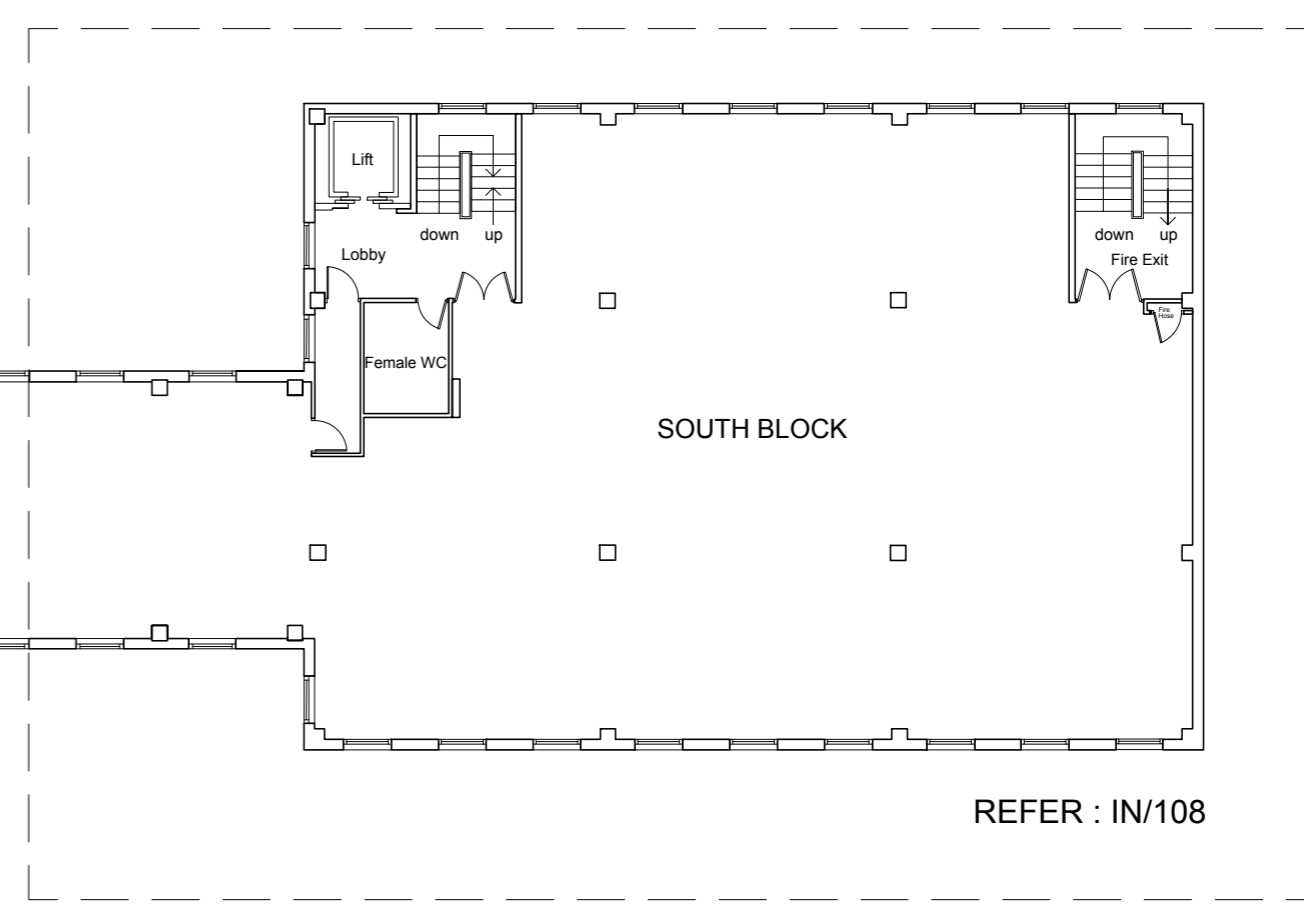
FIRST FLOOR PLAN



REFER : IN/107

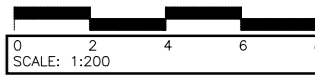
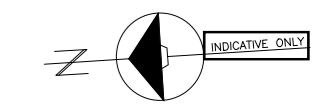


SECOND FLOOR PLAN



REFER : IN/108

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Planning

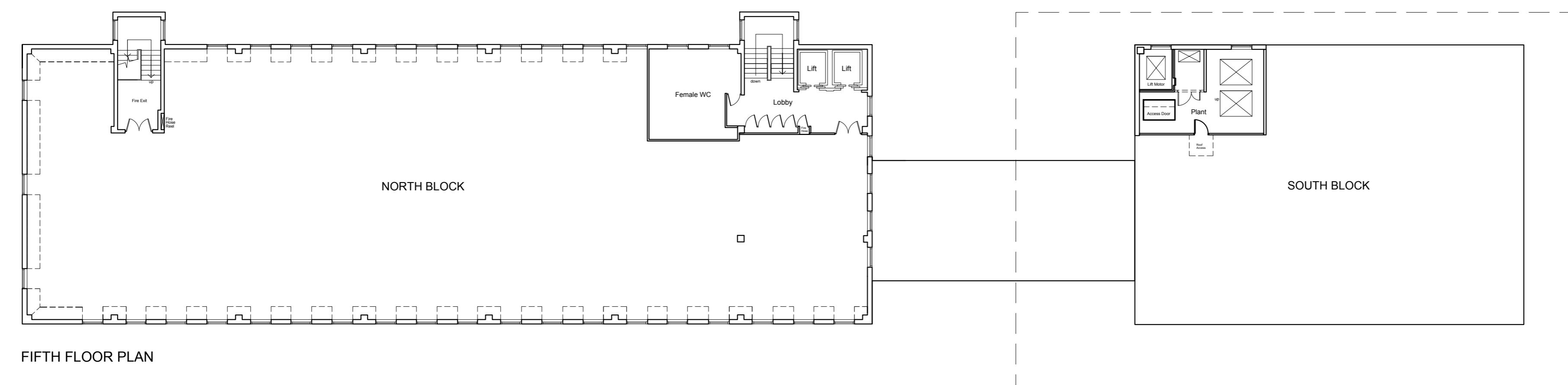
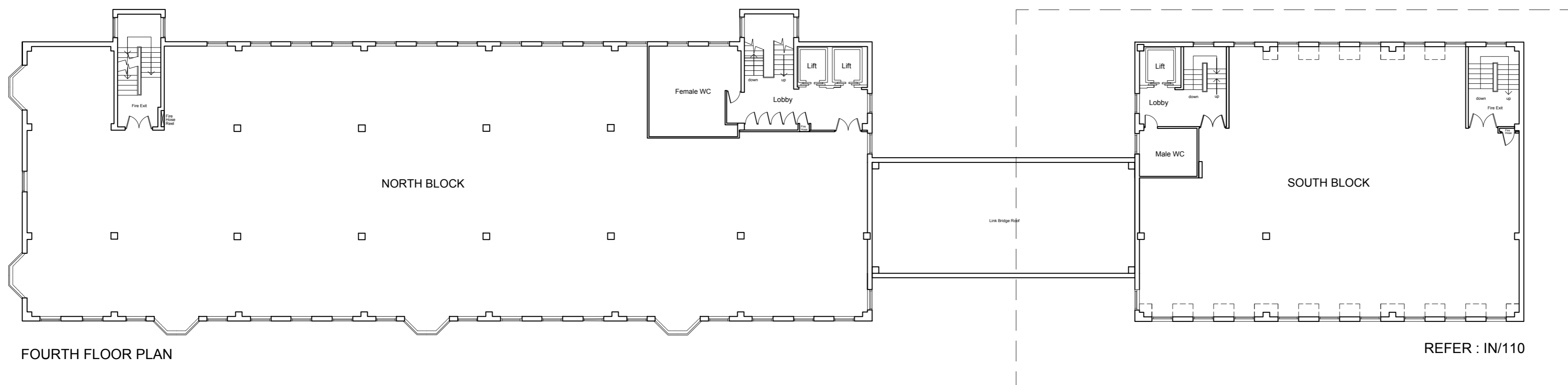
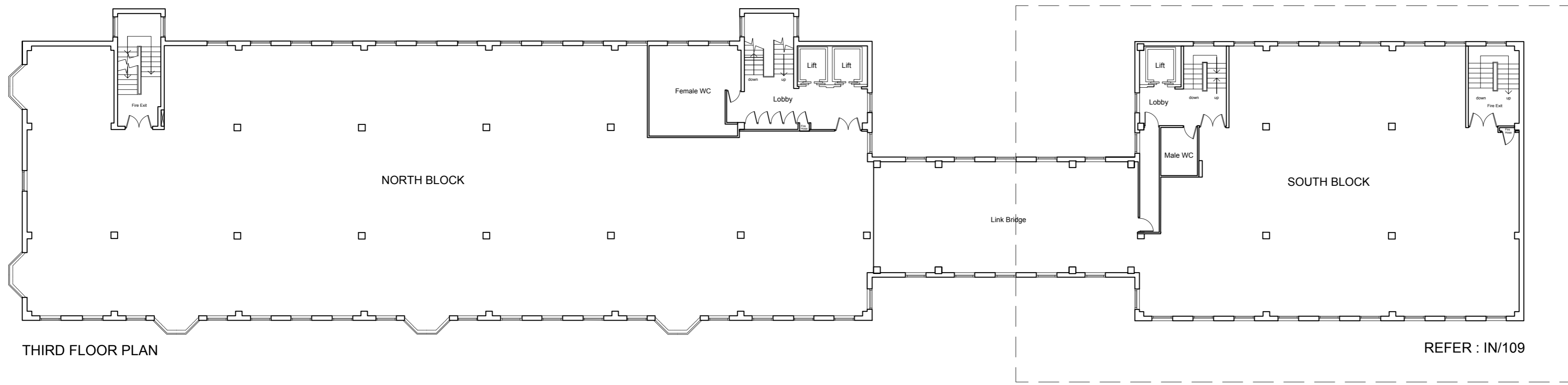
Belborough Ltd / Verve Properties
Merchants House, Bristol
Wapping Road, BS1 4RW
Existing Floor Plans - Sheet 1

Scale: 1:200 @ A3 Date: 29 Jun. 2018

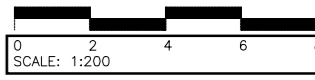
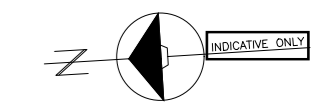
4945 IN 103 A

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Environments that work



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Planning

Belborough Ltd / Verve Properties
Merchants House, Bristol
 Wapping Road, BS1 4RW
 Existing Floor Plans - Sheet 2

Drawn: EE
 Scale: 1:200 @ A3
 Date: Apr 2018
 4945 IN 104 A

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 Fax: 01274 804 1779
 e-mail: arch@todayandfoster.com
 www.todayandfoster.com





Viewed from Wapping Road south.

The shingles will wrap around the south elevation.

Planning			
Bellborough Ltd / Verve Properties Merchants House, Bristol Wapping Road, BS1 4RW Viewed from Wapping Road south			
Drawn: EE	Authorised:		
Scale: Not to scale	Date: Apr 2018		
4945	DE	34	A
The Tooley & Foster Partnership ARCHITECTS • DESIGNERS 118 Park Street, Bristol, BS1 2PL Tel: 0117 325 8111 Fax: 0117 325 8179 Email: info@tooleyandfoster.com www.tooleyandfoster.com			
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North block entrance viewed from Wapping Road south.

This entrance will remain as existing, which will tie it well with the proposals.

Planning

Bellborough Ltd / Verve Properties
Merchants House, Bristol
Wapping Road, BS1 4RW
North block entrance viewed from Wapping Road south

Drawn: EE Authorised:

Scale: Not to scale Date: Apr 2018

4945	DE	28	Rev: A
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South block, front perspective.

A new entrance will be created through what is currently one end of the car park. This will be fully glazed giving a street-view through the ground floor office space into a double height central meeting area within.

This will help to create a permeable and more active frontage at street level.

With the intent of creating a vibrant aesthetic, the whole of the front and side elevations will be covered in bespoke, manufactured, aluminium shingles. As they rise up the building they will change from a raw anodised finish to various shades of grey.

The gradual shift from metallic to the flatter tones of greys will give the building a sense of grounding at the upper levels.

This will give a strong, animated aesthetic to the building which currently lacks visual presence.

Planning

Bellborough Ltd / Verve Properties
Merchants House, Bristol
Wapping Road, BS1 4RW
South block, front perspective

Drawn: EE Authorised:

Scale: Not to scale Date: Apr 2018

4945	DE	31	Rev	A
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