

# Development Control B Committee Agenda



**Date:** Wednesday, 10 July 2019

**Time:** 2.00 pm

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

## Distribution:

**Councillors:** Richard Eddy (Vice-Chair), Carla Denyer, Lesley Alexander, Tom Brook (Chair), Harriet Bradley, Mike Davies, Fi Hance, Olly Mead, Jo Sergeant, Nicola Bowden-Jones, Gary Hopkins and Celia Phipps

**Copies to:** Zoe Willcox (Director: Development of Place), 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 and Paul Shanks

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**Date:** Tuesday, 2 July 2019



# Agenda

## **1. Election of Chair for 2019/20 Municipal Year**

The Committee is requested to elect the Chair for the 2019/20 Municipal Year.

## **2. Election of Vice-Chair for 2019/20 Municipal Year**

The Committee is requested to elect the Vice-Chair for 2019/20 Municipal Year.

## **3. Terms of Reference for Development Control Committees**

The Committee is requested to note the Terms of Reference for Development Control Committees which were approved at Full Council on Tuesday 22<sup>nd</sup> May 2018 and remain unchanged.

## **4. Dates of Future Meetings 2019/20**

The Committee is requested to consider dates for future meetings for 2019/20 Municipal Year. The following dates are proposed:

all on Wednesdays

14<sup>th</sup> August 2019 at 2.00 pm

25<sup>th</sup> September 2019 at 6.00 pm

6<sup>th</sup> November 2019 at 6.00 pm

18<sup>th</sup> December 2019 at 1.00 pm (To accommodate an OSMB (MQT) Meeting at 5.00 pm.)

12<sup>th</sup> February 2020 at 6.00 pm

18<sup>th</sup> March 2020 at 2.00 pm



29<sup>th</sup> April 2020 at 6.00 pm

**5. Welcome, Introduction and Safety Information** **2.00 pm**  
**(Pages 5 - 6)**

**6. Apologies for Absence**

**7. 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.

**8. Minutes of the previous meeting**

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

**(Pages 7 - 11)**

**9. Appeals**

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

**(Pages 12 - 20)**

**10. Enforcement**

To note enforcement notices.

**(Page 21)**

**11. 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 4 July 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 9 July 2019.

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

## **12. Planning and Development**

To consider the following applications for Development Control Committee B -

- |   |                         |
|---|-------------------------|
| <b>a) 18/03879/F - St Annes House St Annes Road St Annes<br/>Bristol BS4 4AB</b>                      | <b>(Pages 22 - 69)</b>  |
| <b>b) 19/02090/F - Chalks Road Public Car Park Chalks Road<br/>Bristol BS5 9EP</b>                    | <b>(Pages 70 - 94)</b>  |
| <b>c) 19/01927/FB - Land Southwest Of Stoke Park Primary<br/>School Romney Avenue Bristol BS7 9SX</b> | <b>(Pages 95 - 129)</b> |

## **13. Date of Next Meeting**

14<sup>th</sup> August 2019 at 2.00 pm.



# Public Information Sheet

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

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

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

Other formats and languages and assistance  
For those with hearing impairment

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

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

## Public Forum

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

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

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

24 April 2019 at 6.00pm



### **Members Present:-**

**Councillors:** Tom Brook (Chair) Tony Carey (for Richard Eddy), Lesley Alexander, Harriet Clough, Mike Davies, Carla Denyer, Fi Hance, Fabian Breckels (for Harriet Bradley), Olly Mead, Jo Sergeant.

### **Officers in Attendance:-**

Jonathan Dymond - Development Management, Allison Taylor - Democratic Services

### **1. Election of Chair for remainder of Municipal Year 2018/19.**

Councillor Brook was nominated and seconded. There were no further nominations and it was therefore:-

**Resolved – That Councillor Brook be elected Chair for the remainder of the Municipal Year 2018/19.**

### **2. Welcome, Introduction and Safety Information**

The Chair welcomed all parties to the meeting and explained arrangements for emergency access in the event of a fire.

### **3 Apologies for Absence**

Apologies were received from Councillors Bradley (substitute Councillor Breckels) and Councillor Eddy (substitute Councillor Carey).

### **4. Declarations of Interest**

There were none.

### **5. Minutes of the previous meeting – 13 March 2019**

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



## 6. Appeals

The representative of the Head of Development Management introduced the report and summarised it for everyone. There were no questions.

## 7. Enforcement

The representative of the Head of Development Management introduced the report and summarised it for everyone. There were no questions.

## 8. 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.

## 9. Planning and Development

The Committee considered the following Planning Applications:

### **18/05731/F - 2 Smyth Road Bristol.**

The Chair noted that Councillor Lesley Alexander had attended after the start of Public Forum for this item so would not be able to participate in the debate or vote on this application.

The representative of the Head of Development Management introduced the application with the following points:-

1. The application was for the demolition of a retail unit and construction of 9 apartments (4 number 1 beds and 5 number 2 beds) with associated bike and bin storage;
2. The site of the application was considered a transitional location between the more traditional buildings and more recent new developments;
3. The design was modern and in keeping with new developments to the north of the site;
4. It was before the Committee due to the number of objections received during consultation. Of the 40 comments received 38 were objections. Consultation with BCC's City Design Group (CDG) and Transport Development Management (TDM) has resulted in revised plans which were re-consulted on and attracted 23 objections. The key issues were transport, design and impact on residential amenity;
5. In the revised plans the applicant had proposed further transport and access measures including off-site highway improvements, car club membership for future occupants and a Travel Plan to encourage the use of sustainable forms of transport;



6. The site was not within a Residential Parking Scheme and an Advice Note had therefore been attached to the consent stating that should a scheme be introduced the occupiers of this development would not be eligible for the scheme;
7. TDM were now satisfied with the application;
8. The design used modern materials. The CDG had some concerns regarding the scale and massing on the Balfour Road elevation and these were addressed by the applicant. The CDG therefore considered the design, scale, height and massing acceptable;
9. Amenity – Balconies have been recessed into the building and privacy screens would be included on all balconies to mitigate the potential for overlooking. Any windows facing north would be conditioned to be non-opening and obscured glaze in order to mitigate risk to neighbouring amenity. Officers were satisfied that overbearing was not significant. Shadow studies had been undertaken to evaluate overshadowing and some increased overshadowing was found to the gardens along Smyth Road but this was only in the garden and on Winter evenings. There was some limited overshadowing during Spring equinox on Balfour Road but officers found that on balance this did not warrant refusal;
10. In conclusion, officers were satisfied that that the key issues had been addressed by the applicants and recommended that the application be granted.

The following points arose from questions and debate:-

1. TDM were happy that there was sufficient space for the refuse access area. All bins would not be on the street but located behind a latched door. There was a traffic plan to access the site and it was intended that Bristol Waste Company would access the area to collect the waste;
2. it was not possible to completely enforce the Travel Plan condition as there would not be any active policing of the area but if officers were informed of breaches they could take enforcement but there was a limit to what could be done;
3. It was possible to condition the exploration of possible anti-graffiti/tagging measures to building elevations;
4. It was not possible to guarantee that the development would be car free and officers were aware of the local pressures in such a high density area and of a recent residential survey concerning issues of new development and the Mayor's Office had been briefed on this subject. Yellow lines would be in place to deter unsafe parking. It was very difficult to ensure sufficient disabled bays on street;
5. Councillor Sergeant had reservations on the design and that it was not in keeping with the area and concerning the issues around parking and she was inclined note to vote in support of the officer recommendation;
6. Councillor Breckels was content with the design but shared concerns regarding parking. He commented that it would be preferable to have one less flat on the ground floor and provide some parking instead;
7. Councillor Hance approved of the design. She appreciated the residents' concerns regarding parking but the arrangements were in line with BCC policies and could not therefore be turned down on that basis. She was inclined to vote in support of the officer recommendation;
8. Councillor Mead approved of the design shape but not of the colour. He supported the inclusion of a condition regarding tagging/graffiti and would vote on balance for the officer recommendation;
9. Councillor Carey observed that public transport journeys from that location to the City Centre took too long;



10. Councillor Denyer was concerned regarding the parking arrangements and the obvious solution was a Residents' Parking Scheme for the area. She approved of the front face but the Balfour Road face was not good and could perhaps be improved with conditions. There were not sufficient grounds to refuse so would vote for it along with a condition regarding disabled access for bin storage and Bristol Waste Company confirming that they would collect;

11. Councillor Mead moved the officer recommendation with additional conditions regarding waste access and collection and consideration of possible anti-graffiti/tagging measures and this was seconded by Councillor Hance. On being put to the vote it was:-

**Resolved – (7 for, 1 against, 1 abstention) that planning permission be granted subject to conditions as set out in the report and the following additions:-**

**1. To amend the wording of the Refuse Storage and Recycling Facilities condition to require details to be submitted to the Local Planning Authority for approval including access and waste collection;**

**2. To note that through the consideration of details submitted pursuant to the submission of samples condition, to explore possible anti-graffiti/tagging measures to building elevations.**

#### **18/06309/F - 87 - 89 Park Street City Centre Bristol.**

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

The representative of the Head of Development Management introduced the application with the following points:-

1. The application was for the change of use of the lower ground, ground, ground mezzanine and first floor from a restaurant (A3 Use Class) to a mixed use café, bar and restaurant with onsite rum distillery and educational and training facilities (Sui generis Use Class) and for listed building consent for interior alterations;
2. The application had attracted five comments of support including the ward member and no objections;
3. There were no objections from internal consultees;
4. The application was compliant with local plan policies;
5. It was considered that the application would provide a strong and positive contribution to the diversity of the area;
6. Amenity had been suitably addressed and was policy compliant. Background noise was higher at the anticipated closing times;
7. There was an Operational Management Plan detailing smoking area and waiting arrangements;
8. The hours were curtailed from the original restaurant planning consent;
9. Transport Development Management were satisfied with the arrangements for deliveries to the rear;
10. The interior refitting would not impact on the historic fabric of the building;
11. In conclusion, officers on balance recommended approval of the application.



The following points arose from questions and debate:-

1. Discussion took place regarding the overarching hours of the proposal and the different hours the various elements of the business might open. It was noted that Pollution Control had looked at the hours and were satisfied. It was concluded that these hours would be considered by the Licensing Authority and could only be considered at this Committee with respect to their impact on amenity;
2. It was noted that any servicing/delivery arrangements would not put additional burden on traffic in the area. As these arrangements were the same as the previous Jamie's Restaurant additional restrictions were not required;
3. Councillor Breckels commented that this was a key location and it was crucial to reinvigorate Park Street and bring the building back to use and he would therefore support the officer recommendation;
4. Councillor Davies remarked on previous concerns regarding the number of bars in the area and that this application would not exacerbate those concerns and he would therefore support the officer recommendation;
5. Councillor Mead moved the officer recommendations and this was seconded and on being put to the vote it was:-

**Resolved – (Unanimous) That planning permission be granted subject to conditions as set out in the report and in the Amendment Sheet;**

**Resolved – (Unanimous) That Listed Building Consent be granted subject to conditions as set out in the report.**

The meeting ended at 7.15 pm

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



## DEVELOPMENT CONTROL COMMITTEE B

10th July 2019

### REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

#### LIST OF CURRENT APPEALS

##### Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Stockwood	100 Stockwood Road Stockwood Bristol BS14 8JF Proposed two storey side extension and single storey front extension. Appeal against refusal Delegated decision	12/02/2019
2	Lockleaze	635 Muller Road Bristol BS5 6XP Proposed two/single storey extension to side and single storey infill extension to rear. Appeal against refusal Delegated decision	13/02/2019
3	Ashley	1 Trentham Close Bristol BS2 9XF Revision to planning permission 18/03714/H, (Demolition of two, single storey extensions and construction of 1 no. two storey, side extension) by the addition of a Juliet balcony to the new, first floor bedroom. Appeal against refusal Delegated decision	18/03/2019
4	Lawrence Hill	30 Clark Street Bristol BS5 0TA Proposed alteration to roof, to create mansard roof. Appeal against refusal Delegated decision	19/03/2019
5	Ashley	24 Stafford Road Bristol BS2 9UN Rear dormer roof extension and elevational changes. Appeal against refusal Delegated decision	19/03/2019
6	Brislington East	160 Allison Road Bristol BS4 4PQ Ground floor extension to rear. Appeal against refusal Delegated decision	30/04/2019

7	Hillfields	14 Woodland Way Bristol BS15 1QH Retrospective proposal for demolition of existing single storey rear extension and erection of new enlarged single storey rear extension Appeal against refusal Delegated decision	30/04/2019
8	Lawrence Hill	11 Durbin Walk Bristol BS5 0RJ Single storey front extension. Appeal against refusal Delegated decision	21/05/2019
9	Ashley	119 Richmond Road Montpelier Bristol BS6 5EP Erection of a part 1/part 2 storey rear extension. Appeal against refusal Delegated decision	21/05/2019
10	Hotwells & Harbourside	1 Ashton Avenue Bristol BS1 6XH Single storey side linked extension. Appeal against refusal Delegated decision	10/06/2019
11	Westbury-on-Trym & Henleaze	14 Priory Court Road Bristol BS9 4DE Partial demolition of existing garage and erection of a rear and side single storey extension. Appeal against refusal Delegated decision	18/06/2019

### Informal hearing

Item	Ward	Address, description and appeal type	Date of hearing
12	Brislington East	62 Birchwood Road Bristol BS4 4QN Outline application for the demolition of the existing single dwelling and the erection of a 52-bedroom care home (Use Class C2) with bin/cycle store and parking, with Access, Layout and Scale to be considered.(Major application). Appeal against non-determination Delegated decision	11/06/2019

## Written representation

Item	Ward	Address, description and appeal type	Date lodged
13	Westbury-on-Trym & Henleaze	29 Hobhouse Close Bristol BS9 4LZ Erection of new 2 storey dwelling attached to side of 29 Hobhouse Close and associated structures. Appeal against refusal Delegated decision	18/02/2019
14	Bedminster	Units 3 To 4 Charnwood House Marsh Road Bristol BS3 2NA Notification of Prior Approval for a proposed change of use of a building from office use (Class B1(a)) to 8 flats (Class C3). Appeal against refusal Delegated decision	20/02/2019
15	Horfield	Land At Inn On The Green 2 Filton Road Bristol BS7 0BH Discontinuance notice appeal in respect of advertisement hoarding on the land.	25/02/2019
16	Brislington East	Land At St Anne's Road St Annes Road St Annes Bristol Discontinuance notice appeal in respect of advertisement hoarding.	25/02/2019
17	Redland	2A Clare Avenue Bristol BS7 8JF Change in roof pitch, with roof extension to front, side, and rear, to facilitate loft conversion to 2a Clare Avenue. Appeal against refusal Delegated decision	07/03/2019
18	Henbury & Brentry	Land To Rear 132 Knole Lane Bristol BS10 6JW Application to vary condition No. 13 (which lists approved plans) attached to planning permission 17/00010/F - [which consented a pair of two storey semi-detached dwellings] to amend site levels and elevations. Appeal against refusal Delegated decision	01/04/2019
19	Frome Vale	19 Lambrook Road Bristol BS16 2HA 2 no. new dwellings. Appeal against refusal Delegated decision	01/04/2019

20	Avonmouth & Lawrence Weston	24 Dursley Road Bristol BS11 9XB Proposed new dwelling on Land Adjacent to No. 24 Dursley Road, with parking and associated works. Appeal against refusal Delegated decision	02/04/2019
21	Ashley	272, 274, 276 Ashley Down Road Bristol BS7 9BQ Demolish sections of garden wall, create dropped kerbs and provide hardstanding to create off street parking for houses 272, 274, and 276 Ashley Down Road. Appeal against refusal Delegated decision	15/04/2019
22	Frome Vale	55 Downend Road Fishponds Bristol BS16 5AR Conversion of ground floor shop (Class A1) into 1 bedroom flat (Class C3) Appeal against refusal Delegated decision	16/04/2019
23	Central	Raj Mahal City Clarence Road Redcliff Bristol BS1 6RP Re submission of Application Ref: 17/05223/F - Demolition of existing building and erection of a building containing 68no. student bedspaces, communal space and cycle parking. Appeal against refusal Delegated decision	17/04/2019
24	Ashley	7-29 Wilder Street 1-3 Backfields And Land At Corner Of Backfields And Upper York Street Bristol BS2 8PU Redevelopment of existing buildings (except for retained listed building at 25 Wilder Street) and two commuter car parks to provide purpose-built managed student accommodation (345 beds) (sui generis) and ground floor employment floorspace (Class B1); refurbishment and change of use of 25 Wilder Street to provide a three-bedroom dwelling (Class C3); and associated works (Major Application) Appeal against refusal Committee	17/04/2019
25	Clifton Down	Land To Rear Of 81 Whiteladies Road And West Side Of Hampton Lane Bristol Demolition of existing single storey office building and erection of replacement building accommodating ground floor office (Use Class B1a), 2 no. units of shared student accommodation (Use Class Sui Generis) each comprising four bed spaces; secure cycle parking and refuse and recycling store. Appeal against refusal Delegated decision	17/04/2019

26	Clifton Down	Land To Rear Of 81 Whiteladies Road And West Side Of Hampton Lane Bristol Demolition of existing single storey office building and erection of replacement building accommodating ground floor office, 2 no. units of shared accommodation each comprising four bed spaces; secure cycle parking and refuse and recycling store. Appeal against refusal Delegated decision	17/04/2019
27	Bishopsworth	Land Adjacent To 19 Ilchester Road Bristol BS13 7HX Proposed 2no. semi detached single dwelling houses (3 bedrooms). Appeal against non-determination Delegated decision	29/04/2019
28	Lawrence Hill	Newfoundland Circus, C/o Dale Street Entrance To Cabot Circus Car Park Bristol BS2 9AB One internally illuminated digital advertisement display. Appeal against refusal Delegated decision	10/05/2019
29	Southville	Land Adjacent To 1 Malago Road Sheene Road Bristol BS3 4EG Replacement of existing screen with LED Digital Appeal against refusal Delegated decision	16/05/2019
30	St George Central	Land At 16 Broad Road Bristol Conversion of an existing double garage to form a two storey dwelling with parking. Access, screening, landscaping and associated works. Appeal against refusal Delegated decision	16/05/2019
31	Westbury-on-Trym & Henleaze	The Coach House Grange Court Road Bristol BS9 4DP New dwelling (Self Build). Appeal against refusal Delegated decision	17/05/2019
32	Southmead	123 Lake Road Bristol BS10 5JG Application for a Lawful Development Certificate for a Proposed use or development : Proposed 2 storey extension to the rear with additional dormer extension to extension roof. Appeal against refusal Delegated decision	23/05/2019

33	Frome Vale	1 Claverham Road Bristol BS16 2HT Enforcement appeal for works not in accordance with planning permission 17/03366/H. Appeal against an enforcement notice	23/05/2019
34	Brislington West	6 Braikenridge Road Bristol BS4 3SW Retention of rear roof extension, side roof extension and works to roof above existing side extension (resubmission of refused application 18/04590/H). Appeal against refusal Delegated decision	29/05/2019
35	Stockwood	226 Sturminster Road Bristol BS14 8EP Two storey side extension to form 2No. flats. Appeal against refusal Delegated decision	30/05/2019
36	Windmill Hill	154 Marksbury Road Bristol BS3 5LD Application for a Lawful Development Certificate for a Proposed use - Erection of an outbuilding. Appeal against refusal Delegated decision	06/06/2019
37	Redland	38 Kersteman Road Bristol BS6 7BX Two storey side extension and single storey rear extension to create additional linked accommodation in the rear garden. Appeal against non-determination Delegated decision	10/06/2019
38	St George Central	325 Two Mile Hill Road Bristol BS15 1AN Redevelopment of existing building into a mixed use of 6 apartments and 1 small shop unit. Appeal against non-determination Delegated decision	10/06/2019
39	Southville	79 East Street Bedminster Bristol BS3 4EX Conversion of first floor from 1No. two-bed flat to 2No. one-bed flats with provision of refuse and cycle storage & installation of new windows. Appeal against refusal Delegated decision	10/06/2019
40	Horfield	6 Filton Grove Bristol BS7 0AJ Creation of a new dwelling and associated works. Appeal against refusal Delegated decision	18/06/2019

## List of appeal decisions

<b>Item</b>	<b>Ward</b>	<b>Address, description and appeal type</b>	<b>Decision and date decided</b>
41	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>	<p>Appeal withdrawn</p> <p>06/06/2019</p>
42	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>	<p>Appeal allowed</p> <p>29/04/2019</p>
43	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>	<p>Appeal allowed</p> <p>29/04/2019</p>
44	Hartcliffe & Witherwood	<p>30 Honey Garston Road Bristol BS13 9LT</p> <p>Erection of 2 no 2 bedroomed flats to side of existing house</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	<p>Appeal dismissed</p> <p>23/04/2019</p>
45	Knowle	<p>41 Imperial Walk Bristol BS14 9AD</p> <p>Erection of a new dwelling with access, screening, parking, landscaping and associated works.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	<p>Appeal dismissed</p> <p>24/04/2019</p>
46	Lawrence Hill	<p>30 Eve Road Bristol BS5 0JX</p> <p>Proposed roof extension and single storey rear extension.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	<p>Appeal dismissed</p> <p>30/04/2019</p>

47	Horfield	1 Bishopthorpe Road Bristol BS10 5AA Proposed two storey single dwelling. Appeal against refusal Delegated decision	Appeal dismissed 30/04/2019
48	Stoke Bishop	Stoke Lodge Playing Fields Shirehampton Road Bristol BS9 1BN Erection of new changing room building and associated works to replace existing building. Appeal against refusal Committee	Appeal dismissed 24/05/2019
49	Bishopston & Ashley Down	91 Ashley Down Road Bristol BS7 9JT Retention of outbuilding. Appeal against refusal Delegated decision	Appeal dismissed 06/06/2019
50	Bedminster	Bridge And Land To The North Of South Liberty Lane Bristol Demolition of existing bridge and construction of 17 no. houses and 3 no. flats (Use Class C3) with associated new access road, car parking, landscaping and ground works. Major Application Appeal against refusal Delegated decision	Appeal allowed 06/06/2019
51	Avonmouth & Lawrence Weston	Land Adjoining 104 Avonmouth Road Bristol BS11 9ND One 48-Sheet digital advertisement display. Appeal against refusal Delegated decision	Appeal dismissed 17/06/2019
52	Central	Unit 4, 12 Broad Quay Bristol BS1 4DH Change of use of the highway to an external seating area consisting of loose furniture and barrier screening and alterations to the shop front including retractable awnings with heating and signage. Appeal against refusal Delegated decision	Appeal dismissed 01/05/2019  Costs not awarded
53	Central	26 Baldwin Street Bristol BS1 1SE Erection of two additional storeys above the existing building to accommodate 4no. flats. Appeal against refusal Delegated decision	Appeal dismissed 14/05/2019
54	Hartcliffe & Withywood	2 Honey Garston Road Bristol BS13 9LY Construction of a new 2 storey 2 bedroom dwelling (end of terrace) on land adjacent 2 Honey Garston Road. Appeal against refusal Delegated decision	Appeal dismissed 19/06/2019

55	Stoke Bishop	88 Shirehampton Road Bristol BS9 2DR Installation fencing on perimeter of flat roof and formation of roof terrace [outdoor amenity space]. Appeal against refusal Delegated decision	Appeal allowed 04/06/2019
56	Stoke Bishop	Second Floor Flat 88 Shirehampton Road Bristol BS9 2DR Installation of a dormer window to side of main roof. Appeal against conditions imposed Delegated decision	Appeal allowed 04/06/2019
57	Central	Land Adjacent To The Quays Cumberland Road Bristol Proposed 6 storey building (plus a basement), to accommodate 13 units operated as serviced apartments (Use Class C1), (major application). Appeal against refusal Committee	Appeal allowed 19/06/2019
58	Southmead	10 Lake Road Bristol BS10 5HG Double storey side extension for additional living accommodation. Appeal against refusal Delegated decision	Appeal dismissed 26/04/2019
59	Redland	109 Berkeley Road Bishopston Bristol BS7 8HQ Three storey rear extension to 109 Berkeley Road. Appeal against refusal Delegated decision	Appeal allowed 04/06/2019
60	Westbury-on-Trym & Henleaze	46 Cote Park Bristol BS9 2AD Single storey rear/side extension. Appeal against refusal Delegated decision	Appeal dismissed 14/06/2019
61	Bishopston & Ashley Down	83 Ashley Down Road Bristol BS7 9JT Proposed front and rear 'dormer' roof extensions, rooflights and porch and rear fenestration changes Appeal against refusal Delegated decision	Appeal dismissed 12/06/2019
62	Lawrence Hill	Avon Meads St Philips Causeway Bristol BS2 0SP Erection of 2no internally illuminated advertising displays. Appeal against refusal Delegated decision	Appeal dismissed 27/06/2019

**DEVELOPMENT CONTROL COMMITTEE B**

**10th July 2019**

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

LIST OF ENFORCEMENT NOTICES SERVED

No Enforcement Notices to report

**Development Control Committee B – 26 September 2018**

**ITEM NO. 1**

**WARD:** Brislington East                      **CONTACT OFFICER:** Peter Westbury  
**SITE ADDRESS:** St Annes House St Annes Road St Annes Bristol BS4 4AB

**APPLICATION NO:** 18/03879/F                      Full Planning

**DETERMINATION DEADLINE:** 5 October 2018

*Partial change of use from council offices to temporary emergency hostel accommodation, together with associated communal facilities and services to 1st April 2020 (Sui Generis).*

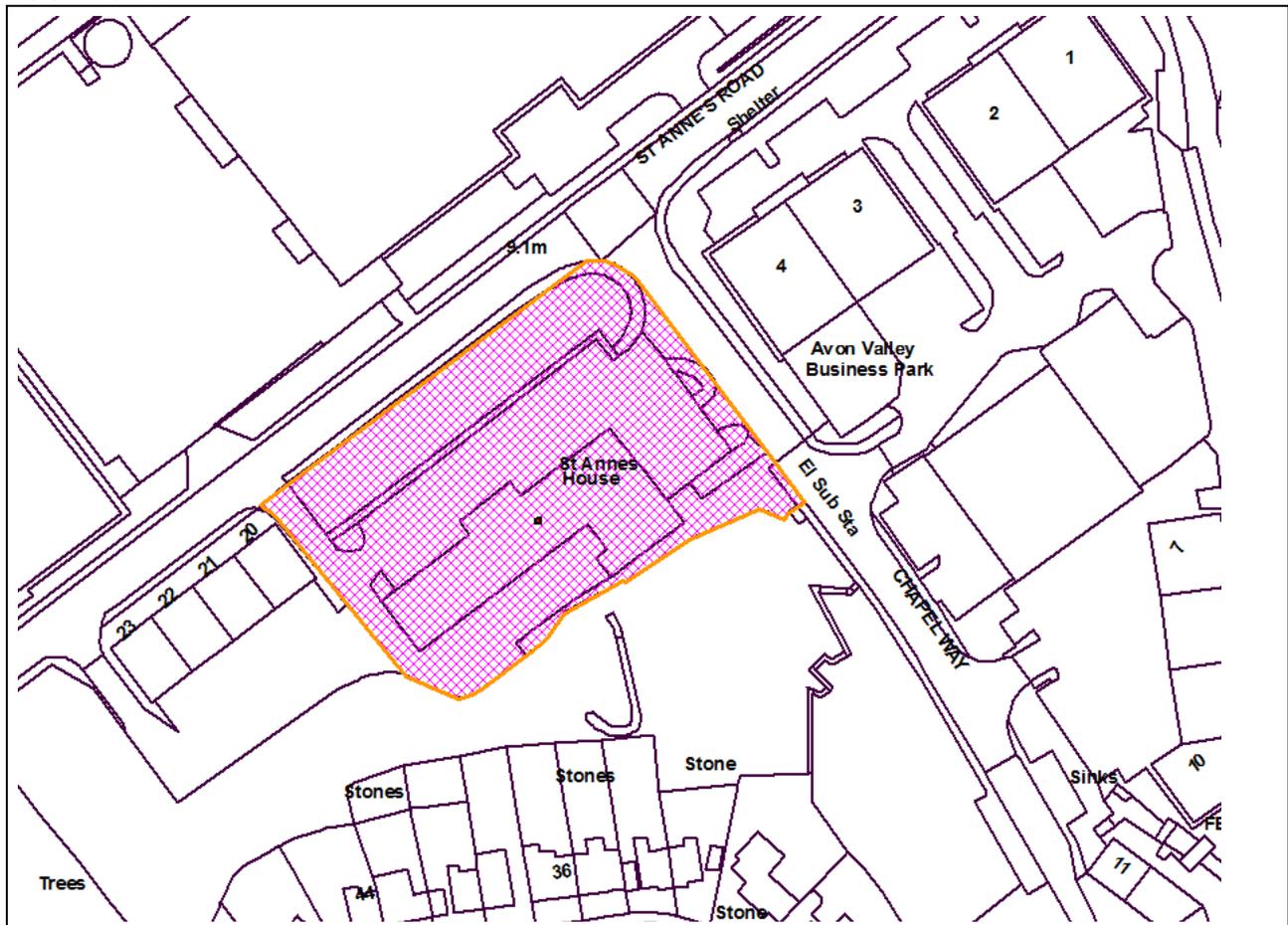
**RECOMMENDATION:** Grant subject to Condition(s)

**AGENT:** Origin3  
 Tyndall House  
 17 Whiteladies Road  
 Clifton  
 Bristol BS8 1PB

**APPLICANT:** St. Mungos  
 3 Thomas More Square  
 Tower Hill

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

**LOCATION PLAN:**



**Development Control Committee B – 10 July 2019****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB****Background**

On 5<sup>th</sup> October 2018, planning permission was granted to St Mungo's for the partial change of use from council offices, known at St. Anne's House, St. Anne's Road, St. Anne's to temporary emergency hostel accommodation, together with associated communal facilities and services to 1<sup>st</sup> April, 2020 (Sui Generis) (Planning Permission Reference: 18/03879/F).

This followed consideration of the application at DM B Committee on 26<sup>th</sup> September 2018. A copy of the report presented to Members is included at Appendix 1. The minutes of this meeting record that it was agreed that an alteration to Condition 3 be made so that it read as follows:

“By 31st May 2019, the Applicants (or their successors) shall present a report to the Local Planning Authority setting out how the use has operated between 1st October 2018 and 31st March 2019. It shall include details of how many people have occupied the use, how much management has been in place and shall indicate whether there have been any complaints and how they have been addressed.

Reason: In order to determine whether any lessons need to be learnt for the second opening period (1st October 2019 to 31st March 2020).concerning the time of an assessment report for the first winter period that the temporary hostel is open to extend it until the end of May 2018.”

A copy of the Minutes of this Meeting is included at Appendix 2.

**Requirements of Condition 3 attached to planning permission 18/03879/F**

The Shelter was operational between November 2018 and the end of March 2019.

Referring to the specific information requested by Condition 3 of Planning Permission 18/03879/F, the operators have prepared and submitted the St Anne's Shelter Service Report 2018-2019 which provides the answers to the following questions included in this additional condition. The report is included at Appendix 3.

There is clear evidence to demonstrate that the operators have sought to be a good neighbour to surrounding occupiers. This is demonstrated by the Good Neighbour Plan that was prepared and is included at Appendix 4.

In summary the following information was provided:

**How many people have occupied the premises?**

St Anne's Shelter had a capacity of 30 beds and accommodated a total of 59 people between the beginning of November 2018 and the end of March 2019 when it closed.

Of the 59 people accommodated, 45 moved on to longer term accommodation, which represents 76% positive housing outcomes.

**Development Control Committee B – 10 July 2019****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB****How much management has been in place?**

The Shelter Service Report states that the shelter operated with four project workers and two night workers employed by St Mungo's, a service manager and a deputy manager, at least one manager was on site during the day Monday to Friday.

It is noted that there was a shortfall in the rota due to challenges recruiting staff for a short-term project, but the gaps were met through using agency staff and occasionally locum workers, ensuring that there were at least two workers on site at all times while the project was open.

Project staff worked closely with clients to book them in, help them access welfare benefits and to support them with a range of other needs. These included liaising with the probation service, engaging with mental health services, obtaining birth certificates, registering with a GP, getting prescriptions for methadone, setting up a bank account and a wide range of other activities.

In addition there was support from St Mungo's volunteers during the second half of the project.

The shelter was managed by St Mungo's alongside our partners, Crisis Centre Ministries (CCM), Caring in Bristol (CiB) and Julian Trust Night Shelter.

CiB worked with us to provide a range of activities including bingo, cupcake decorating, afternoons of ceramics decorating, hairdressing, massage and yoga.

CCM ran an amended version of the Life Course. This programme aims looked at topics such as healthy relationships, self-esteem and self-care.

**Record of complaints and how they have been addressed?**

There were no planning enforcement complaints about this use during the period it was operating.

Bristol City Council's Pollution Control Team also received no complaints concerning disturbance from this use.

The Shelter Service Report produced by St Mungo's (attached as Appendix 3) records that three complaints were received by them during the first operation of the site. It records how each complaint was responded to and what improvements to the operation of the site were made.

There is no evidence to suggest that the approved use has had a detrimental impact on the amenity of surrounding occupiers.

**Conclusion**

The operators of the site have demonstrated that the site operated without any serious incident. This is demonstrated by the absence of any complaints to the Planning Enforcement Team or to the Case Officer during the period the Shelter was operating.

Mindful of the reason that this additional condition was added, it is considered that there are no lessons that need to be learnt before the second opening period (1st October 2019 to 31st March 2020).

**Development Control Committee B – 10 July 2019**

**Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

**RECOMMENDATION: That the contents of this report are noted.**

**Appendix**

- 1 A copy of the Officer report presented to Members of the DM Committee B on the 26<sup>th</sup> September 2018
- 2 A copy of the Minute of the meeting of the DM Committee B on the 26<sup>th</sup> September 2018.
- 3 St Anne's Shelter Service Report 2018-2019, produced by St.Mungo's
- 4 Good Neighbour Plan produced by St Mungo's

## Supporting Documents

### 1. **St Annes House, St Annes Road, St Annes, Bristol, BS4 4AB**

1. Appendix 1 – Officer Report to Committee on 26<sup>th</sup> September 2018
2. Appendix 2 – Minutes of Committee on 26<sup>th</sup> September 2018
3. Appendix 3 - St Anne's Shelter service report 2018-19
4. Appendix 4 – Good Neighbour Plan – St Anne's Shelter service report 2018

WARD: Brislington East CONTACT OFFICER: Peter Westbury

SITE ADDRESS: St Annes House St Annes Road St Annes Bristol BS4 4AB

APPLICATION NO: 18/03879/F Full Planning

DETERMINATION DEADLINE: 20 September 2018

*Partial change of use from council offices to temporary emergency hostel accommodation, together with associated communal facilities and services to 1st April, 2020 (Sui Generis)*

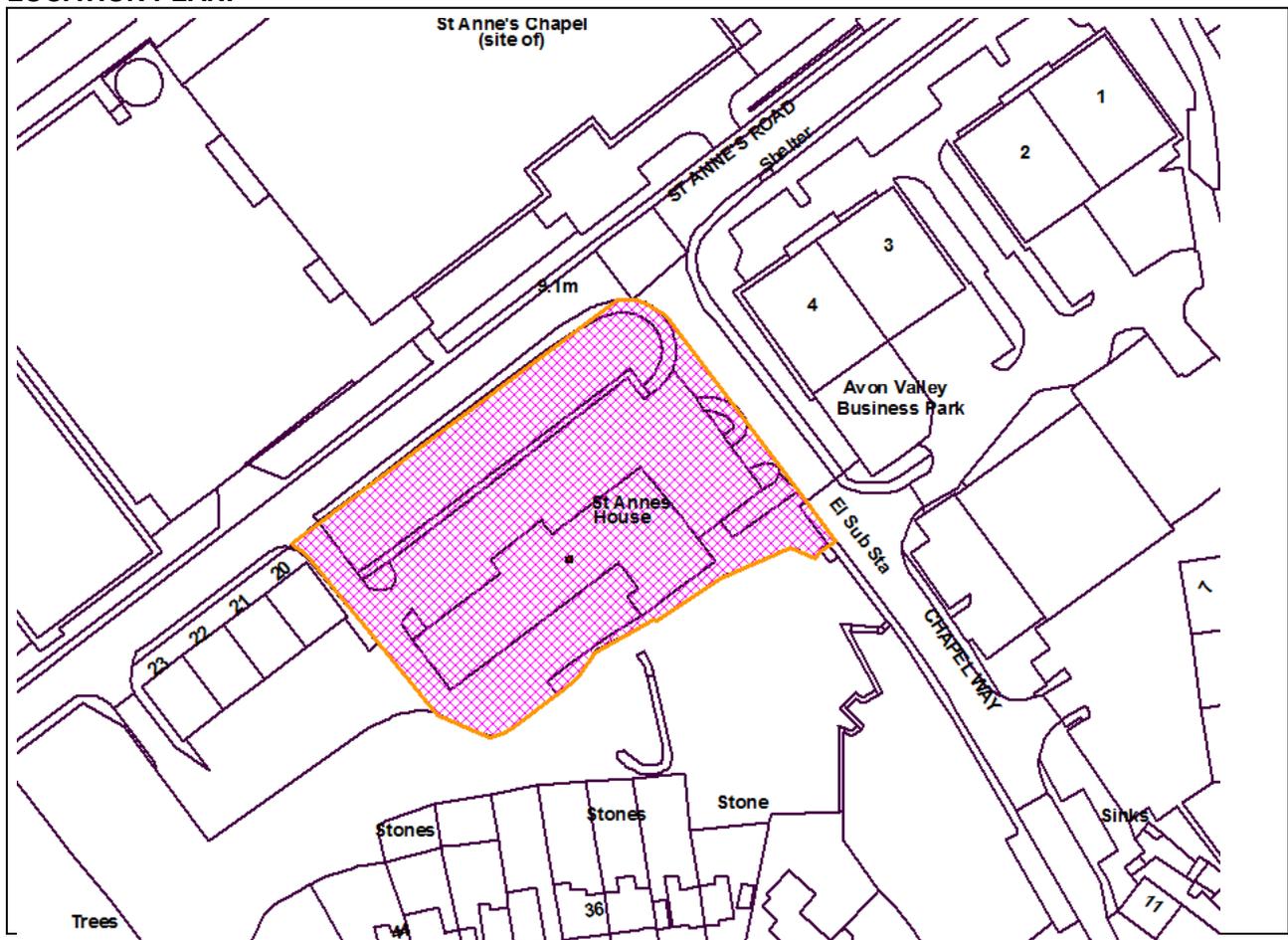
RECOMMENDATION: Grant subject to Condition(s)

AGENT: Origin3  
Tyndall House  
17 Whiteladies Road  
Clifton  
Bristol BS8 1PB

APPLICANT: St. Mungos  
3 Thomas More Square  
Tower Hill

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

LOCATION PLAN:



**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB****BACKGROUND**

This application is brought to Committee at the request of Councillor Langley on account of the level of objections from the public and the lack of notice to residents.

This is an application for temporary emergency accommodation for the homeless in the former Council Offices at St. Anne's House. In support of the application, the applicants have indicated that the application proposal is a key milestone of The Shelter Programme for both St Mungo's and Bristol, as it will be the first 24-hour shelter available within the city. The Shelter Programme, launched in 2015, currently has 4 night shelters and an additional temporary winter shelter which operates during the coldest period. There will be sufficient space for 30 residents.

It is noted that Bristol itself faces an increasing number of people sleeping rough, in addition to increasing pressure on demand for housing and supported accommodation. Government statistics on a 'snapshot night' in autumn 2017 found 86 rough sleepers within Bristol (+16% on 2016), the sixth highest number of rough sleepers across local authorities in England, including the London Boroughs (MHCLG, February 2018).

Full details of the application proposal are set out below.

**SITE DESCRIPTION**

The application site has an area of approximately 0.47 hectares. The area immediately surrounding the site is an employment area comprising a mixture of office and industrial uses. The closest residential accommodation is two storey accommodation on Woodside Road, which is set at a higher level than St. Anne's House and is screened by an established woodland.

Access to the site is gained from both Chapel Road and St Anne's Road in the St Anne's area of the city. The site is occupied by St Anne's House, a 3 storey building formerly used as Bristol City Council offices which is now vacant. A row of trees is situated along the north boundary of the site fronting St. Anne's Road.

The closest residential properties are in Woodside Close to the south of the site. St Anne's House is surrounded predominantly by light industrial uses, with residential uses to the south beyond the wooded area.

To the south of the site is a mature wooded area beyond which is residential accommodation in Woodside Road. To the west is the Avon Valley Business Park.

The site is located within the Avon Valley Conservation Area.

St. Anne's House is predominantly in Flood Zone 1 but parts of the application site is located in Flood Zones 2 and 3.

Flood Zone 1 with a low probability of flooding and the land surrounding the site is in both Flood Zones 2 and 3. Flood Zone 3 comprises land assessed as having a 1 in 100 or greater probability of river flooding or a 1 in 200 or greater probability of flooding from the sea in any year. The area within the application site designated as Flood Zone 3 is land to the east of the main building on the site. It also includes Chapel Way and the Avon Valley Business Park.

**RELEVANT PLANNING HISTORY**

There is no relevant planning history.

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

## APPLICATION DETAILS

This is an application for full planning permission for the temporary use of part of St Anne's House as a hostel for the emergency housing of the homeless. If Members are minded to grant permission, the temporary permission will run between 1st October 2018 and 31st March 2019 and 1st October 2019 and 31st March 2020. This application includes no indication that it would be open during the other months of 2019.

This application includes no alterations to the external fabric of the building and minimal internal alterations to create a mixed dormitory and female dormitory (with separate access) and dining/living accommodation at ground floor level.

The shelter will be operated by St Mungo's who are a national charity that offer support and services to the homeless across the country. Two members of staff will be on duty at all times. However there will be frequent occasions when more staff and also volunteers will be present in addition to the two staff.

A maximum of 30 service users will be supported within the shelter at any one time. The office space above available to be used as co-working area (no changes will be made to the first floor). The second floor would not be used as part of the hostel and does not form part of the application proposal.

The existing ground floor kitchen, washing, and toilet facilities will be used. No alterations will be made to these facilities.

Additional cookers may be installed in the existing kitchen. However this is already equipped with microwave ovens and refrigerators. A washing machine will also be installed in a room with appropriate hook-up on the ground floor adjacent to the shower area. The current open-plan office space will be divided by a new interior wall which will create two dormitories and allow for a smaller single-sex female dormitory to be located separate to the larger mixed dormitory.

In advance of the shelter being brought into use, St Mungo's have indicated that all required surveys and risk assessments will be undertaken including fire risk and asbestos surveys.

## EQUALITIES ASSESSMENT

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

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

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

During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In their assessment of these applications your officers are satisfied that any adverse impacts can be addressed and mitigated through the detailed design of the buildings and the imposition of appropriate conditions.

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

## RESPONSE TO PUBLICITY AND CONSULTATION

Neighbouring properties were consulted as part of the statutory consultation process which ran between.

At the time of the preparation of the report 151 representations had been received making the following comments.

## Objections to the Application

132 representations make comments objecting to the application. The following is a summary of the comments received:

*Principle of Development (Key Issue A)*

- This is the wrong location for a hostel - "I would like to state that I support the principle and cause of supporting the homeless, however, I have great concerns over the suitability and sustainability of this particular proposal."
- The application site is isolated from local services.
- There is already a hostel in the area at Wick House.
- "The building was used as a business function, removing the potential for future jobs could be detrimental to the local economy and area."
- It is incorrect to describe the application site as being in a non-residential area.
- Design: "There will need to be sufficient toilet and shower facilities with laundry provision, all of which will need suitable ventilation. Internal features will need changing to allow cooking for a larger number of people on a more commercial and regular basis with sufficient provision for the extraction of fumes"
- Design: Concern about local residents passing the ground floor residential accommodation to access community facilities at first floor level.
- GP services are already limited.
- St Anne's is an area which has become "a forgotten district".

*Detrimental impact on surrounding residential amenity (Key Issue B)*

- Concern that the building is situated in a "quiet and predominantly residential" area of the city. "Are there not more suitable locations elsewhere?"
- Concern about how users of the hostel will stay busy during their stay.
- "an area we already have taken our fair share of homeless people with associated problems (currently approx 90 people in residence at Wick House which this year was found to have illegally doubled in size). Crime is inevitable where drugs and alcohol are misused and I think this ill thought out"
- "How exactly are these people going to get from St. Anne's Park to the city centre, if they need medical aid? One might assume that they will seek to use the bus service, with a bus shelter conveniently located down the road from St. Anne's House. I have little doubt that this will become a likely spot for people begging,"
- "Some homeless people state they feel threatened sleeping in these houses themselves. So if they're scared I don't want this type of personality around myself, family or friends."
- Concern that the proposal will harm local business.
- Concern that there will be absolutely no benefit to the community from this development.
- The homeless are responsible for daily issues including "open drug taking, violence, theft, anti-social behaviour, overdoses and many other things that can have a hugely traumatic effect on people who are not used to seeing them."
- Concern about personal safety - "I would be scared to go to work if this were allowed to happen".
- Concern about highway safety - St Anne's Road is a long dark road frequently trafficked by heavy goods vehicles making deliveries to the industrial estate - "There is nothing in the

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

- application to suggest any consideration has been given to how residents of the hostel or indeed other road users will be kept safe."
- Concern about noise: For example concern is expressed about the impact of dogs "barking and fighting at all hours".
  - Concern about odour from dogs.
  - Concern about asbestos.
  - Concern that building work has already started.
  - Concern that the proposal will result in a loss in value of surrounding residential property.
  - Concern that the application proposal will harm the woodland to the rear of the building.
  - Concern about the impact on the habitat and wildlife in the immediate area, specifically bats, which are a protected species..
  - Dogs are to be allowed which will harm the woodland.
  - St Anne's Woods is of course also a site of historical importance.
  - The wooded area is used by the community.

*Concern about the operation of the hostel*

- Concerned that female residents would need to walk through a male dormitory to get to the bathroom.
- Using container accommodation on the site should be considered.
- Lighting nearby should be improved.
- "The planning authority request Bristol City Council housing department to confirm in writing to the planning authority that a breach of the planning conditions will be considered a breach of the management agreement that will be entered into between Bristol City Council housing department and St Mungo's (or the relevant management agency)."

*Concern about the lack of consultation*

- Concern has been expressed that surrounding residents have not been consulted:

"I think that the Council should have made more effort to consult local people; if it had done that, many of the objections could have been avoided."

"Can it be noted that it is only by chance that I found out about the proposals in August from another local resident. Not once has this address been in receipt of any notification during that time, and nor have I seen any notices in the local area aside from those produced by concerned residents - this lack of communication is simply not good enough."

"I feel the planning application has been completely rushed through without full and proper consultation with the surrounding neighbourhood."

Officer Note: Alongside the statutory planning consultation process, the applicants have sought the views of local residents by way of various public meetings. 134 surrounding properties were consulted by the Local Planning Authority on 20th August for the statutory period of three weeks to 10th September 2018.

It is acknowledged that the Council's computer system was down for 4 days? during this three week consultation period, however comments were accepted following the 10th September deadline.

*Representations received in support of the application*

19 representations have been received indicating support for the application. The following is a summary of the comments received:

- "I live in the local area, only a short walk from the premises. I am in favour of the proposal to use the building to support homeless people in Bristol."

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

- We need more temporary accommodation in the city.
- This would be a good use of a large empty council building and I would like to help as a volunteer.
- "I know there will be concerns about the use of the building but with help from the community, the council, and St Mungo's, perhaps we can help end homelessness in Bristol and make this a positive experience for everyone."
- "I liked the way that homeless people would be given specialist support on site and not just a bed. Although many people living nearby have voiced opposition to the proposal, I believe that many of these objections are based on misconceptions. So long as the shelter is well managed and local people have an opportunity to inform the managers of any problems as they arise, the shelter should be a valuable resource."
- "I have personal experience of setting up and managing similar services in other cities in the South West of England. I can attest that whilst there is often concern from neighbours about the setting up of a hostel for homeless men and women, once the hostel is running and being managed properly the real level of impact on the immediate community is very limited."
- "It fulfils the mayors priority of looking after our most vulnerable citizens in our city."
- "We have to do something NOW to stop anybody rough sleeping on the streets of Bristol. This is not the solution long term but a temporary measure for now."
- "It was about time that the Council did something to tackle the issue of homelessness. After all, we all are 2 or 3 pay packets away from the streets"

## INTERNAL CONSULTATION

## BCC TRANSPORT DEVELOPMENT MANAGEMENT

In terms of vehicle movements the proposal is unlikely to result in a significant increase in vehicle movements on the next network. In fact it is likely that it would result in a reduction of movements when compared to the existing office use.

TDM envisage that they would be some element associated with the members of staff. Although the submitted information doesn't provide sufficient detail on how many staff there will be site at any one time.

The proposal will utilise the existing car park associated within the building which would have sufficient capacity to accommodate the proposed staff levels. However the applicant should also make provision for sustainable transport methods. The site falls below the thresholds for a Travel Plan, however the applicant should at least provide details of bus timetables etc. Furthermore we would expect the applicant to provide safe and secure cycle parking for staff at the site. The actual amount will need to be agreed and would be dependent on the proposed use class. However this information can be conditioned.

To conclude the proposal is unlikely to result in a significant increase in vehicle movements when compared to the previous use whilst we are satisfied that suitable parking has been provided on the site. However the applicant would need to provide alternative sustainable transport methods for the staff at the site to reduce the need of the private car. This includes the provision of cycle storage at the site.

Therefore TDM raise no objection to this proposal and if permission were to be permitted we would require the following condition to be attached.

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

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

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB****BCC ECOLOGIST**

This application is for a change of use (with no alteration to the building) and does not appear to involve the addition of any new external lighting. The building has negligible potential to support roosting bats. Accordingly I do not consider that bat survey is required in this instance.

ODPM Circular 06/2005, Para 99 states (with my emphasis added in italics):

"It is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed development, is established before the planning permission is granted, otherwise all relevant material considerations may not have been addressed in making the decision. The need to ensure ecological surveys are carried out should therefore only be left to coverage under planning conditions in exceptional circumstances, with the result that the surveys are carried out after planning permission has been granted. However, bearing in mind the delay and cost that may be involved, developers should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development. Where this is the case, the survey should be completed and any necessary measures to protect the species should be in place, through conditions and/or planning obligations, before the permission is granted."

The listed criteria which the applicant quotes for when a bat survey should be undertaken are stated on the guidance document to be indicative only. Please also note that the latest guidance is as follows - bat surveys should be carried out in accordance with the Bat Conservation Trust, Bat Surveys for Professional Ecologists Good Practice Guidelines, Third Edition (2016).

I have no further comments on this application.

Officer Note: Following on from the receipt of these comments, the Case Officer sought confirmation that the lighting of the building would not have any harmful impact on bats.

The Council's Ecologist made the following comments:

"Provided that we are talking purely about the use of existing lighting within the building (and not new external lighting) any impacts are likely to be negligible especially since there is a car park at the rear of the building between the building and woodland (except in the south-east corner of the building)." Existing lighting will be utilised for this emergency accommodation.

**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) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017.

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

**KEY ISSUES**

(A) IS THE APPLICATION PROPOSAL ACCEPTABLE IN PRINCIPLE?

There are three key factors which determine whether this application is acceptable in principle:

- (1) The application site is located within the St. Anne's Conservation Area.
- (2) Part of the application (but not the building itself) is located within Flood Zones 2 and 3.
- (3) The application site is designated within a Principal Industrial and Warehousing Area (PIWA).

17-Sep-18

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

Alongside this, although outside the application site, the land to the south of the site is a wooded area which is designated as a Site of Nature Conservation Interest. Particular concern has been expressed about the impact of any use of St. Anne's House on this wooded area. Policy DM19 states that development which would have a harmful impact on the nature conservation value of a Site of Nature Conservation Interest will not be permitted. Given the scale of the development involved, it is considered that it would not have any significant harmful impact that would warrant refusal of the application. This is confirmed by the Council's Ecologist.

*Impact on the St. Anne's Conservation Area*

The application proposal will have no harm on the St Anne's Conservation Area. Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 requires local planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." As the application proposal involves no alteration to this building it would have a neutral impact on the Conservation Area and therefore no harm to the Conservation Area.

*Impact of Flood Zone designation*

St. Anne's House is predominantly located in Flood Zone 1 with a low probability of flooding and the land surrounding the site is in both Flood Zones 2 and 3. Flood Zone 3 comprises land assessed as having a 1 in 100 or greater probability of river flooding or a 1 in 200 or greater probability of flooding from the sea in any year. The area within the application site designated as Flood Zone 3 is land to the east of the main building on the site. It also includes Chapel Way and the Avon Valley Business Park.

In support of their application, the Applicants have submitted a Flood Risk Assessment. This notes that there will be no change to the area of the site which is within Flood Risk Zones 2 and 3. The temporary application proposal is therefore regarded as acceptable.

*Impact on the Principal Industrial and Warehousing Area (PIWA)*

Paragraph 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.

In this case, the plan policy identifies the application site as being within a Principal Industrial and Warehousing Area (PIWA) where Policy DM13 of the Bristol Local Plan states the following uses will be acceptable:

- Industrial or commercial training facilities;
- Community facilities;
- Specialised leisure uses which cannot be accommodated in centres because of their scale and / or operational impacts;
- Essential public utilities development; and
- Ancillary facilities and services which support the functioning of the Principal Industrial and Warehousing Area including child care facilities, small-scale retail uses, sandwich shops and cafés.

The Policy continues that development involving the loss of industrial and warehousing floor space within the PIWA will not be permitted unless there is no demand for the use of the existing premises or the function or viability of the rest of the PIWA.

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

No evidence has been supplied by the applicant to support the loss of this site within the PIWA to a hostel. The application proposal must therefore be regarded as being contrary to Local Plan policy. In accordance with national legislation there is therefore a requirement to consider whether there are material considerations to indicate otherwise and allow Officers to make a positive recommendation.

It is considered that there are clear material considerations to outweigh the policy consideration:

1. The proposed use is temporary. Therefore the potential for the ground floor application site to continue as one of the uses listed in Policy DM13 (set out above) after March 2020 is unchanged. A new planning permission would be required for the use for this emergency accommodation to be extended beyond this date.
2. As the application proposal is for emergency residential accommodation on the ground floor there is the potential that one of the DM13 uses could operate within other parts of the building.
3. No significant alterations are made to the building and therefore the building could be easily reverted to a DM13 use at a later date. There are no changes being made to the building that would prevent it from being brought back into a policy compliant use at a later date.
4. This is emergency accommodation will meet an identified need for a specified period of time. The applicants have indicated that there is an immediate urgent requirement for this provision through the winter months.

It is concluded that an exception can be made to Development Plan Policy for this temporary period and the application proposal can be regarded as acceptable in principle.

**(B) WOULD THE APPLICATION PROPOSAL HAVE A DETRIMENTAL IMPACT ON AMENITY?**

While there are clear material considerations that outweigh the temporary loss of PIWA land for this emergency accommodation that overcome the policy consideration, it is clear that there is considerable concern amongst local residents about the impact of the application on amenity, particularly residential amenity. These concerns are summarised above.

It is considered that with proper management the application proposal will not have a detrimental impact on residential amenity. Representations received express concern that the proposed temporary use will not be managed properly and that as a result there will be crime and anti-social behaviour which will have a detrimental impact on the amenity of the area.

There are limits to the powers that the Local Planning Authority has to control these matters. There is, for example, nothing in planning law that would allow a planning permission to include conditions which determine who can or cannot stay at the hostel. However, in response to the concerns received Officers have sought the advice of St Mungo's and can advise Members accordingly:

- Each potential occupant is assessed on an individual basis by a specialist outreach worker. They assess people's manageable level of risk, taking into account the combination of strengths and needs and those of other people living in the shelter.

- Each potential occupant would need to be able to stick to the rules of the project including behaviour in the locality, which will be co-produced between service users, the local community, Bristol City Council, other shelter providers and St Mungo's.

- If the shelter is offering accommodation during the winter months, people will come to stay. St. Mungo's will be offering in house services including health and employment offers.

- In respect of concern about noise, the site will be subject to Environmental Health legislation as any other premises in the city. However, in respect of dogs, St. Mungo's have indicated that:

"St Mungo's has established working relationships with various animal charity partners including the

**Development Control Committee B – 26 September 2018****Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

Dogs Trust. There will be a maximum of three dogs allowed in the shelter at any one time - three dogs in total, not three dogs per resident. People living in the shelter will have rules specific to their pets, including their use of the locality. Failure to comply with these will put their stay in the shelter at risk."

- St Mungo's has indicated that it has "robust policies around the management of risk and acceptable behaviour within their projects. House and locality rules at St Anne's will be clear. Sanctions are decided on by the local staff team in discussion with the victims of any incident and the perpetrator."

- St. Mungo's have indicated that there is a homeless health service operating in the city and that they will be discussing having nursing on site and ensuring prescribing of medication is joined up with local pharmacies if required. We anticipate limited additional impact, based on our experience of running existing shelters in the city. Again this is short stay accommodation and registering people with GPs local to St Anne's in vast majority of cases won't make sense for the individual. The Officer site visit revealed that the building already has a medical room.

With measure in place for the management of the site, your Officers are satisfied that planning permission can be recommended for the two periods to the end of March 2020. However, it is considered to be reasonable for the recommendation to include a requirement for an update report be presented to the Local Planning Authority after the first winter (October 2018 to April 2019) to confirm how the use has operated and to see whether there are any lessons can be learned for the second winter (October 2019 to April 2020). St. Mungo's have indicated that they would be supportive of this.

**CONCLUSION**

Temporary planning permission for two separate periods of 1st October 2018 to 31st March 2019 and 1st October 2019 to 31st March 2020 is recommended.

**RECOMMENDED GRANTED subject to condition(s)****Time limit for commencement of development**

1. The ground floor and first floor of the application site shall be available for use as an emergency hostel between 1st October 2018 and 31st March 2019 and 1st October 2019 and 31st March 2020 and at no other time.

Reason: In the interests of confirming that the proposed development is for temporary emergency accommodation.

**Pre commencement condition(s)**

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

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

**Post occupation management**

3. Between 1st April 2019 and 1st October 2019, the Applicants (or their successors) shall present a report to the Local Planning Authority setting out how the use has operated between 1st October 2018 and 31st March 2019. It shall include details of how many people have occupied the use, how much management has been in place and shall indicate whether there have been any complaints and how they have been addressed.

Reason: In order to determine whether any lessons need to be learnt for the second opening period (1st October 2019 to 31st March 2020)

**Development Control Committee B – 26 September 2018**

**Application No. 18/03879/F : St Annes House St Annes Road St Annes Bristol BS4 4AB**

**List of approved plans**

4. 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.

Outline floor plans, received 26 July 2018  
9092\_A\_XX-P-B Floor plan, received 26 July 2018  
N4897A Location plan, received 26 July 2018

Reason: For the avoidance of doubt.

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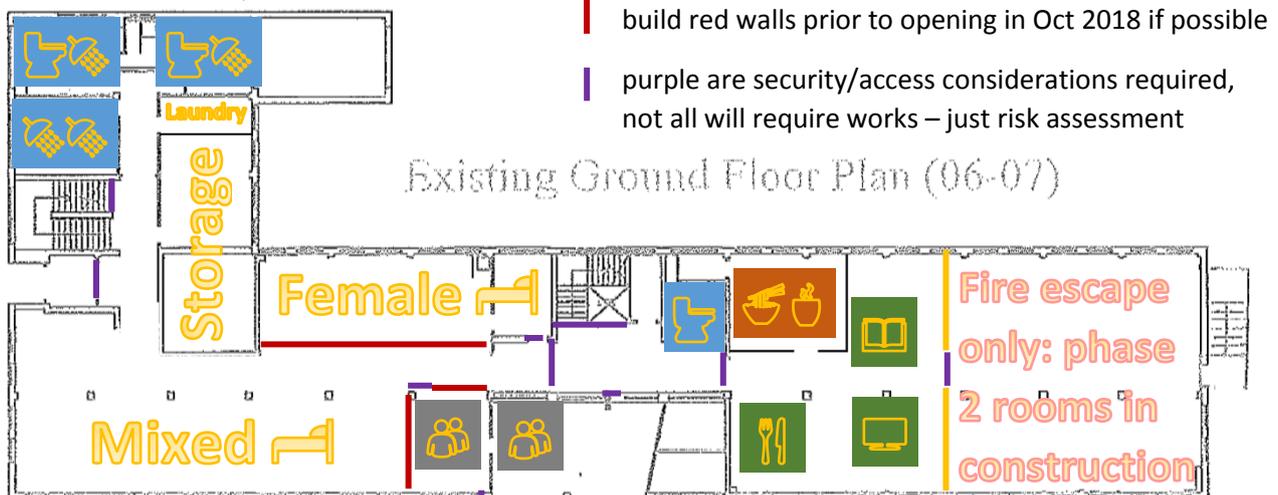
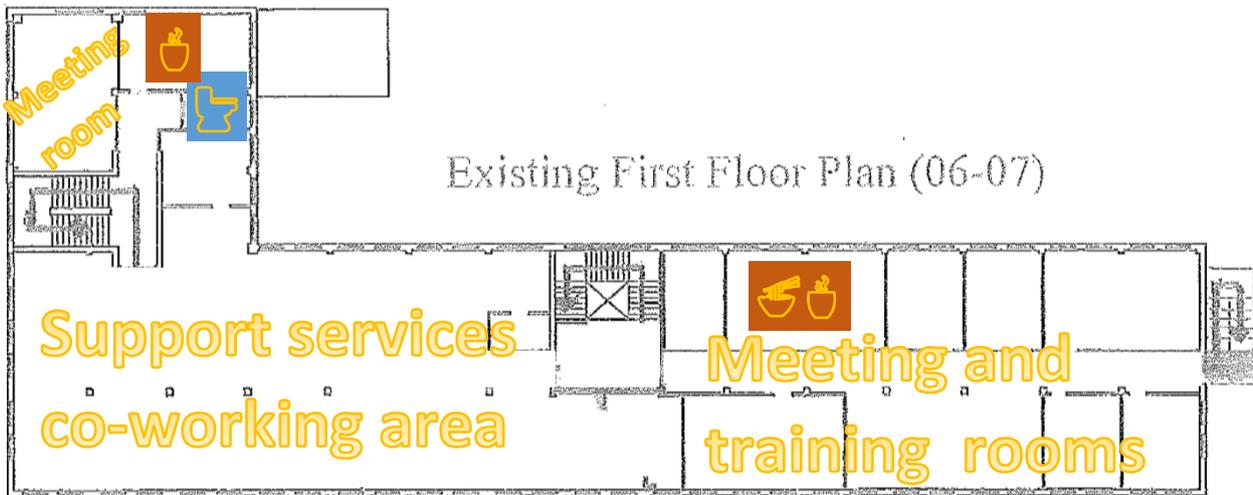
## Supporting Documents

### 1. St Annes House St Annes Road St Annes Bristol BS4 4AB

1. Proposed floor plans
2. Photos of St Anne's House

# St Anne's House

## Outline floor plans for phase 1 initial usage





Existing Ground Floor Kitchen.



Existing showers on Ground Floor



Ground floor proposed mixed dormitory.



Ground Floor Female Dormitory



Wooded area to the rear of the site facing residential properties in Woodside Road

# Bristol City Council

## Minutes of the Development Control B Committee

26 September 2018 at 2.00 pm



### Members Present:-

**Councillors:** Sultan Khan (Chair), Richard Eddy (Vice-Chair), Donald Alexander (substitute for Jo Sergeant), Lesley Alexander, Tom Brook, Harriet Clough, Carla Denyer, Fi Hance, Olly Mead and Celia Phipps (substitute for Harriet Bradley)

### Officers in Attendance:-

Gary Collins, Peter Westbury, David MacFadyen, Tom Watson, Jon Fellingham and Jeremy Livitt

## 1. Welcome, Introduction and Safety Information

All parties were welcomed to the meeting.

## 2. Apologies for Absence

Apologies for absence were received from Councillor Harriet Bradley (Celia Phipps substituting) and from Councillor Jo Sergeant (Don Alexander substituting). In addition, it was noted that Councillor Mike Davies was travelling back from the Labour Party Conference and was unlikely to be back in time for the meeting.

## 3. Declarations of Interest

There were none.

## 4. Minutes of the previous meeting

These were agreed as a correct record subject to the inclusion of Councillor Eddy in the attendance list acting as Chair in Councillor Khan's absence and subject to the removal of the duplicate text relating to the Minute for the Mortimer House Application.

In response to a question from Councillor Eddy, the Head of Development Management stated that, in addition to the verbal update that he would be providing under Agenda Item 5 (Appeals), a more detailed report could be provided at the next meeting on 7th November 2018 if Members wished.



**Resolved – that the minutes of the above meeting be approved as a correct record and signed by the Chair.**

## **5. Appeals**

The Head of Development Management made the following comments:

8. Hamilton House – The hearing for this appeal would be held on Tuesday 2nd October 2018.

10. Old BRI – This appeal was held in abeyance. Whilst the developers UNITE had challenged the listing of the chapel, Bristol City Council had recently extended the Conservation Area to cover the appeal site which provided additional protection for the Old BRI building. Officers would update the Committee at the next meeting with regard to the status of the appeal as the current period of abeyance was about expire.

66 and 67 - 131 Bridgwater Road

66. This had been allowed and granted. The reasons for refusal were for a failure to provide a commuted sum towards off-site affordable housing. The decision letter set out in detail how the Inspector had considered the viability issues. Regrettably, the Inspector had accepted the appellant's view on key inputs into the viability issue and had concluded that the development could not provide any affordable housing, which was a cause for frustration for officers. The Committee indicated that they were satisfied with the detail provided in the verbal update and so a further written report was not required.

67. The Planning Inspector had dismissed this appeal and refused the application.

## **6. Enforcement**

The Service Manager – Development Management made the following comments:

1. Belvoir Road – A Section 215 Notice had been issued in respect of this site. It was noted that such notices are issued as a means of requiring the landowner to clear up the site if land was in poor condition and harmful to amenity.

## **7. Public forum**

Members of the Committee received Public Forum Questions (including written answers) and Statements in advance of the meeting.

The following verbal supplementary question was asked and response given by officers:

Q. If the application is approved, will homeless people be allowed to bring dogs with them to the hostel?



A: Yes. There was a maximum of 3 dogs allowed per person on the site.

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 Committee considered the following Planning Applications:-

### a. Planning Application Number 18/03879/F - St Annes House, St Annes Road, Bristol BS4 4AB

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

- The application was for temporary facilities and services from October 2018 to March 2019 and then for October 2019 to March 2020
- Local residents had been consulted on the proposal over a 3 week period
- The officers' report reflected the fact that the site had been designated as a principal industrial and warehousing area. However, there were other material considerations since it is for temporary use and, therefore, will return to employment use once this period had expired
- The proposal was for emergency accommodation in an existing commercial building. Therefore, there were very limited internal alterations and no external alterations
- The surrounding area was situated in Flood Zone 3 and, therefore, a Flood Evacuation Plan needed to be in place
- There was access to the upper floor but no alterations would be made there
- There were no proposed alterations to the fabric of the building
- The existing showers would be retained
- The council's ecologist had assessed the wooded area to the rear of the site and concluded that there would be no adverse impact

Officers responded to questions raised by Councillors as follows:

- There was a mixture of employment and residential properties near the site. All parties with a shared boundary with the site had been consulted as required and in addition some slightly further away
- Councillors' frustration was noted concerning the lack of proactivity concerning consultation on housing matters. However, whilst planning officers were aware of many aspects of this part of the consultation (such as leaflet drops), this was an entirely separate process to the planning consultation
- Planning officers had assumed that at least two members of staff would be on site at all times



- Since the application was for temporary accommodation, there were minimum proposed internal alterations including ventilation for showers, the kitchen and toilets. This planning application was the first stage of the process – a dialogue would take place with the developers concerning building regulations in the event that the application was approved
- Councillors' concerns were noted about the distance between the City Centre and the application site (2.6 Miles), as well as the fact that service users might try to get to the site on the off chance that a space is available and then find it difficult to travel back to the City Centre. Whilst Councillors might be minded to consider approving permission for 1 year and then revisiting the application, this would not be appropriate as the project was based on a 2 year period. The application needed to be considered on its own merits for a 2 year trial. The operation of the arrangements would be very largely dependent on the Management Plan which will allow the developer to address any lessons that are learnt and the interim report required by condition to reflect on the experience of the operation of the site. Ward Members would also be contacted on any feedback that they had received.
- In relation to pre-application consultation, with a major Planning application consultation with the community would be expected. However, since this falls well below the 1000 square metre requirement for this, the Planning Authority was not required to take any action in respect of this. However, some consultation had taken place. The National Planning Policy Framework required good consultation and needed this to be taken into account. It was up to the Committee to decide what weight to give this requirement in respect of this application
- Any difficulties which were raised in a Health and Safety survey would be the responsibility of the Health and Safety Executive to resolve.
- There is a separate entrance into the mixed dormitory area
- Whilst members' concerns were noted in relation to conflict with building users, this was not a planning issue and needed to be set to one side by Councillors in making their decision
- Councillors' concerns were noted about fencing on site. Officers proposed that, in the event that the application was approved, the Committee gives officers delegated authority to discuss this issue with the developers
- The development was a considerable way from requiring an Environmental Impact Assessment. The advice of Bristol City Council's ecologist had been sought on this issue
- The reference on page 38 stating that "The Planning quality requests" was indicating a suggestion from residents
- It was acknowledged that the reference to the ground floor in the material considerations on Page 42 could be misconstrued. Officers confirmed that the application was for partial use at St Annes House and would require no alterations at 1st Floor level
- The reference to Fire Escape Phase 2 on the plans was nothing to do with the hostel and not part of the application
- Officers noted a Councillor's concern about the properties near Woodside Road being very close to the site. However, it was confirmed that these were fenced off and were outside the application site
- Officers noted Councillors' concerns about housing issues on planning applications not being properly dealt with. However, officers were confident that the site management arrangements would work. Officers did propose that, in the event that the application was approved, condition 3



was strengthened to require production of the post occupation management report by 31st May 2019 rather than some time before October 2019. This would allow sufficient time for a full analysis prior to the re-opening of the hostel for 2019/20 period and effective engagement with the operators and Ward Members prior to this

- Officers noted Councillors' concerns about the need for CCTV on site. Whilst this was a management issue, officers understood that the site was already covered by CCTV.
- Housing licensing issues were not the responsibility of the Planning Authority in respect of this application

Councillors made the following comments in respect of this application:

- Whilst it was clear that there was a homeless problem in Bristol and a need for a hostel of this kind, this site was not appropriate for this. The quality of consultation with neighbours by the developer was disappointing. Whilst there was a Management Plan in place, it required a great deal of hope in the operator to ensure it was properly implemented. In addition, the site was a considerable distance from the City Centre (2.6 Miles) which was not appropriate. The application should be opposed
- Public transport remained a concern in respect of this application. The location was badly connected with the rest of the city. However, it was easy to become homeless and it was unfair to perceive those in this situation as always dangerous. In addition, the pre-application consultation had been unsatisfactory.
- In the case of a previous application for a hostel in the city, residents had been very concerned but a lot of the anticipated problems did not materialise. Since this was not a permanent application, it should be supported
- Many of the concerns about this site had been allayed since it was for temporary and emergency purposes subject to officers looking at the issue of the fence with delegated authority by the Committee
- The location was a cause for concern. It was almost impossible to reach it through public transport and there was no reference as to how this would be dealt with
- Whilst transport was the major concern for this application, it was not sufficient to outweigh the need for it
- Residential properties were too close to the site. This had been a problem in a similar application for a hostel within the Frome Vale constituency. In addition, whilst many service users were homeless people who had fallen on hard times, some were drug addicts and there was a risk that they would continue to fund their habit on the site
- The Cabinet Member had recently visited the site. Whilst the transport concerns were noted, there was an urgent need for a hostel. This was a temporary application and badly needed

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

**RESOLVED (Voting: 7 for, 2 against, 1 abstention): that the application be approved subject to the conditions set out in the report and also including the following:**



- (1) **An additional condition requiring a Flood Evacuation Plan. Prior to the first occupation of the proposed use, the Applicants (or their successors) shall submit to and have approved in writing by the Local Planning Authority a Flood Evacuation Plan to confirm the means by which occupiers of the application site will evacuate in the event of a flood event.**

**Reason: To safeguard future residents from the impact of a future flood event.**

- (2) **An alteration to Condition 3 as follows:**

**By 31st May 2019, the Applicants (or their successors) shall present a report to the Local Planning Authority setting out how the use has operated between 1st October 2018 and 31st March 2019. It shall include details of how many people have occupied the use, how much management has been in place and shall indicate whether there have been any complaints and how they have been addressed.**

**Reason: In order to determine whether any lessons need to be learnt for the second opening period (1st October 2019 to 31st March 2020).concerning the time of an assessment report for the first winter period that the temporary hostel is open to extend it until the end of May 2018**

- (3) **Delegated authority to be given to officers to discuss the issue of fencing with the applicants**

**b. Planning Application Number 18/03500/F - Ground Floor Flat, 7 Belvedere Road, Westbury Park**

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

- A brief explanation of the site was provided. It was noted that it would involve the enlargement of the basement and proposed construction work using either diamond drill or hand held drill
- Objectors had expressed concerns about noise and disturbance during construction, the potential for damage to neighbouring properties and impact on highways. There had also been objections to the previous construction by the developer
- Since this was a designated conservation area, the impact on the neighbouring amenity needed to be considered
- The extension was proposed for residential use. Since this was at ground level, there would be no impact on neighbouring properties
- Noise during construction – whilst officers sympathised with residents concerning this issue, they had little control over contractors in this area. Conditions had been proposed to minimise impact. It was a requirement that the construction was carried out in accordance with the structural engineer's report. However, any damage to neighbouring properties during construction was a civil matter



The representative of the Service Manager – Development Management made the following comments in response to Councillors' comments:

- The application could not be refused on the basis of noise made during the construction process nor could it be made on the basis of hearsay of what the applicant may want to do in future at the property. Any change of use to a care home would require a new planning application that would be consulted on and considered on its merits. A previous application for a care home at the site had been withdrawn after various concerns had been raised by officers.
- Legislation was in existence concerning construction noise in relation to environmental health and pollution control. Residents were free to report issues relating to excessive noise which would then be investigated. Similarly, there could be no requirement to restrict noise levels during construction to a certain decibel level. In addition, the equipment in the previous construction involving the developer was JCB excavators which would not be the case with the current proposal
- Unfortunately, it was no longer possible for proactive monitoring of enforcement to take place. However, officers would respond to any complaints that they received. If the applicant breached the hours and/or method of construction, they could be subject to a breach of condition notice which in the event of a failure to comply would result in the matter being referred directly to the magistrate's court. The magistrates' court would consider evidence that the offence had occurred and failure to comply with the breach of condition notice in making its decision
- Alleged ownership of the property was not a relevant planning consideration
- The Committee could not take into account any possible future applications that might be submitted by this applicant. Each application needed to be considered on its own merit
- There was no indication as to whether or not the road would be closed during construction. The Highways Section would examine the acceptability of it

Councillors made the following comments:

- It was disappointing to see that there was no requirement for pre-application consultation for this scale of development under Planning Regulations. The developers should be encouraged to consult with neighbours. However, there was no good reason to refuse this application. If any unreasonable disturbance did take place, residents should be encouraged to pursue any complaints through recognised channels
- There seemed to be no legal reason that this application could be refused
- This application put the Committee in a difficult position. There had been problems with a road closure in the Eastville ward. In view of the situation, the application should reluctantly be supported

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

**Resolved (10 for – unanimously by those present) that the application contained in the report be approved subject to the conditions set out in the report.**



## **9. Planning Application Number 18/02968/X - Avon Crescent, Bristol BS1 6XQ**

It was noted that this planning application had been withdrawn at the request of officers and with the agreement of the Spokespersons of the Committee and would be reconsidered at the next meeting to be held at 6pm on Wednesday 7th November 2018.

## **10 Date of Next Meeting**

It was noted that the next meeting was scheduled to be held **at 6pm on Wednesday 7th November 2018 in the Council Chamber, City Hall, College Green, Bristol.**

The meeting ended at 4.05pm

CHAIR





*Snowfall at St Anne's on February 1 2019*

# St Anne's Shelter Service Report 2018-2019

**Contact**  
[BristolShelter@mungos.org](mailto:BristolShelter@mungos.org)



[www.mungos.org](http://www.mungos.org)

Charity No. 1149085  
Company No. 8225808 (England and Wales)  
Housing Association No. LH0279

## About St Mungo's

St Mungo's vision is that everyone has a place to call home and can fulfil their hopes and ambitions.

As a homelessness charity and housing association our clients are at the heart of what we do.

We provide a bed and support to more than 2,700 people a night who are either homeless or at risk, and work to prevent homelessness.

We support men and women through more than 300 projects including emergency, hostel and supportive housing projects, advice services and specialist physical health, mental health, skills and work services.

We work across London and the south of England, as well as managing major homelessness sector partnership projects such as Streetlink and the Combined Homelessness and Information Network (CHAIN).

We influence and campaign nationally to help people to rebuild their lives.

## Contents

1. Executive Summary and recommendations
2. About St Mungo's
3. Report purpose
4. Client feedback
5. Local Residents' Scrutiny Group and Good Neighbour Plan
6. Community Review meeting
7. Outcomes
8. Clients
9. Management, staffing, volunteers and activities
10. Set up
11. Learning and recommendations for Phase 2
12. Conclusion

Appendix 1: Incidents and responses

Appendix 2: Good neighbour plan (separate document)

## Executive Summary

The number of people rough sleeping in Bristol is increasing. The street count in August 2018 recorded 126 people rough sleeping on one night in the city.

In response to the announcement of extra funding from the Ministry of Housing, Communities and Local government (MHCLG) to support people rough sleeping over the winters of 2018-2020, Bristol City Council worked with St Mungo's to commission and open a night shelter to operate over two winters.

The aim for the night shelter was to provide a safe and warm space where people who would otherwise be rough sleeping could access the support they needed whilst waiting for space in longer term accommodation.

St Anne's House is a council building that had become vacant and was offered to us to use for this purpose. We applied for planning permission to open a shelter on the ground floor of the building.

Works were completed and the shelter opened on 6 November 2018. The opening was attended by the Rt Hon James Brokenshire Minister for Housing, Communities and Local Government. He met with clients moving into the shelter including a man with a dog who had been evicted from private rented accommodation. Brokenshire later cited this conversation in an article in the Sunday Times as inspiration for his decision to end 'no fault' Section 21 eviction notices that could be issued by private landlords.

St Anne's Shelter had a capacity of 30 beds and accommodated a total of 59 people between November 2018 and the end of March 2019 when it closed.

Of the 59 people accommodated, 45 moved on to longer term accommodation, which represents 76% positive housing outcomes.

## Recommendations

- St Mungo's to operate the St Anne's Shelter for a second winter from October 2019 until March 2020.
- Key learning recommendations to be implemented in the second year: improving communication with local residents, continuing to host the local residents' scrutiny group, developing the Good Neighbour Plan and continuing to send out a monthly newsletter.

## Purpose of the Report

One of the conditions of granting planning permission on September 26 2018, was:

By May 31 2019, the Applicants (or their successors) shall present a report to the Local Planning Authority setting out how the use has operated between October 1 2018 and March 31 2019. It shall include details of how many people have occupied the use, how much management has been in place and shall indicate whether there have been any complaints and how they have been addressed. The reason for this is in order to determine whether any lessons need to be learnt for the second opening period (1 October 1 2019 to March 31 2020).

This document is that required report.



*(left to right: Richard Chilvers, Deputy Manager, St Mungo's; Ben Richardson, Director, Caring in Bristol; David Ingerslev, Senior Service Manager, St Mungo's; Cllr Paul Smith, Cabinet Member for Housing, Bristol City Council; James Brokenshire, Secretary of State, Ministry of Housing, Communities and Local Government; Marvin Rees, Mayor of Bristol; Adam Rees, Regional Director, St Mungo's; Hannah Mummery, Activities Coordinator, Caring in Bristol)*

## Client feedback

"I would like to thank all the members of staff at St Mungo's for the help and respect they showed and gave to me through the time I've been with you...Thank you for helping me see things were bad for me but with the help I've had I've seen things would get better (and with that my daughter still has her dad here) thank you from the bottom of my heart and keep doing the work you do..."

"St Anne's staff have helped me a lot. This experience was positive because it's helped me move on and my goal is to stop moving and find somewhere comfortable. My main goal is to have my own flat."

"Staff were there when I needed them...A big thank you to all the staff."

"I think staff listened and tried to be in tune with people's feelings."

"It's done me a big favour being here. Staff were unbelievable and put up with a lot of \*\*\*\*. It shouldn't be like that."

"Being in the service has made me more confident and a more positive person."

"Staff were brilliant. They were very approachable – easy to get help and support."

"I started applying for GP and benefits which I did not have before. I got medical treatment which I needed and access to a GP in order to access a script. Staff were caring and overall it was a positive experience at St Anne's. Staff have helped me set up things which I will continue when I move."

## Good Neighbour Plan and the local residents' scrutiny group

As outlined in the Site Management Plan submitted with the planning application, St Mungo's implemented a Good Neighbour Plan and set up a local residents' scrutiny group.

The Good Neighbour Plan detailed a range of possible issues that could occur once the shelter had opened and mitigations for those issues. Possible issues were identified at the first local residents' scrutiny group meeting, through St Mungo's experience, and from concerns raised through the planning consultation process. These included possibilities of a rise in antisocial behaviour, increased drug use in the area, additional noise or disturbance and the safety of local residents. For each issue we had a description, a suggested mitigation and details of who was responsible for responding and in what timeframe. This proved a useful live document which was updated throughout the project. We amended it as we went along, for example we added in extra managerial cover in order to respond to any incidents which may happen over the weekend.

The local residents' scrutiny group was established as soon as the shelter opened and met monthly for two hours. Between 8-15 people attended and always included a representative from Bristol City Council's homelessness commissioning team, members of St Mungo's and shelter residents who could give their unique perspective on staying at St Anne's Shelter. Most meetings also included a representative from Coexist to discuss plans for community use of St Anne's House.

There was a good mix of people in the group to hold St Mungo's to account around the specifics of the Good Neighbour Plan, some of whom identified themselves as initially sceptical on whether the shelter would be run as St Mungo's had promised. It was beneficial in the first meeting that a person with lived experience shared the story of how he had benefitted from engaging with St Mungo's services.

The input from this group was invaluable, allowing us to share how we were responding to incidents and dealing with any issues raised by local or shelter residents. Members of the group were really supportive with donations of food, clothing and gym equipment as well as helping us gauge how the shelter was perceived by the local community.

## **Community Review Meeting**

On 15 May 2019 we held a community review meeting at St Anne's House, attended by members of the local community, Cllr Paul Smith (Cabinet Member for Housing), Cllr Harriet Bradley (neighbouring ward Councillor) and Cllr Mike Langley (ward Councillor), commissioners from Bristol City Council, staff from St Mungo's, Caring in Bristol, Crisis Centre Ministries, Julian Trust and three former residents. In all about 50 people attended.

One of the former residents who was asked to speak said: "We are really grateful to the staff – they had to put up with a lot. And we're also most grateful to the school children who wrapped up Christmas presents for us all. The one thing which you could have done better is get the cookers put in so we could have had a Christmas meal together and also cooked together as there were people here from a lot of other countries."

A member of the local residents' group said: "I think you've done a fantastic job." Another said "St Mungo's did exactly what they said they would."

As part of the evening we asked people to fill out questionnaires which included the following results:

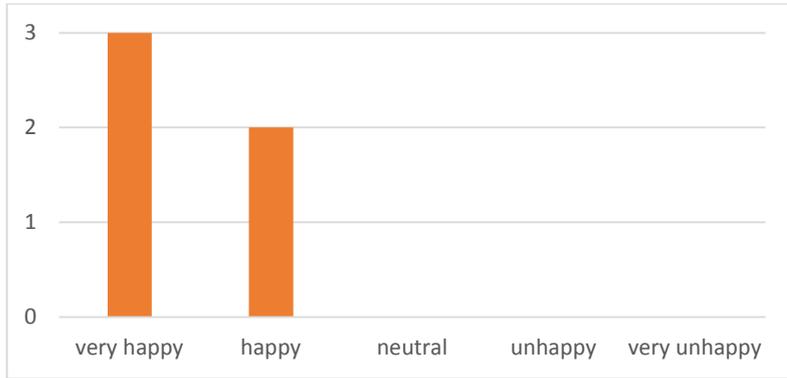


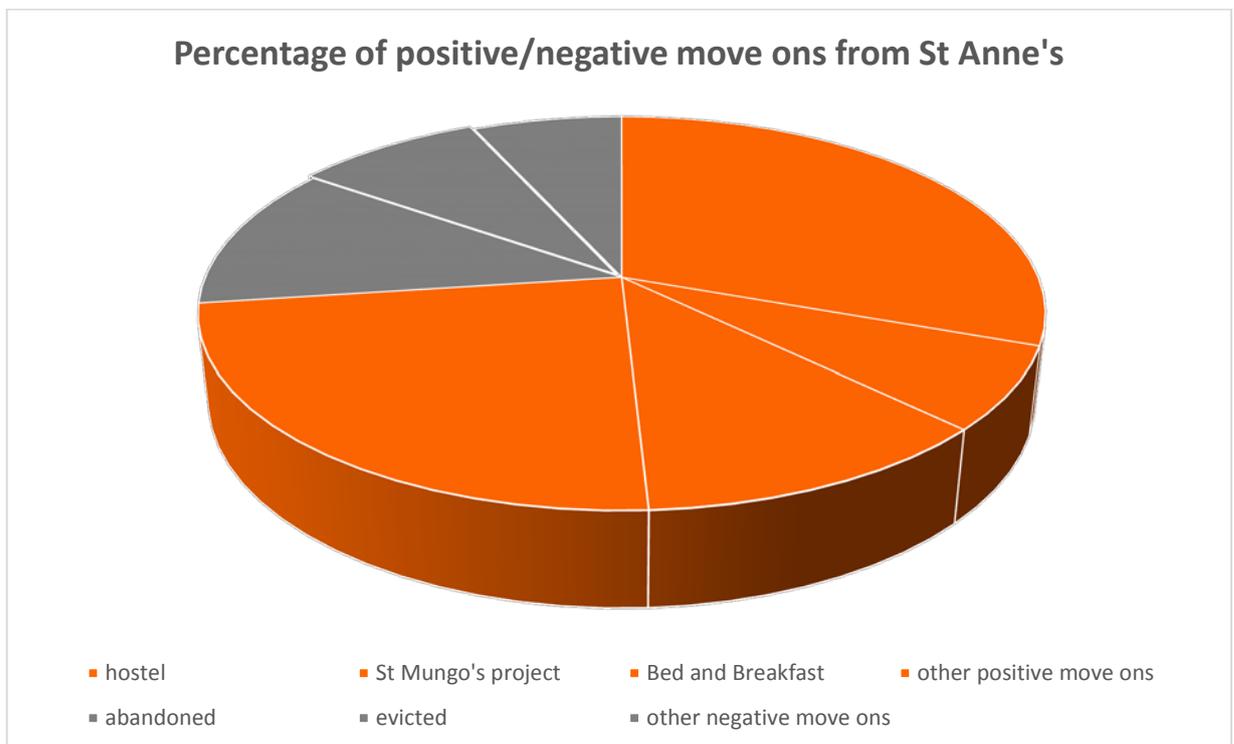
Fig. 1 How did you feel about having a shelter at St Anne's House?

Other comments included: "I cycle past twice a day and didn't notice anything different, I didn't even realise it was running."

"We experienced no impact (which is a positive!) but we came down with homemade mince pies on New Year's Day and were very impressed with the staff and to hear about the success getting people rehomed."

Aspects that were identified for improvement included communication and the need for more notices around the area explaining what's happening. These relate to the original planning application consultation and the importance of learning the lessons from the public feedback received during that.

## Outcomes



<b>POSITIVE MOVE-ONS</b>			<b>Totals</b>
<b>Resettled Externally</b>			<b>36</b>
	Hostel	17	
	Bed and Breakfast/hotel	7	
	Assessment centre	2	
	Housing Association flat	2	
	Local authority assessment	1	
	Local authority flat	2	
	Private rented accommodation	3	
	Registered care home	1	
	Supported housing	1	
<b>Internal Transfer</b>			<b>7</b>
	Hostel	1	
	Shelter	2	
	St Mungo's project	4	
<b>End of emergency stay</b>			<b>2</b>

	Local authority assessment – housing duty accepted	2	
<b>NEGATIVE MOVE-ONS</b>			
<b>Abandoned</b>			
	Current accommodation unknown	6	7
	Rough sleeping	1	
<b>Eviction</b>			
	Move arranged to another shelter	3	
	Rough sleeping	2	
<b>End of project</b>			
	Current accommodation unknown	1	1
<b>Licence terminated as a result of prison sentence</b>			
	prison	1	
<b>TOTAL</b>			
			<b>59</b>

## Clients

A very wide range of clients accessed the shelter, mostly single people but including several couples, two people with dogs and one couple with a cat. We also had several people from European Union countries with no recourse to housing benefit and one woman who was a refugee. Some people came to the shelter straight off the streets, some people moved in to prevent them from sleeping rough and a few people were placed into the shelter directly after being released from prison. As a matter of course, all those who accessed the shelter had full risk assessments completed by the St Mungo's rough sleeping outreach team or Street Impact Bristol staff before they were booked in.

The majority of clients had recently been rough sleeping, they had a variety of needs which ranged between low level support and more complex needs. Our team was skilled at recognising different needs and adjusting our approach as necessary, as demonstrated by the wide variety of outcome destinations recorded. We had to maintain a balance between supporting clients with more challenging needs with behaviours that could affect others and ensuring that everyone felt safe and supported.

## Management, staffing, volunteers and activities

The shelter operated with four project workers and two night workers employed by St Mungo's, a service manager and a deputy manager, at least one manager was on site during the day Monday to Friday. There was a shortfall in the rota due to challenges recruiting staff for a short-term project, but the gaps were met through using agency staff and occasionally locum workers, ensuring that there were at least two workers on site at all times while the project was open.

Project staff worked closely with clients to book them in, help them access welfare benefits and to support them with a range of other needs. These

included liaising with probation, engaging with mental health services, obtaining birth certificates, registering with a GP, getting prescriptions for methadone, setting up a bank account and a wide range of other activities.

We had additional support from St Mungo's volunteers during the second half of the project. They talked with clients, participated in meetings, played games and carried out client satisfaction surveys.

The shelter was managed by St Mungo's alongside our partners, Crisis Centre Ministries (CCM), Caring in Bristol (CiB) and Julian Trust Night Shelter.

CiB worked with us to provide a range of activities. A range of activities were organised for clients which included bingo, cupcake decorating, craft afternoons of ceramics decorating, hairdressing, massage and yoga. These were all very warmly received. CiB also ran workshops at St Anne's Primary School to raise awareness around responses to homelessness and to produce Christmas gifts for all the residents.

CCM ran an amended version of the Life Course. This programme aims to look at topics such as healthy relationships, self-esteem and self-care. The groups were run for six weeks and during that time a number of clients worked with the facilitator in a range of activities aimed at helping them think more holistically about their wellbeing.

## Set up

The process and timeframe of setting up St Anne's to be ready for clients was very tight. Planning permission was granted on 26 September which then allowed us to start the major works on the building to get it ready for occupation. We needed to create an office and a separate women-only space as well as fence off the side and rear of the property and create a CCTV network. We also needed to ensure all the compliance certification for the building (gas, electricity, water, fire, asbestos) was all up to date. We managed to complete this in time for opening on 6 November. The following day the Secretary of State for Housing, Communities and Local Government, James Brokenshire, visited with the Mayor of Bristol and Cllr Paul Smith, along with partner agencies.

A major challenge was the concern of the local community in response to the planning application. St Mungo's and Bristol City Council underestimated the strength of local feeling around the setting up of a new night shelter in St Anne's.

St Mungo's and BCC held three joint meetings at St Anne's. The first was a consultation, the second a chance to tour the building and the last was a large open meeting attended by about 150 people on 2 September 2019. The second of these meetings became very hostile as there was widespread mistrust and misunderstanding around the planned use of the shelter. Overall

local residents felt they were not properly communicated with. Additionally, because of a local private supported housing project which is considered to be poorly managed, the community feared that St Anne's Shelter would result in an increase of drug use and other anti-social behaviour in the community.

These concerns were addressed by providing assurances through the consultations, but also by setting up a good neighbours plan and a local residents' scrutiny group which met monthly. We also advertised the phone line and email address so people could contact the shelter directly with any concerns.

## Learning and recommendations for Phase 2

### Local community:

- Communicate regularly and in a timely manner with all possible stakeholders
- Continue proactive relationship with community including engaging where possible with local Facebook and other online groups
- Continue proactive engagement with Co-op, Jhoots Pharmacy, GP Surgery
- Continue to engage with local residents' scrutiny group monthly
- Continue communication with regular newsletter
- Continue to use the protocols listed in the Good Neighbours Plan and review as necessary

### Building:

- Ensure agreement signed with Coexist to enable community activities to take place
- Install cookers so clients can cook meals for themselves and use Fareshare deliveries
- Work with Coexist to devise art projects to decorate the shelter as well as other activities to engage residents

### Staffing

- Recruit as many staff as possible to ensure consistency of cover and begin process early

### Volunteers:

- Ensure volunteers are recruited and signed up in good time
- Engage volunteers early in the summer and have clear-up/decorating days to begin engagement with the shelter

## Conclusion

St Anne's Shelter was designed to be a safe place away from the centre of the city where vulnerable people who experienced homelessness could begin to take steps to make positive changes in their lives.

With a strong staff team and support from a wide range of agencies including Bristol Drugs Project, BrisDoc Homeless Health Service, Crisis Centre Ministries and Caring in Bristol, we supported 45 people to make positive housing moves and ensured that any return to rough sleeping was minimised – with only 3 people leaving the shelter to sleep rough and all subsequently supported by the rough sleeping outreach team. We quickly recognised the need to engage with the local community to get support for the shelter and after a challenging start we worked hard to gain their trust.

Overall the shelter had a huge positive impact in the lives of people who would otherwise be sleeping rough and provided a benefit to the local community.

## Appendix 1: Incidents and Responses

During the operation of the shelter, we received three complaints from members of the public.

### Complaint 1

Report of a man acting erratically on the road near the shelter on 1 February 2019.

A local lady emailed that at about 6pm she was going to the Co-op when a man came walking towards her and her boyfriend. She said he was in the middle of the road “shouting and throwing and waving his arms all-around everywhere and he was staggering all over the place.

We identified the individual concerned and on recognising he wasn't really responsive to our input as well as taking into account his previous behaviour, decided he was not a suitable resident for St Anne's.

As a result of this incident we also changed how we work. The manager and deputy manager arranged an on-call system which meant that on top of the St Mungo's 24/7 on call system which can advise staff on how to deal with incidents, we also had a manager call in once a day on Saturday and Sunday as well as looking through the Bristol Shelter and the St Anne's emails to ensure we were responsive to any incidents which occur over the weekend.

### Complaint 2

Report that a shelter resident disturbed a local household in the early hours of the morning on February 19.

A local resident said that a shelter resident was knocking on his door at 3am that morning. He said the shelter resident was drunk and that when he challenged him, he apologised and left. We spoke with the shelter resident about the incident and gave him a warning which stated that should he repeat this behaviour, his licence at St Anne's would be ended. In addition, we asked him to write an apology to the local resident. He did this and we sent it to the local resident who said no further action was needed.

### Complaint 3

A member of the public complained that St Anne's House was so quiet that they did not believe that a shelter was being operated in the building.

### Other incidents with neighbourhood impact but no complaint

- There were reports of two clients shoplifting at the Co-op. We liaised closely with the store manager and told the clients they were no longer

allowed to go into the store. We reviewed the appropriateness of St Anne's Shelter for both of these clients and as a result we arranged for them to move onto other more suitable accommodation.

- One shelter client put an allegedly stolen bicycle up for sale on gumtree. When he arranged to meet up with the buyer he was set upon by three men who claimed the bicycle belonged to one of them. We did not have more details about the circumstances, however we logged the incident with the Police via 101.
- JHoots Pharmacy reported that an ex-shelter resident, who had just moved into a supported housing project, turned up in a paranoid state at the pharmacy. He was told he could collect his medication once more the next day then not to return. The manager said the individual was compliant with this and did not return. We monitored this with the pharmacy.
- Two clients, who were a couple, had an argument in the street outside the shelter and one became so upset that she shouted at cars to hit her while standing in the middle of the road. The incident was peacefully resolved at the time and we followed up with the couple, ultimately referring them into more suitable longer-term accommodation.

Overall it is felt that the impact on the local community was minimal.

## Appendix 2: Good Neighbour Plan

Possible issue	Suggested mitigation	Who is responsible
<b>Anti-social behaviour near/around site</b>	<ul style="list-style-type: none"> <li>• Residents agree not to cause harassment to others when they move in, and to show consideration to others;</li> <li>• This is part of the support contract and is discussed at sign-up.</li> <li>• Anti-social behaviour or abuse is taken seriously – this is tackled through the warnings policy, including use of formal agreed behaviour commitments and warnings, and may result in eviction.</li> <li>• Perpetrators are supported to reflect on their behaviour and make changes to improve their social responsibility</li> <li>• Any reports of anti-social behaviour towards shelter residents are logged and followed up by St Mungo's/Police</li> </ul>	Shelter mgmt team  Police  St Mungo's senior mgmt. team
<b>Anti-social behaviour near shops</b>	<ul style="list-style-type: none"> <li>• Liaison with Co-op and Pharmacy including regular check-ins with managers</li> <li>• Contact details of shelter deputy manager shared with managers of Co-op and Pharmacy</li> <li>• 24 hour hotline</li> <li>• Liaison with beat officer Gareth Ayers</li> <li>• Briefing with all new shelter residents about sensitivities in area and how larger groups can be intimidating</li> </ul>	Shelter mgmt team  Police  St Mungo's senior mgmt. team  Co-op / Pharmacy mgmt
<b>Shelter residents experience intimidation/issues/discrimination with local residents</b>	<ul style="list-style-type: none"> <li>• Reporting of any/all such incidents either to police or shelter staff depending on severity</li> <li>• Engagement from local residents – coming into shelter for volunteering etc</li> </ul>	Shelter mgmt. team  Local residents
<b>Litter</b>	<ul style="list-style-type: none"> <li>• Staff/residents complete a regular litter pick at the front of the property.</li> <li>• Residents are asked to dispose of their litter properly and to be considerate neighbours, and where staff are aware of littering problems, these are spoken about with perpetrators or in residents' meetings.</li> <li>• Flytipping reported to Bristol City Council</li> </ul>	Shelter mgmt. team

	should it occur	
<b>Sharps litter – we are not expecting any sharps litter and any is unacceptable – but in case...</b>	<ul style="list-style-type: none"> <li>Any sharps found on site / or in immediate vicinity are logged in the day book and disposed of correctly in a sharps bin by staff</li> </ul>	Shelter mgmt. team
<b>Dogs/cats including animal welfare</b>	<ul style="list-style-type: none"> <li>Dog agreement for all shelter residents to agree to</li> <li>Any dog mess around site reported and cleaned up</li> <li>Dog mess bags issued to dog owners</li> <li>Any late night barking kept to a minimum</li> <li>Visits from streetvet/UoB Streetpaws project</li> </ul>	Shelter mgmt. team
<b>Access to area behind St Anne's House in Chapel Way</b>	<ul style="list-style-type: none"> <li>Dogs not allowed off the lead in this area as it has badger sets etc</li> <li>All dogs around shelter to be on a lead until get to park</li> <li>Residents not to be there unless engaged in specific activities (eg litter pick)</li> </ul>	Shelter mgmt. team
<b>St Mungo's line</b>	<ul style="list-style-type: none"> <li>Phone line installed</li> <li>Staffed 24/7</li> <li>Answers to specific concerns to resident within 48 hours</li> <li>Log of all calls/issues</li> </ul>	Shelter mgmt. team  St Mungo's senior mgmt
<b>Relationship between council and community</b>	<ul style="list-style-type: none"> <li>Commissioners to attend regular review meetings</li> <li>Maintaining the level of service to meet the needs of shelter residents</li> </ul>	Bristol City Council homelessness commissioners
<b>Safety of local residents and children</b>	<ul style="list-style-type: none"> <li>Any concerns reported either in person at front desk or via hotline or if emergency or greater concern via police 101 or 999</li> <li>Issues of immediate concern responded to immediately</li> </ul>	Police  Shelter mgmt. team
<b>Increase in crime eg shoplifting or aggressive begging etc</b>	<ul style="list-style-type: none"> <li>Baseline metrics asked for from police/Co-op/pharmacy</li> <li>Reporting of issues which are logged by St Mungo's</li> <li>If any incidents at Co-op these can be</li> </ul>	Police/co-op/pharmacy to supply baseline figures

	<ul style="list-style-type: none"> <li>• compared with CCTV here at shelter</li> <li>• Referrals where needed to Streetwise team of BCC</li> </ul>	
<b>Shelter residents with drug/alcohol dependency</b>	<ul style="list-style-type: none"> <li>• Risk assessments completed before resident admitted into building</li> <li>• Where drug/alcohol issues identified there is a management plan agreed as part of move in process</li> </ul>	<p>Shelter mgmt. team</p> <p>St Mungo's outreach team</p>
<b>Use/safety of public spaces</b>	<ul style="list-style-type: none"> <li>• Any issues reported promptly and responded to within 48 hours</li> <li>• Issues of immediate concern responded to immediately</li> </ul>	Shelter mgmt. team
<b>Communications</b>	<ul style="list-style-type: none"> <li>• Regular Newsletter</li> <li>• Transparency and openness</li> <li>• Respectful neighbourhood engagement, accountability and trust</li> <li>• Dealing with issues before and after they happen</li> <li>• Incident metrics, outcomes, response rate is recorded</li> <li>• poster at Co-op and at St Anne's and elsewhere</li> <li>• print out newsletters and keep some at reception</li> </ul>	<p>Shelter mgmt. team</p> <p>St Mungo's comms team</p> <p>Metrics from police/Co-op/etc</p>
<b>Clients with significant mental health needs who have any impact on the community</b>	<ul style="list-style-type: none"> <li>• full risk assessment carried out before they access St Anne's</li> <li>• regular reviews of any possible impacts on St Anne's community</li> <li>• any incidents reviewed within 24 hours and option being to end a person's stay if they are deemed to be too difficult to manage in the community</li> </ul>	Shelter mgmt. team

**Implementing this plan:**

- Residents' focus group to monitor plan and co-create it, including voice of lived experience/shelter residents
- Current staff made aware of this formalised plan through email distribution and discussion in team meetings and supervisions. This plan was formed with the residents' focus group in the November meeting.
- New staff and temporary locum staff will be made aware of this through updating the induction pack to include reference to this plan.
- Current shelter residents will be made aware of this through discussion in regular residents meetings and individual keyworking sessions where necessary.
- New residents will be made aware of this at booking in.
- Managers will review this plan, and additional actions to be undertaken, as required.
- A log of incidents will be kept against this plan for the purposes of reporting.

**Development Control Committee B – 10 July 2019**

**ITEM NO. 2**

**WARD:** St George West                      **CONTACT OFFICER:** Peter Westbury

**SITE ADDRESS:** Chalks Road Public Car Park Chalks Road Bristol BS5 9EP

**APPLICATION NO:** 19/02090/F                      Full Planning

**DETERMINATION DEADLINE:** 14 August 2019

*Proposed 11 no residential dwellings (Use class C3) elevated above the existing public car park. Alterations to the car park layout and associated works. Retention of the public car park and existing vehicular and pedestrian access from Chalks Road.*

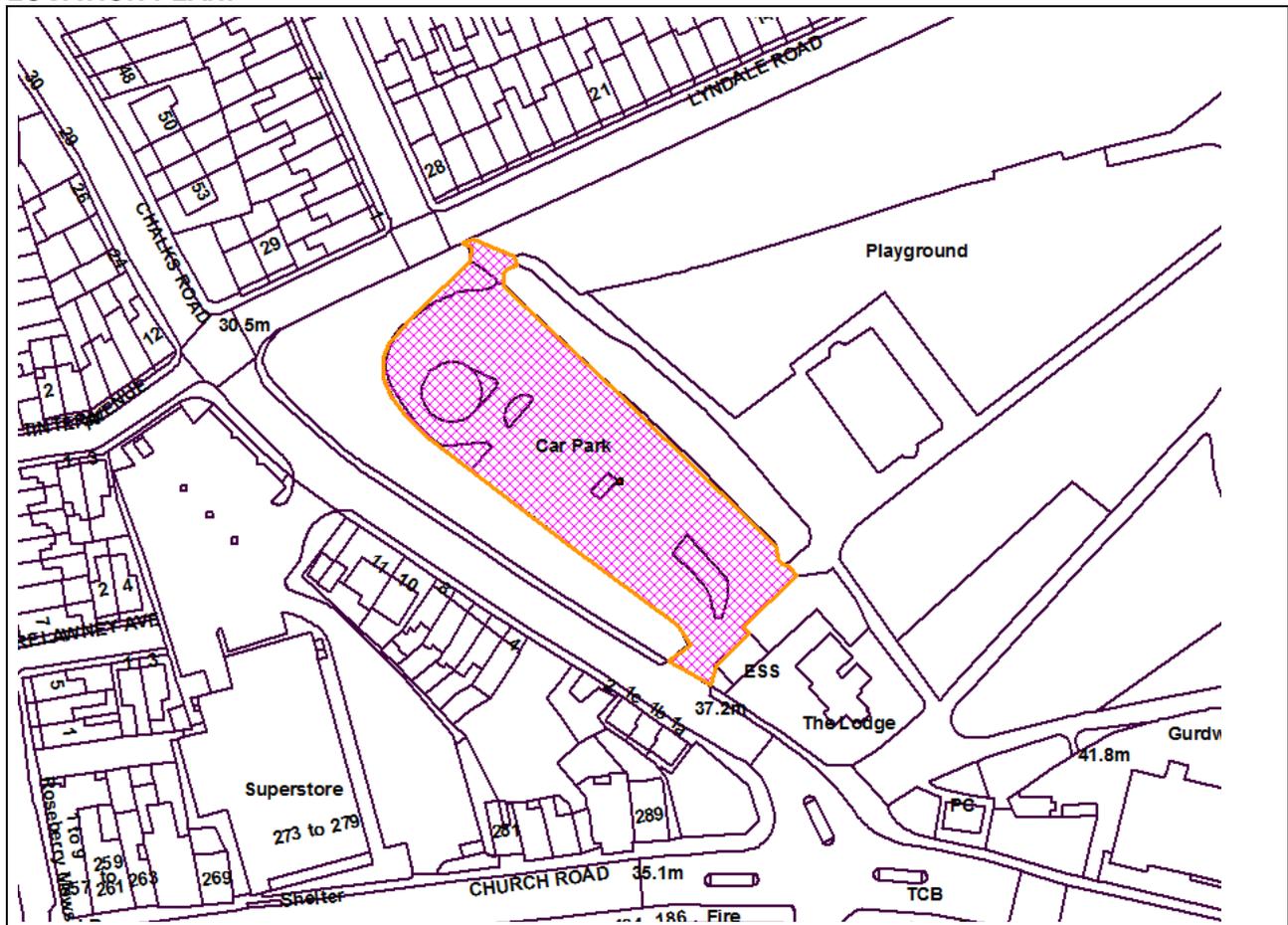
**RECOMMENDATION:** Grant subject to Condition(s)

**AGENT:** Turley Associates  
10 Queen Square  
Bristol  
BS1 4NT

**APPLICANT:** Zedpods Ltd

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

**LOCATION PLAN:**



**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP****REASON FOR REFERRAL**

The application represents a major development in a public car park. It has implications on the future provision of housing in the city. With this in mind, this application is therefore referred to Committee by officers to set the context for future development of this kind.

**BACKGROUND**

This application must be seen in the context of the Bristol Housing Festival which is a five-year Festival, during which the organisers' stated ambition is to "test innovation in real life scenarios, to find out what works for people in our city, in order to see real and lasting positive change."

The web-site for the Housing Festival states that:

"We face a real and immediate housing crisis. It is affecting the vast majority of people in the UK in many different ways. There is no 'one-size-fits-all' solution because the crisis itself is complex and made up of many different issues."

The web-site highlights issues such as homelessness, affordability, loneliness and poor mental health as indicators of this housing crisis. However, there is the belief that there is reason to have hope:

"Together, as the people that make up the city of Bristol, we need the courage to reimagine and to rethink, to hope for a better future. Right now, there is the opportunity to find solutions for significant change in the face of challenge."

Following on from an exhibition at the Bristol Housing Festival in October 2018, Bristol City Council committed to supporting the Festival and to making land available for innovative solutions to address the shortage of housing in Bristol. This application is the first test of whether factory built housing to meet identified housing need can be accommodated on a Council owned public car park.

The Applicant's Planning Statement states:

"Coming out of the Bristol Housing Festival, it is recognised by the City that there is an appetite for imaginative approaches to address the shortage of housing in Bristol. Bristol City Council is committed to delivering 2,000 new homes a year by 2020, of which 800 will be affordable. ZEDpods has been identified as an innovative solution that could help Bristol City Council achieve this ambitious housing commitment."

This application for planning permission is the first to test the acceptability of this type of housing through the planning process.

It has been designed to be the first 100% affordable and low carbon housing development aimed at creating a mixed tenure affordable housing scheme using ZEDpods, which are a factory built volumetric product.

The Applicant's Design and Access Statement indicates that it is anticipated that all of the units will be made available for young people (nominated by the YMCA), working people on incomes below local average earnings, and young people who are making their first steps into independent living. They will be managed by a registered affordable housing provider.

**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP****SITE DESCRIPTION**

The application site is known as Chalks Road car park and is located in St George Bristol, close to Church Road (A420). The application site has an area of 0.21 hectares. It is the public car park for St George's Park on the northern side of Chalks Road to the immediate south of its junction with Lyndale Road.

To the north of the site is two storey residential development on one side of Lyndale Road. To the east of the site is a skate park within St. George's Park. The site is surrounded by mature trees. To the south west on the opposite side of Chalks Road is two storey terraced housing and a supermarket with associated car park.

The topography of the application site is flat.

The application site is located in Flood Zone 1 – Low Probability.

The application site is not located in a Conservation Area. As the car park is part of the park it is designated as a Local Historic Parks and Garden.

Bristol City Council owns the freehold of the car park and will continue to do so. This project uses "a 30 year air rights lease" to build one and two bed homes above the carpark in Chalks Road adjacent to St. George Park.

**RELEVANT HISTORY**

There is no relevant planning history.

**APPLICATION**

This is an application for full planning permission for the erection of 11 factory-built dwellings to be positioned in the centre of the existing car park on a steel frame above the existing parking spaces. The existing mature trees surrounding the car park would be unaffected by the proposal.

The Applicant's Design and Access Statement indicates that the ZEDpods are positioned on a steel frame which extends 44m in length, 10m in width and 10m in height.

The proposed housing would consist of 9 x one bedroom and 2 x two bedroom dwellings. The plans indicate that the proposed one bed dwellings would provide 39 square metres of internal floorspace, and the two bedroom dwellings would deliver 70 square metres of internal floorspace.

Each unit would provide kitchenette and living accommodation at first floor level (above the existing parking spaces) with bedroom and bathroom accommodation at second floor level on a mezzanine floor. The mezzanine floor would cover approximately 75% of the first floor space, meaning that approximately 25% of the first floor living area would have a double storey height.

*Who will the dwellings be for?*

All of the dwellings will be social rent homes available for young people in need of housing.

The scheme will provide sufficient accommodation for 13 residents. The resident mix is proposed to be a mix of affordable tenures. 4 will be offered at social housing rental levels, 5 will be offered at LHA rentals and the 2 x 2 beds will be offered at LHA levels which, if rented on a room basis, will also meet social rental levels.

All residents will take on 1- year fixed term tenancies. It is anticipated that most residents will stay for 1-4 years.

**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP***Management of the site*

The Applicants have indicated that a Housing Association / Registered Provider will:

- Own the ZEDPods
- Maintain the ZEDPods
- Act as landlord and collect rents from tenants

Future tenants will be identified by the YMCA Bristol (Part of YMCA Bath Group). They will:

- Manage referrals as per the nominations policy
- Provide training and support to the community leaders
- Support young people living in the ZEDPods
- Work with community leaders to establish regular opportunities for community activities including meetings, social events and volunteering

The proposal is intended to be a car-free development. No parking spaces will be assigned to future residents.

The Applicant's submitted "Framework Tenant Management Plan" includes a Code of Behaviour that states that:

"All tenants will be required to sign up to a code of behaviour and where this is not adhered to then tenants will risk losing their tenancies."

*Access and Car Park*

The existing access arrangements to the car park would be retained. The car park is gated and is currently open for public car parking between 8.00 and 18.00 on Monday to Saturday. There would be no change to the current access arrangements.

The application proposal includes the demarcation of the existing surface level car park, resulting in the provision of 61 spaces. The current car park has 58 spaces marked out. In addition, the intention is to provide 6 electric vehicle charging points.

All existing vehicular, pedestrian and cycle access from Chalks Road will be retained. The application proposal includes the relocation of the existing Sheffield Stands for public use including covered cycle parking provision (for 12 no. bicycles) and a refuse/recycling store for the new dwellings.

Existing lampposts and CCTV cameras will be relocated.

*Design*

The modular designed residential units on a steel frame would be positioned above the existing car parking spaces. The Design and Access Statement indicates that the building would:

"Use of sustainable and durable construction materials (to maximise energy efficiency) and installation of photovoltaic solar panels on the south western pitch of the roof;"

The intention is to include the provision of community art on the building façades.

In support of this approach to housing delivery and the proposed design, the Applicant's Design and Access Statement states that:

**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP**

“The high quality ZEDPod homes are built to higher standards than conventional houses, are super insulated, triple glazed, with heat recovery ventilation and lots of daylight. The solar roofs generate more energy than the houses consume and are designed to be low carbon with the lowest running costs possible.”

**Utilities**

The Applicants have indicated that:

*Plant Area*

- The voids underneath the staircases will be enclosed by non-combustible cementitious weatherboarding with an additional fireproof cement board internal liner. These services enclosures house plant such as water supply pumps, drainage pumps, incoming water, drainage, electrics and data and other M&E to fully service the pods.

*Foul Water*

- The foul pipework would be internal (i.e. principally concealed behind removable maintenance access panels both in the north wall services riser on each home and the fireproof cement board soffit to the car park). This pipework connects to the external pipework.
- The external pipework is located underground along the north eastern elevation (i.e. the façade facing the skate park) and routes under the steel frame and into the existing mains sewer pipe.

*Electricity*

- Each ZEDpod would include solar PV and micro thermodynamic panel (for the heat pump) - These arrays have been sized to potentially produce more energy than the dwellings consume to offset the annual energy consumption. This is dependent on the sensible self-consumption from residents.
- A connection to the grid will be provided via the sub-station which is located near the car park entrance – Electrical risers will be enclosed under the staircases.
- It possible that excess energy generated from the ZEDpods could be input back into the grid.

*Water Supply*

- A water pump will be provided to enable the water supply to be pumped up to the ZEDpods if mains pressure is too low.

The precise connection point to the mains water supply is subject to further discussion with Wessex Water.

*Roof Water Drainage*

- The ZEDpods include a rain water gutter system with a downpipe every 10m along both of the long elevations.
- The downpipes connect to the existing surface water sewer system, via an underground cellular attenuation tank.

**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP****EQUALITIES ASSESSMENT**

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

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

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

During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In their assessment of these applications your officers are satisfied that any adverse impacts can be addressed and mitigated through the detailed design of the buildings and the imposition of appropriate conditions.

**COMMUNITY INVOLVEMENT**

A Statement of Community Involvement was submitted in support of the application.

This states that the development team delivered a pre-application engagement programme, which included engagement with officers at Bristol City Council; City Councillors; resident groups and the local community.

Alongside meeting with local Councillors, a meeting with community action groups, including the St George Community Network and the Church Road Action Group took place on 17<sup>th</sup> February 2019.

*Issues identified*

Coming out of this pre-application consultation, concerns were expressed about the following:

- Increase in the number of cars parked on the streets surrounding the site.
- Parking beneath the Pods could be seen as private although it is not.
- The current level of enforcement relating to the three hour parking limit in the car park would not be sufficient.
- Given the use of the car park (particularly for visitors with mobility issues) the larger car parking spaces should be retained.
- Concern about the loss of parking during the construction period.
- Concern that the design of the space under the building could have an attraction for anti-social behaviour.
- Concern that the end walls could attract graffiti. It was suggested that this could be patterned or display a mural to overcome this.

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- There was an agreement that any CIL or Section 106 contributions be made directly to the improvement of St. George Park.
- Pedestrian access to Chalks Road should be wide and well maintained.

*Outcomes*

Addressing each of the identified concerns, the Applicants have indicated that:

- The accommodation will be offered to future residents without parking, in order to protect existing parking provision. It is also noted that the site is in a sustainable location.
- In respect to the proposed public parking beneath the Pods, the Applicants have indicated that it is understood that some upgrade to the car park control or enforcement regime may be required to ensure the car park usage is preserved for the public.
- It is acknowledged that some increase in parking enforcement may be required.
- There is confirmation that there will be no reduction in the number of parking spaces.
- In terms of construction, the Applicants have confirmed that “The ZEDpods are modular in their construction meaning the majority of the build is completed offsite. The benefit of this is that the construction period will be relatively short (approximately 2 months). It is anticipated that part of the car park will remain open whilst the Pods are installed and a Construction Method Statement will be prepared.
- In respect of the space under the building, the Applicants have indicated that a movement sensor and LED lighting under the full length of the undercroft parking area will be provided.
- Addressing concern about the end walls, the Applicants state that a local artist will be employed to paint the south eastern elevation to provide a focal point when people enter the car park and discourage future vandalism.
- The Applicants indicate that as the proposals are an affordable housing scheme which will be managed by an affordable housing provider who will rent the units to tenants at a below market rate. Such schemes are exempt from CIL as it is acknowledged that they do not operate on a commercial basis and are highly beneficial from a social perspective.
- No new pedestrian access arrangements are to be provided onto Chalks Road.

**RESPONSE TO PUBLICITY AND CONSULTATION****Response to public consultation**

Neighbouring properties were consulted and a site notice was placed at the site. As a result, at the time of the preparation of this report, 34 representations were received, of which 30 objected to the application and 4 were in support. The following comments have been made:

**Comments objecting to the application:**

- Objection to the site being used as there are plenty of brownfield sites on which they can build houses.
- “We need houses and not trendy pods”
- Concern about the height of the pods.

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- Concern about light and noise pollution
  - Concern that the car park will be overflowing.
  - Concern about the impact on the Red Fest Event and other similar events in the park the future: "PLEASE - make sure there is egress available on SAT 3rd August as part of the conditions."
- We cannot send 30 traders and 10 food concessions through another gate safely.
- The car park is essential for disabled parking during the Red Fest event and this cannot be lost.
  - Concern about the impact on the car park during construction.
  - Concern about further on-street parking demand that will arise from the development.
  - Concern that the proposal will have a harmful impact on the operation of the park.
  - Concern about the design "being very dominant over the park and car park. I also suspect that after a short time it will look run down with bins and badly parked bicycles".
  - There is no reason to build these premises here, they are not near to employers and not close to a college, this is not helpful for young people.
  - There will be problems with parking.
  - Concern about the potential for unsocial behaviour in the newly covered parking area. CCTV should be put in place.
  - The car park should be improved to enhance the overall park for the enjoyment and well-being of the community.
  - There should an Aboricultural Impact Assessment.
  - Rather than putting new buildings where none exist, the council should address abandoned and derelict brownfield sites, for example there is land available on the corner of Chalks Road and Church Road, next to existing residential and commercial properties that has been boarded up and abandoned for years.
  - What will happen when the 30 years is up?
  - The present design reflects the Edwardian heritage of the park and Church Road.
  - Concern about the safety of future residents.
  - Concern about the air quality for future residents.
  - Will the Council be transparent about the finances involved?
  - "Will the fact that four of the pods are for care leavers from Bath mean that Bristol care leavers will miss out?"
  - "similar experimental developments would not be proposed for green spaces in Redland, Clifton, or other areas where a higher heritage profile is placed on local parks. I doubt we will see ZEDpods on Oldbury Court car park, Snuff Mills car park, Ashton Court, The downs, St Andrews etc."
  - "Bristol City Council are the custodians and managers of our public spaces, I, like many people believed them ring-fenced as not for lease or sale. The idea that it is only the "air

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rights" that are leased seems a fudge to avoid more stringent scrutiny of what happens to the land, as is the idea that the pods are somehow temporary (30 years?)

In the long run when the area has become designated as dual use or has been established as no longer part of St George Park but a residential space, will a cash strapped council be free to sell to a property developer?"

- "I have just read online about the proposed flats being planned for the park, How disgusting is that, The car park is for the park, nothing else"
- The increase of personal bins, recycling outside the pods, rubbish, personal belongings, will make this an eye sore.
- Concern that the Pods will be vandalised.
- "Concern that this would welcome further planning applications for other local green spaces if approved."

**Comments in support of the application:**

- The increase of housing and rent prices that has pushed many people that I know into leaving Bristol and into homelessness and van-living even if they are in full-time salaried work. Affordable social housing projects such as this one are significantly needed to support young people out of unstable living and be given an opportunity to improve their wellbeing and lifestyle.
- "We are in a climate and social crisis so any projects like this that are in support of living with low carbon footprint (promoting cycling and not driving) and are affordable is absolutely vital."
- We absolutely need to be moving towards living like this and Bristol City Council needs to be moving faster on introducing living car-less in this city if we are to be carbon neutral by 2030 as promised. I think we should not be concerned about how many car parking spaces will be provided as St George is one of the most air-polluted areas of Bristol.
- Welcome the increase in cycle parking spaces.
- This group of housing will encourage safer walking at night for members of the public walking on Chalks Rd and via the park.
- The access road to the park for emergency vehicles and/or teams such as Redfest will not be disrupted
- "The site is part of the area designated as important open space, but I consider that the development is acceptable as it does not impact significantly on the park due to the screening from the mature trees. There is also no loss of car parking spaces. It is significant that the housing is only semi-permanent and could be removed in the future."

**St George Community Network Development Group**

Most of the comments made by us and others during the pre-application and public consultation stages have been addressed. However, we still have 2 reservations:

- There is no provision for signage to make absolutely clear that the car parking spaces under the building will be part of the public car park. We continue to believe that this will be necessary to deter the 'adoption' of these spaces by residents of the new building.

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- We remain concerned about pedestrian access/egress - it is not clear (to us) from the application whether the issues arose during the pre-application and public consultation stages have been fully addressed.

**Avon Fire and Rescue**

No comments on the application have been received, but Officers will contact this consultee with a view to confirming their comments at the Committee.

**Response from internal consultees****BCC City Design Group**

CDG supports the delivery of prefabricated housing in Bristol and considers it to be an important experimental option in addressing critical housing need. The siting of the proposal raises important questions about design and response to context, change of use and increased pressure on parks in the context of urban intensification and city scale place making. CDG has identified a preferred set of conditions for this type of housing experimentation and given the legacy intent for Bristol's key urban parks strongly encourages robust questioning and precedent in this case.

- Journey from the street to the entrance door of individual units should be clearly designed. This should include aspects such as definition of the paths and spaces, interaction with vehicles, lighting, landscaping etc.
- Private and communal provisions such as cycle parking and bin store should preferably be located in a single secure enclosure to create a clear distinction between public and private spaces along with its ownership, security access and management arrangements.
- Design, security and management of the under-croft car park needs to be carefully resolved to:
  - a) Encourage passive surveillance.
  - b) Provide security cameras.
  - c) Ensure responsibility structures are in place (who is responsible for this space?)
  - d) Provide robust design and finish of the under-croft space to ensure its appearance can be maintained.
  - e) Regular cleaning and maintenance management regime.
  - f) Privacy – units typically will not benefit from a private back so adequate privacy measures must be considered.
  - g) Design features such as deep reveals, use of robust materials and finishes.
  - h) General arrangement and typical details of column and rainwater goods in the under-croft area.
  - i) Further manufacturer specification doors, windows, wall roof and soffits, rainwater goods and any other external materials is requested.
  - j) While the details and materials can be resolved via planning condition, it is recommended to resolve as much as possible at the time of determining the planning application to expedite the matter.

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Prefabricated construction offers potential for efficient construction, reduce waste, reduce embodied energy and reduce energy usage during the construction and lifetime of building and should be welcomed.

The advice from CDG informs the Key Issue on design (set out below). However, a key conclusion in their advice is noted here:

“Given the unknowns, the ZEDpod approach, particularly in relation to car parks, it would be best carried out in an experimental format where results can be evaluated with the option of removing and/or relocating ZEDpods if unsuccessful in design and place-making terms. In general, less open and visible sites may prove to be less sensitive when evaluating impacts on nearby character. Any successful ZEDpod applications should require clear site management plans and follow-on evaluation.”

**BCC Transport DM**

The following advice was provided at pre-application stage and remains applicable:

“In traffic impact terms the supporting document does not provide any details as to whether this will be a car free development or not. This would need to be clarified as part of any planning submission. In traffic impact terms although the proposal would result in an increase in vehicle movements it’s unlikely that it would be considered to be severe when compared to the level of movement on the surrounding network.

The principle concern relates to the retention of the existing use of the car park. It is noted that the applicant has stated that the proposal will not result in the loss of any of the existing spaces whilst the existing spaces will need to be remarked. Please note that these works would need to be met by the applicant.”

Parking Services offered the following advice:

Free limited waiting car park. Can be very busy during the day. Vehicles are able to park any time of day, so there is a chance of noise, fumes etc being an issue.

The car park is well lit and has CCTV cameras installed. The ambient lighting levels in the car park are likely to be detrimental to the amenity of ZEDpod residents. It is likely that the CCTV of the coverage will be compromised as we may have to lose cameras to protect the privacy and amenity of ZEDpod residents.

Wessex Water have a large inspection chamber at the north west corner of the site. 24/7 access is required occasionally to inspect or work in the chamber. There is a small chance that the amenity of residents may be disturbed by Wessex Water activities.

It is possible that the mature trees on site may need to be pruned to facilitate installation of ZEDpods.

Where will the residents waste bins and recycling be stored? Will we lose parking bays for this?”

With regards to vehicle charging we have had the following comments.

“With regards to lighting the existing street lighting will need replacing as the proposed building is on top of a lighting column and there will be a blocking effect from the building plus discomfort glare into the properties from the existing street lighting, so a whole new scheme will need installing.

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Our lighting department can carry out lighting designs and installation however the costs of which would need to be covered by the applicant.

Please note that all designs and proposal must be approved by the lighting team.

With regards to the EV charging points for every pod must take into account the earthing regulations. Installing the charge units near a PME electrical system is not permitted. The electrical supply to the pods should be TT and not PME. The steel works should be earthed in such a way as not to be in contact with any PME system and must be 2.7m minimum from any PME system. The installers are advised to consult with WPD.

Ideally this site will be promoted as a car free development. The applicant has provided details of the site's location compared to other services and facilities and it is noted that there is a bus stop on Church Road (A420) which provides access to a high frequency services. There also a number of facilities within walking distance from the site.

With regards to cycle storage the applicant has stated that there will be space allocated within each unit. They will also provide an external communal bike store which will also provide charge docks for electric bikes. The applicant should note that this store should be secure.

In terms of bin storage the applicant will meet the City Council's requirements. Although the applicant should contact Bristol Waste prior to any submission to make sure they would be satisfied to collect from this location. We would also need to see a waste management strategy provided as part of the proposal. The reasoning is that we would not wish to see bins left on the adopted highway causing an obstruction to the flow of pedestrian movement.

Finally the applicant will need to provide details of the construction phase as we would need to know what the level of disruption would be during this phase. Furthermore they would need to provide details on whether the car park will need to be closed during this period.

In respect of transport and access issues, there is no objection in principle to the proposed development. However the applicant would need to provide additional information as part of the formal submission to address the points which has been set out above."

**BCC Sustainability Officer***Energy efficiency*

We welcome the provision of the energy efficiency standards over and above Part 1La of Building Regulations. The proposed air permeability rate of 2.0m<sup>3</sup>/m<sup>2</sup>.h @50Pa is a significant improvement on the minimum requirement in Building Regulations and will make a significant contribution to reducing energy demand. I recommend conditioning the provision of evidence to show that this has been achieved.

*Heat Hierarchy – BCS14*

No gas is proposed on site, which is welcomed. District heat is not required for this project. Heating is proposed to be via 'micro solar air source heat pumps' – further details should be provided: what size/ capacity are proposed (are they individual or communal?) and where are the units proposed to be located. These can be visually jarring so should be designed in to the scheme.

Renewable Energy – 2.6kw PV for 1 bed dwellings and 3.4kw PV for 2 bed dwellings, with the following outputs 2510kwh and 3370kwh PA.

Annual yield calculations should take account of the location, tilt, orientation and shading of the PV system(s) as it will be installed.

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The Shading Factor should be calculated using the Standard Estimation Method as presented in the MCS guidance and any reduction in yield incorporated into the energy calculations presented. The assessment of shading should also account for planned development in the vicinity of this scheme. It would be helpful for the agent to confirm that the above has been taken into account with the annual yield calculations.

*Adaptation to Climate Change – BCS13*

It is noted that the proposed scheme includes high level windows to encourage stack ventilation and dual aspect windows to provide cross ventilation with heat recovery ventilation proposed.

However, it is not explicit from the application whether these measures are sufficient to mitigate overheating risk as a result of climate change, and therefore whether it meets BCS13 requirements. An assessment of overheating risk for the 'worst case scenario' unit using future weather files, (as a minimum testing against the 2050 medium emissions 50th percentile weather file) should be carried out and submitted. If there is a risk, the necessary mitigation measures required to remove the risk of overheating should be provided from the outset to comply with the policy.

We welcome the EV provision of 6 bays –I recommend conditioning these improvements to the public car park should the application be approved.

**BCC Flood Risk Manager**

We are satisfied that the flood risk assessment provided evidence that the development of the site will not increase the risk of flooding to this area or its surrounding areas as the development site is already hard surfaced (impermeable).

Our mapping suggests that an infiltration based SuDS strategy would be suitable for the site based on drainage potential. No on-site based ground investigations or BRE365 testing (only desk based investigations) have been undertaken to assess the contaminants and drainage potential of the site. The applicant should undertake this testing and make appropriate consideration of infiltration based SuDS features. Until evidence has been provided that the SuDS hierarchy has been followed sufficiently we object to the application as current. We welcome the use of permeable paving and soft landscaped areas, these should be utilised for infiltration based SuDS subject to the results of infiltration testing.

Furthermore any new connections to the surface water sewer will need confirmation from Wessex Water; please could this evidence be provided? I also note that a maintenance plan will be agreed post-construction; however we require a maintenance plan prior to construction.

Therefore the applicants need to provide evidence of: on site contamination/infiltration testing to support their choice of SuDS, evidence from Wessex Water confirming the new connection and submit a maintenance plan prior to construction.

**RELEVANT POLICIES**

National Planning Policy Framework – February 2019

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

**Development Control Committee B – 10 July 2019****Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP****KEY ISSUES**

Coming out of the Bristol Housing Festival, this application for off-site factory constructed housing, is the first opportunity to test whether housing solutions can be accommodated on Council owned public car parks and other sites. There are therefore characteristics of this application that cannot set a precedent for development on other more conventional housing sites across the city. There are unique characteristics to this proposal and the application must be assessed in that context.

In establishing whether a positive recommendation can be made, particular regard has been paid to the following:

- Impact on the Important Open Space and Historic Parks and Gardens.
- The provision of housing in this location.
- Is the proposed design of the housing acceptable?
- Is the impact of the proposed development upon transport acceptable?

**Impact on the Important Open Space and Historic Parks and Gardens**

The application site is located within a designated important open space and historic park and garden.

Section 12 of the National Planning Policy Framework (NPPF) 2012 states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing heritage assets, and the desirability of new development to make a positive contribution to local character and distinctiveness. It also states that when considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification.

Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting.

Development Plan Core Strategy Policy BCS9 states that open spaces which are important for recreation, leisure and community use, townscape and landscape quality and visual amenity will be protected.

Core Strategy Policy BCS22 states that development proposals should safeguard or enhance the character and setting of areas including Historic Parks and Gardens.

Site Allocations and Development Management Policy DM17 says that development on Important Open Spaces will not be permitted unless the development is ancillary to the open space use.

The proposals do not meet the requirements of Policy DM17 as new housing cannot be considered to be "ancillary to the open space use". Having regard to the impact on the park though, it is concluded that the application proposal will have no harmful impact on the functioning of the park itself. The applicants have indicated that the existing operation of the car park will be sustained. There will be small enhancements to the operation of the park (electric vehicle charging points and improvement cycle storage). There will also be no trees lost as a result of this proposed development.

On the basis of this and having had regard to all policy considerations, it is concluded that the impact on this historic park can be accepted and that, in particular, other material considerations can be given weight in this case to set aside Policy DM17.

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Paragraph 118 of the NPPF states that planning decisions should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas. Between 2006 and 2026, 30,600 new homes will be provided in Bristol.

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

Policy BCS20 states that development should maximise opportunities to re-use previously developed land.

The application proposal will deliver 11 affordable dwellings that will meet an identified need for young people in need of housing. The application proposal is for development on previously developed land in a sustainable location. Subject to design considerations, it is considered that it complies with these Development Plan policies on housing delivery.

**Is the proposed design of the housing acceptable?**

Paragraph 123c of the NPPF sets out that when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

Policy BCS15 that development should provide flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting'.

Policy BCS18 sets out that residential development should provide sufficient space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards.

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

Policies DM26-28 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 DM29 sets out that new buildings will be designed to ensure that the existing and proposed development achieves appropriate levels of privacy, outlook and daylight.

Of particular concern in establishing whether the design of the proposal is acceptable in design terms is compliance with the following:

- Internal Space: Core Strategy Policy BCS18
- Design and Amenity: Policies DM26-28

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Core Strategy Policy BCS18 encourages imaginative housing design solutions that addresses affordable housing need and housing demand and contributes to the diversity of housing in a local area. The application complies with these policy requirements. However, the Policy also states that all new residential development should provide sufficient space for everyday activities and enables flexibility and adaptability by meeting appropriate space standards.

The application proposes the following:

2 x 2 bed, 2 storey ZEDpods for up to 3 people with 39 square metres of internal space.

9 x 1 bed, 2 storey ZEDpods for 1 person with 70 square metres of internal space.

Appropriate space standards are normally measured by compliance with Nationally Described Space Standards (NDSS).

The NDSS includes the expectation that two bed space accommodations on two storeys would provide 70 square metres of internal floor area and storage. For the two, two bed units, this application proposal complies with this standard.

For the remaining nine, one bed space accommodation for one person on two storeys there is no space standard included in the NDSS.

For this accommodation provision is made for 39 square metres of internal floor space and storage.

In the absence of specific guidance on how to apply space standards to this modern form of housing delivery and mindful of the characteristics of the development, it is considered that the application proposal can be regarded as acceptable as set out below in the design section. However, it should be noted that these units are small and in recommending approval for them, your Officers are mindful of the high standard of accommodation that would be provided.

*Design and Amenity*

This is proposal that does not fit neatly within the normal design rules. As is noted by City Design officers (CDG), ZEDpods are a unique housing typology that are pre-designed (with some cladding options) and not intended to reflect a particular site context. In situating ZEDpods efforts can be made to respond to particular physical circumstances. However that is the extent to which they can be assessed using standard methods for understanding contextual response, urban design quality and place making. In this regard, the placement of conjoined ZEDpods on top of the central portion of the car park reflects the desired dual purpose for the site. In broad urban design terms the result will be a highly visible and peculiar development with a yet untested set of interdependencies and functional interactions resulting from the underlying car park use.

A residential use requires functional and servicing requirements including security, access, cleaning bike and bin stores. A sense of domestic ownership and propriety is also a reasonable and desirable expectation for successful new housing. It is therefore reasonable to expect that housing on the site will have a segregating effect from the wider open space. Visually, development on the site will be a disruption to the historic park and open space context.

With regard to the quality of accommodation CDG supports housing experimentation particularly for vulnerable individuals with a high need and notes that while small and unconventional, ZEDpods offer light dual aspect spaces with thoughtful internal arrangements. ZEDpods also score high in sustainable construction methods with low energy consumption in post construction.

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In respect of amenity, the design of the proposal will not give rise to unacceptable overlooking of surrounding residential and commercial properties. The site is well screened by existing mature vegetation from surrounding properties.

Supplementary Planning Document 2 “A Guide for Designing House Alterations and Extensions” (SPD2) whilst providing guidance for house alterations, is relevant in this case given the existing context. SPD2 states that the best way of ensuring privacy between houses is to avoid windows to habitable rooms directly facing one another. Where this cannot be achieved, and habitable rooms face each other, as a ‘rule of thumb’ a gap of 21 metres should generally be provided. In more densely developed, inner urban locations this distance may be less.

Having regard to advice in SPD2 and BRE Report 209, “Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice”, there are no issues arising out of the proximity of proposed windows to existing habitable rooms.

Representations have also been raised that the application proposal will give rise to anti-social behaviour and poor security for users of the car park. To this end, it is noted that the submitted plans include the provision of CCTV and lighting. It is proposed that details of the lighting for the scheme and details of the CCTV for the car park and its operation is conditioned.

In recommending this application for approval, particular regard has been paid to the advice from CDG. The application proposal will give rise to a highly prominent unusual form of housing. However, it is considered that this proposal will give rise to high quality residential accommodation. Furthermore, it will not give rise to unacceptable overlooking of neighbouring residential properties. The impact on amenity in terms of preventing anti-social behaviour can also be adequately mitigated through the imposition of relevant conditions in respect of lighting and CCTV.

**Does the proposed development give sufficient consideration to sustainable design?**

Policy BCS13 sets out that development should contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions.

Policy BCS14 sets out that development in Bristol should include measures to reduce carbon dioxide emissions from energy use by minimising energy requirements, incorporating renewable energy sources and low-energy carbon sources. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%.

Policy BCS15 sets out that sustainable design and construction should be integral to new development in Bristol. Consideration of energy efficiency, recycling, flood adaption, material consumption and biodiversity should be included as part of a sustainability or energy statement.

The application proposal complies with relevant Development Plan policies. It would give rise to a highly sustainable form of housing. This is confirmed by the advice of the Council’s Sustainability Team, which is set out above.

**Is the impact of the proposed development upon transport acceptable?**

Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

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Policy BCS21 of the Core Strategy aims to ensure that all new development in Bristol achieves high standards of urban design.

Policy DM23 of the Site Allocations and Development Management Policies outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network. With regard to parking, Policy DM23 states that this must be safe, secure, accessible and usable.

The existing access to the car park is retained and the quantum of parking is increased, although it is acknowledged that people may feel deterred from parking beneath the units. However, officers are confident that, if the other parking spaces are being occupied, the retained spaces beneath the proposed units will be used. Notwithstanding this, there are no grounds to refuse this application on its impact on the car park.

The advice of Transport Development Management is set out above. It is considered that the impact on the existing car park and the wider highway network is acceptable.

**CONCLUSION**

This application must be seen in the context of the City Council's support for the Bristol Housing Festival and its stated intention to experiment with different types of housing solution to resolve the identified housing need in the city.

The experimental nature of this application is demonstrated in the design comments received. This proposal is unlike any other application for residential development currently under consideration by the Local Planning Authority. For this reason, it cannot be regarded as creating any precedent at all for other residential development across the city.

In recommending this application for approval, it is acknowledged that it would give rise to a highly prominent "peculiar" form of housing. There are however, material considerations that outweigh these design concerns. For example, that the park can continue to function as it does now, that the proposed housing is well screened from surrounding residential development in particular and that the application site is highly sustainable and is located in residential area close to existing amenities. Subject to the imposition of relevant conditions (in particular in respect of site management), it is considered that this application can be supported.

**COMMUNITY INFRASTRUCTURE LEVY (CIL)**

The CIL liability for this development is £31,781.25, however charitable relief may be claimed on the elements of the development that comprise development by a charity directly for the delivery of their charitable purposes.

**RECOMMENDED GRANT subject to condition(s)****Time limit for commencement of development**

1. Full planning permission

The development hereby permitted shall begin before the expiration of 18 months from the date of this permission.

Reason: To comply with the Council's Affordable Housing Practice Note, April 2018; and as required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

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## 2. Construction management plan

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

- Parking of vehicle of site operatives and visitors
- Routes for construction traffic
- Hours of operation
- Method of prevention of mud being carried onto highway
- Pedestrian and cyclist protection
- Proposed temporary traffic restrictions
- Arrangements for turning vehicles

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

## 3. Prior to the commencement of development, details of the lighting of the scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented strictly in accordance with the approved details before the development is brought into use.

Reason: In the interests of the security of the site.

## 4. Prior to the commencement of development, details of the vehicle charging points for the scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented strictly in accordance with the approved details before the development is brought into use.

Reason: In the interests of the proper planning of the site.

Advice Note: In respect of Condition 4, with regards to the EV charging points for every pod must take into account the earthing regulations. Installing the charge units near a PME electrical system is not permitted. The electrical supply to the pods should be TT and not PME. The steel works should be earthed in such a way as not to be in contact with any PME system and must be 2.7m minimum from any PME system. The installers are advised to consult with WPD.

## 5. Sustainable Drainage System (SuDS)

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

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

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## 6. Noise from plant &amp; equipment

Prior to the commencement of above ground construction an assessment to show that the rating level of any plant and equipment, as part of this development, will be at least 5 dB below the background level has been submitted to and approved in writing by the Local Planning Authority.

The rating level of any noise generated by plant and 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.

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

**Pre occupation condition(s)**

7. Notwithstanding the information submitted with the application, prior to the first occupation of the site, details of the Management of the Site shall be submitted to and approved in writing to the Local Planning Authority. The operation of the site shall comply with these approved details unless changes are agreed in writing with the Local Planning Authority.

The Management Plan shall include:

- The Framework Tenant Management Plan submitted with the Application.
- Details of the operation of the position and on-going operation of all CCTV cameras shown on the approved plans.

Reason: In the interests of the proper operation of the site.

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

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

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

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

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

Reason: In the interests of highway safety.

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

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

**Development Control Committee B – 10 July 2019**

**Application No. 19/02090/F : Chalks Road Public Car Park Chalks Road Bristol BS5 9EP**

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

**List of approved plans**

11. 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:

324.2/P/ Site location plan, received 15 May 2019

324.2/P/101 C Site layout - lower floor access and circulation, received 15 May 2019

324.2/P/102 A Site layout - upper floor, received 15 May 2019

324.2/P/103 A Site layout - roof plan, received 15 May 2019

3242\_P\_001 B Existing site plan, received 15 May 2019

3242\_P\_100 C Proposed site layout, received 15 May 2019

3242\_P\_201 B Floor plans, received 15 May 2019

3242\_P\_401 POD terrace long elevations, received 15 May 2019

3242\_P\_402 POD Site elevations, received 15 May 2019

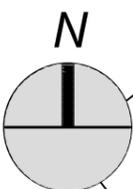
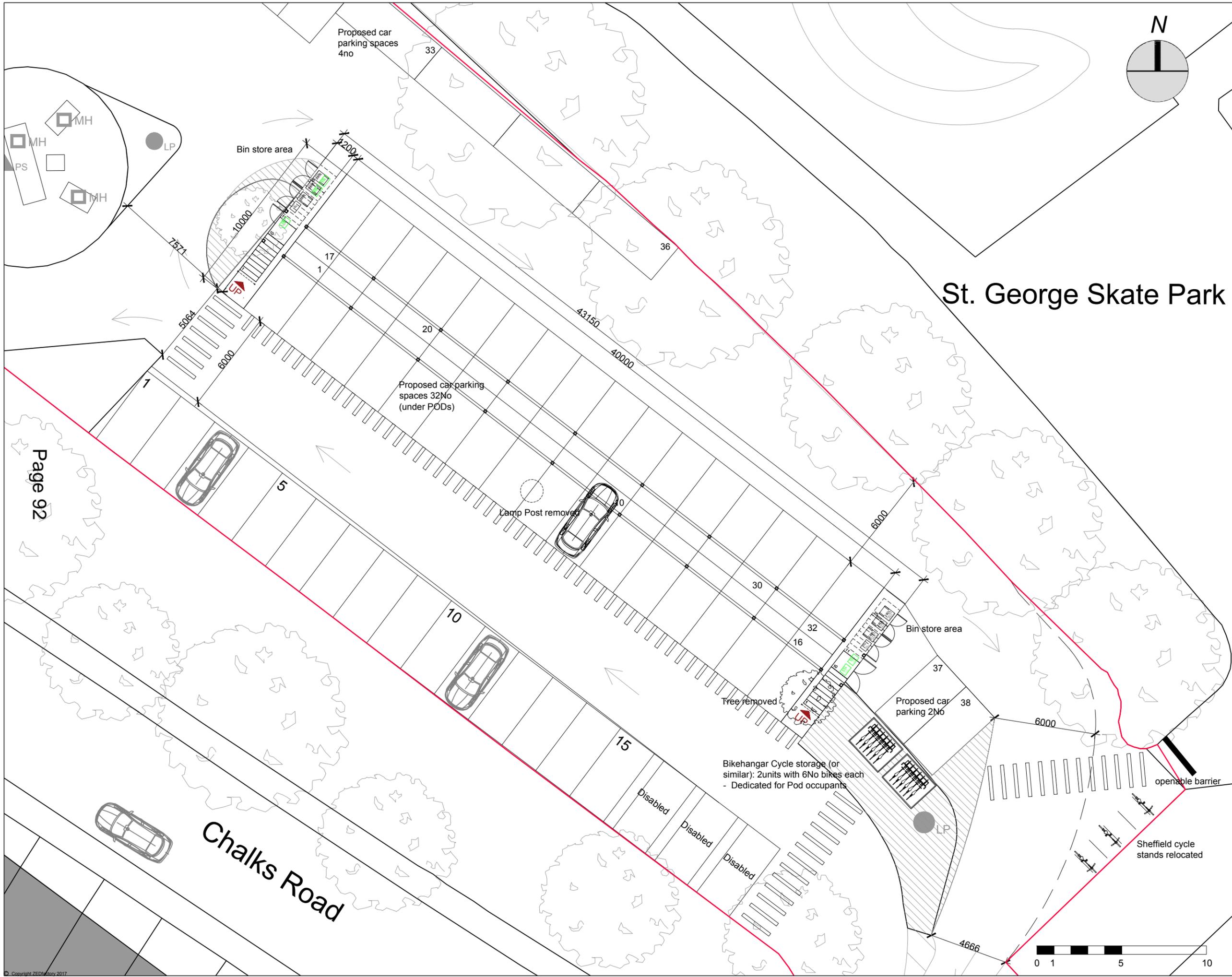
3242\_P\_403 POD Terrace sections, received 15 May 2019

Reason: For the avoidance of doubt.

## **Supporting Documents**

### **2. Chalks Road Public Car Park, Chalks Road, Bristol, BS5 9EP**

1. Proposed Site Layout
2. Proposed Site Elevations
3. Image of how pods might look



**Revisions Table**

Rev	Date	Amendments
A	04.04.2019	north symbol, parking numbers & scale amended as requested by Turley; KE
B	11.04.2019	Replacement cycle stands added as requested by Turley; KE
C	24.04.2019	Bin stores amended; KE

- Key:
- Hard landscape area proposed
  - Proposed pedestrian crossing/route
  - 35 parking removed
  - 38 parking added
  - Total of 61 spaces
  - LP Lamp post
  - MH Manhole cover
  - PS Underground Pumping station

Note:  
Exact tree location and existing car park lineation are subject to detailed surveys

Client:  
ZED Pods  
Project:  
Chalks Road, Bristol

Drawing Title:  
Proposed Site Layout

issued for:	drawn by:	checked by:
Planning	KE	LC

Drawing Number: 324.2 / P / 100

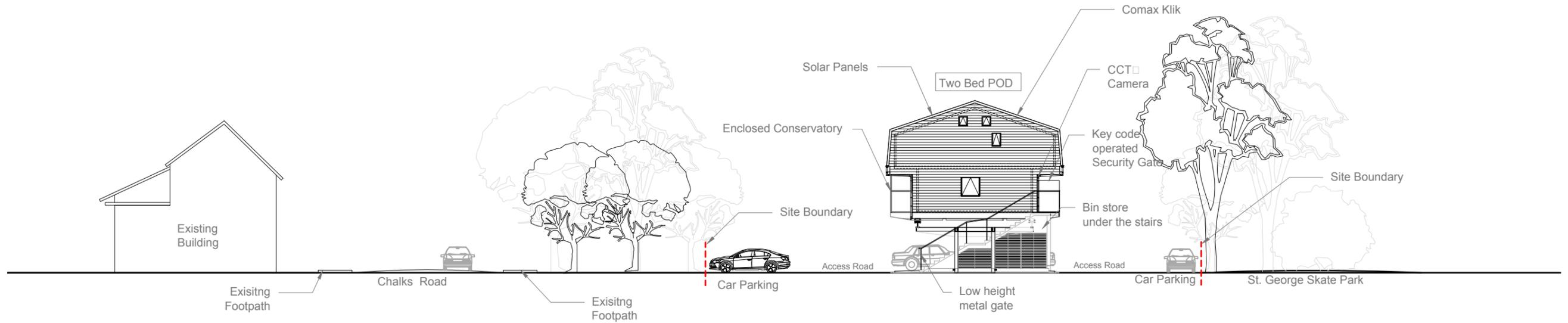
Created: 14. Mar. 19

Scale: 1:200@ A3

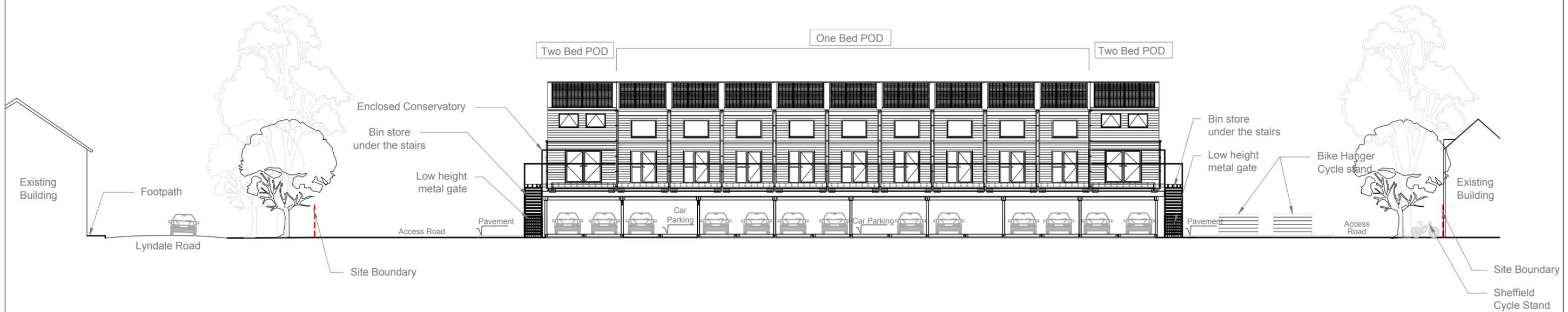
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www.zedfactory.com

Do not scale, use figured dimensions only. Unless stated otherwise, these drawings represent design intent only and approved assembly drawings will be required from the Trade Contractor prior to any work and for procurement being undertaken

Below: POD Terrace  
Short Site Elevation



Below: POD Terrace  
Long Site Elevation



**Note:**

- Any errors or inconsistencies found on the approved drawings or changes made to the approved drawings relating to information issued by the architects on these sheets must be reported to the Architect before work is carried out.
  - It is the responsibility of the recipient to ensure the drawings are printed to the correct scale.
  - Precise Topography and relation between the buildings to be established after the detailed site survey
- ALL DIMENSIONS AND SPECIFICATIONS SHOULD BE VERIFIED BY the CONTRACTOR BEFORE ACTUAL CONSTRUCTION BEGINS.**



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Client: **ZED Pods Ltd.**  
 Project: **Chalks Road, Bristol**

Site Elevations		drawn by: <b>VP</b>	checked by: <b>LC</b>
Planning		-	
Drawing no: <b>3242 P 402</b>		-	
created: <b>23.04.2019</b>		scale: <b>1:250 @ A3</b>	

Rev	Date	Amendments
A	xx/xx/xxxx	xxx





**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX****SUMMARY**

The National Planning Policy Framework states that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. The Bristol Local Plan seeks to enable the provision of high quality accessible education service throughout Bristol and this school will assist in meeting the significant demand for secondary school places in the local area.

While the school will have an impact on the character of the area and surrounding neighbouring properties, the impact can be reduced by conditions to address noise issues and ensure that appropriate highway network improvements are implemented to ensure the highway network can accommodate this development and other committed developments in the area.

**SITE DESCRIPTION**

The site was formerly occupied by the Romney Avenue Junior School until it was demolished in 2007. Neighbouring the site to the north east is the Stoke Park Primary School. The site is bound to the west and the north by a number of residential properties along Brangwyn Grove, with Romney Avenue running along the southern boundary.

The existing site is broken into two parts. The northern side that is associated with Stoke Park Primary School, including a mown grass playing field and a hard asphalt two-court hard games court (designated as open space in the Local Plan). The southern side was the site of a former Junior School. The playing field, now overgrown scrub, was located on the eastern edge and the surface of the two-court hard games court still remains. A number of trees are located on site. This part of the site is allocated in the Local Plan for community use.

**APPLICATION**

Permission is sought to demolish the existing vacant caretakers house and construct a Secondary School. The proposal includes a Sports Hall facility; Floodlight Artificial Sports Pitch; Multi-Use Games Area; car, minibus and cycle parking; landscaping, access and associated highway works.

The site will be for use by 1,220 pupils (900 pupils Years 7 – 11) and 188 full time-equivalent (FTE) Staff; Inclusive of a Six Form Entry School (320 pupils);

The buildings range in height between 2 – 3 storeys for the school, with the sport hall proposed on the first floor to be built within the profile of the site;

100 car parking spaces are proposed with 9 visitor bays, 8 accessible car parking spaces and 3 minibus parking bays are to be provided on site;

294 spaces Cycle spaces are proposed, split as follows: Visitor Car Park (12 spaces for visitors and 38 for staff), Romney Avenue primary student access (92 spaces), and off Brangwyn Road as the secondary student access (152 spaces);

It is intended that the Cathedral Schools Trust will operate the school.

**COMMUNITY INVOLVEMENT**

The application includes a Statement of Community Involvement. This details the activities that have taken place (briefings with local ward members, exhibition boards, community event). These events gave opportunities for residents to provide feedback and raise issues. Local Ward Councillors have advised officers that a good level of public engagement has taken place.

**Development Control – 10 July 2019**

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Bristol BS7 9SX**

**RELEVANT HISTORY**

The application has been the subject of a pre-application discussion under a Planning Performance Agreement between the Local Planning Authority and the Applicants design team.

Planning permission has recently be granted for the erection of temporary classrooms at the adjoining Primary School to accommodate secondary school pupils over the next 3 years

**RESPONSE TO PUBLICITY AND CONSULTATION**

561 Neighbouring properties consulted by letter, site notice and also press adverts issued. 2 representations have been submitted from the public raising the following points-

Concerns with raised pavements and access to residents properties  
 Concerns with secondary pupil access along footpath- this should be widened.  
 Increase passing traffic  
 Loss of trees  
 Impact on street parking

Local Ward Councillors Kirk and Tincknell submitted a joint statement summarised below-

'We broadly welcome the building of the new CST Trinity Academy, a much needed secondary school both for Lockleaze and North Bristol. Many residents in the area have indicated that they are pleased to see the site put to use for a new secondary school adjoining Stoke Park Primary School. There has also been a good level of public engagement with opportunities for local residents to see the school plans and comment on the planning application. Representatives of the LEP, CST. BCC and Skanska have also made themselves available at community meetings at which residents were able to ask questions

- Impact on residents' parking on Brangwyn Grove and Romney Avenue.
- Increased traffic congestion on Brangwyn Grove, and the potential difficulty for some residents to access their own driveways.
- Concerns about the height of the acoustic fences and the potential impact of artificial lighting.
- Concerns about the amount of cycle storage .
- .
- It will be necessary to keep residents well informed at all stages of the construction process.
- The creation of a sports hall and an arts performance space will bring important amenities that the school has agreed to make available for community use.
- There has been some concern at the narrowness of the footpath access to the site from Brangwyn Grove.

**RELEVANT POLICIES**

National Planning Policy Framework – February 2019

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

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

**Equalities Impact Assessment**

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

**KEY ISSUES****A) PRINCIPLE OF DEVELOPMENT**

The NPPF places strong emphasis on Schools. Paragraph 94 states 'It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education.'

The majority of the site is allocated in the Bristol Local Plan for Community Use (a school). The location of the proposed sports pitch is on land that is allocated as Important Open Space.

The principle of development is therefore supported by the Local Plan allocation apart from the part of the development that is on allocated open space.

Policy DM19 of the Bristol Local Plan states that development on part, or all, of an Important Open Space as designated open space will not be permitted unless the development is ancillary to the open space use.

The location of the new sports pitch is on land that is currently used as a playing field, and the new sports pitch will continue to allow sports to take place. It is considered that the new use of the land is a continuation of the existing use of the 'open space' and is acceptable.

*Sport England*

Sport England was consulted as part of the assessment of this application they have advised that they will 'oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of:

- all or any part of a playing field, or
- land which has been used as a playing field and remains undeveloped, or
- land allocated for use as a playing field

-unless, in the judgement of Sport England, the development as a whole meets with one or more of five specific exceptions.'

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Having assessed the application Sport England are satisfied that the proposed development meets exception 5 of our playing fields policy, in that:

•E5 - The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

Sport England has also advised that community use is essential which the School are proposing and this will be secured by condition.

Based on the above the proposal is considered acceptable in principle and would provide sufficient benefit to sport in the area.

**B) DESIGN**

Policies BCS21, DM26 and DM29 require development should contribute positively to an area's character and identity, creating or reinforcing local distinctiveness.

The new school building will have a visual impact on the area due to its overall size and the design – 3 storey flat roof building consisting of metal cladding.

Due to limited space on site and size of building required for the number of pupils, there are limited options to reduce the overall impact of the building therefore it is important to ensure that the overall appearance and detailed design of the building is of good quality

The Design and access statement explains that the 'brief was to design a building which responded to the educational vision and the characteristics of the site to provide cost efficiency through the building typology, inspirational flexible learning spaces, and allow for easy adaption to suit changes in pedagogy.'

The Cathedral School Trust design vision states that the facility shall 'Inspire learning and be seen as a beacon for excellence to raise aspirations for all students - the design must be distinctive and feel safe, welcoming and professional to students.'

The external appearance of the building is dominated by the metal panel cladding with the applicants preference for a shimmering gold like appearance to provide what they consider would be a 'prestigious presence and uplifting the surroundings and creating a prominent and positive identify within the Local Community' .

The materials proposes are considered to give a strong design concept for the building but are also noted to be cost effective for the applicant and low maintenance.

The City Design team have reviewed the proposal and they do not have any significant concerns over the overall design and scale of the development but have minor concerns with two elements -the main entrance and the overall elevations of the building. The Design officers consider that the main entrance is weak and does not portray the stature that will be fitting for a civic building they would also like to see a wider pavement at the entrance to reinforce the civic presence.

In terms of the overall elevations, City Design considers the proposed building is monotonous akin to standard modular buildings seen in business parks. They feel it needs some special design element as a minimum design upliftment as the school is designed to house over 1200 students and every effort needs to made to portray some sense of uniqueness and pride in its design and appearance.

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The applicant has responded to these points but has made no changes to these two elements. They consider that previous design changes made to the entrance ( increase height and width of the feature, incorporation of glazed panels and a wrap around feature) will create an appropriate entrance for this civic building.

Regarding the elevations the applicant states that the 'external expression of the proposed facility is driven by the nature of the building as well as the limitations imposed by the constrained nature of the site. The proposed design maximises a valuable external wall space of the building by locating all main teaching accommodation on the external perimeter. This is driving the external expression of the building with large window pattern designed to maximise natural light into the teaching spaces, as well as views in and out. The punctured windows are set well back from the façade face and the reveals are finished in contrasting aluminium cladding to emphasise the depth, add interest and provide degree of solar protection.' In their view more elaborate treatment to the window reveals would be out of context as well as reduce valuable window area and impact on daylighting levels.

In response to the issues raised by City Design Team, officers do not consider that these two elements of the scheme should require any further revision and are not fundamental to the acceptance of the scheme and the visual impact on the area. Ultimately it is considered that the building will have an impact on the street scene and the area this is mainly due to the constrained nature of the site and the size of building required to accommodate the number of pupils and facilities that are necessary to deliver a high quality teaching environment. The incorporation of tree planting along the street frontage will help reduce the visual impact and assimilate the development into the streetscene and area.

It is considered that in the future will contribute to the character of the area and comply with BCS21, DM26 and DM29.

**C) IMPACT ON RESIDENTIAL AMENITY**

Policy BCS21 sets out criteria for the assessment of design quality in new development. Development will be expected to safeguard the amenity of existing developments and create a high-quality environment for future occupiers. Policy DM30 in the Site Allocations and Development Management Policies (2014) also expresses that alterations to buildings should safeguard the amenity of the host premises and neighbouring occupiers.

During the detailed pre-application discussion and the assessment of the application officers were concerned about the relationship of the sports pitch and MUGU with neighbouring residential properties. The sports pitch is to the rear of gardens of the Brangwyn Grove properties. Officers have raised concerns with the relationship of the sports pitch and the neighbouring gardens due to change in levels between these gardens and the new pitch.

*Noise impact-*

The sports pitch section drawing shows the relationship of the pitch with the first group of houses garden level below the pitch level. To address potential issues of noise the application includes a noise impact assessment which sets out the inclusion of an acoustic fence which will be positioned next to the existing boundary fences. In order to ensure that the fence has the necessary effect as an acoustic barrier the fence will have a height of 3m to the rear of 56-58 Brangwyn Grove.

The noise report sets out that the noise level from the pitches is predicted as having a slight impact during the day being 3 dB above the prevailing noise level during the day and a moderate impact at some properties in the evening being 5 dB above the prevailing noise level at this time. The evening level drops to 3-4 dB with the inclusion of an acoustic barrier.

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The Pollution Control team consider that noise from sports pitches at a school is likely to be accepted by local residents during the school day, but in their experience it is less accepted or tolerated outside of normal school hours. Whilst there is a requirement for community use the use of the sports pitch until 10 pm (as requested by the applicant) would be likely to generate complaints from local residents and officers consider that use until 9pm would be more appropriate and much less likely to generate complaints.

*Impact of fencing-*

In terms of the impact of the proposed fencing there will be some impact by virtue of the acoustic fencing being 3m in height. This is a metre taller than a standard garden fence that can be erected without planning permission. The fence would be constructed of timber and therefore the overall visual impact would be reduced by the choice of materials. The submitted plans show the impact on lighting (shadow cast) and there would be shadowing with the impact greatest during the winter months. Officers consider that the gardens will continue to receive a good level of sunlight throughout the year.

*Impact of floodlights-*

3 floodlights are proposed along the side of the pitch next to neighbouring gardens.

In order to assess the impact of the flood lights the application includes a LUX plan and external lighting assessment.

The sports pitch lighting has been designed in accordance with CIBSE Lighting Guide 4 and Sport England Design Guidance Note. The illumination levels achieved meet the requirements for under- 15 and under 16, 11 and 5 a-side football.

The lighting will comprise of high efficiency LED floodlights mounted on 15 metre galvanised steel columns. The sports pitch lighting will be for both school and community use and will be controlled from a pitch side electrical feeder pillar. The applicant requested that the operational hours for the pitch lighting will be up to 2200 hours for the academy and community use, but as stated above Pollution Control have requested that this will be restricted to 2100 hours.

The submitted LUX (a measure of illuminance) plan shows that the light spill as a worst case will be between the 2 and 5 lux contours, confirming the level will be well beneath the maximum allowable level of 10 lux at the rear of these properties. The External Lighting lux plot drawing does not take into account any boundary treatment (fencing) as it is not thought this will add any significant benefit with regard to the pitch lighting.

Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011 does not have any guidance on light levels within gardens but does set out parameters for light pollution on windows and the LUX plan shows that the development meets the recommendations of this guidance (2-5 for a suburban and urban location). It is also noted that the floodlights will not be in use after 9pm.

With regard to the boundary fencing not adding any significant benefit, it is worth noting the tree planting and its shading effect with regard to light spill to gardens generally is not included within the lux plans (meaning a conservative approach) and this will offer some benefit in further reducing any light spill from those shown, however this may vary seasonally and is therefore not considered - demonstrating a worse case approach.

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The proposal will have an impact on neighbouring properties, but it is considered that the overall impact can be reduced and controlled (operating hours of pitches/floodlights, use of acoustic fencing) to reduce the overall impact.

**D) TRANSPORT AND MOVEMENT ISSUES**

Policy BCS10 and DM23 seek to ensure that development will not give rise to unacceptable traffic conditions. The proposal has been reviewed by the Highways Development Management Team and their comments are incorporated below.

*Summary*

The proposal will increase trips in the local area associated with school users. This is accepted on the basis that the proposals undertake a package of highway measures to increase sustainable travel and reduce the impact of vehicular trips to the new school. The applicants have submitted a Travel Plan and further monitoring and review can build on this to further reduce vehicular trips on the highway network.

*Principle*

The site was historically in use as a school. The principle is therefore established. The proposals add considerably more pupils into the area, and measures to enable pupils and staff to reach the site safely, healthily and to minimise the use of the private car for journeys are necessary to reduce the impacts of this on highway congestion, safety and public health.

*Trip Generation*

The number of trips generated has been calculated for the site when it is at full capacity. This was based on trip rates and mode shares for other local secondary schools, and local 'travel to work' data for staff. The mode share has been adjusted to reflect the relatively low provision at present for public transport accessibility related to the catchment area the school would serve. It is likely that there will be increased public transport provision in the area given the significant proposals for local housing and development to the north of the area, which may result in an increase in mode shift to bus use, but for robustness, this has not been taken into consideration in the predicted mode share at present.

As an indication of the impact on the network, the predicted number of additional vehicular trips to the site associated with the school is 264 in the morning (8-9am) peak, including staff. This will be the busiest time on the network. It is clear that this impact will be felt on the network, in particular in Romney Avenue.

Measures to reduce the impact of this include the provision of a crossing on Romney Avenue, improvements to the walking and cycling network in the area, improvements to bus infrastructure, school travel planning, and staggering the arrival times between the two schools.

*Local Conditions*

The proposed catchment area of the school is wide and not entirely centralised to the site, reaching from the city boundary to the north, but generally to the west of the site, and extending south west to the City Centre. The site is served by bus services passing directly along Romney Avenue, but presently these terminate in Southmead Hospital.

A Non-Motorised Users Audit was undertaken, which is submitted in support of the application. It identifies that footways in the area are generally of good quality, but there are barriers to movement by foot and cycle, particularly by the railway to the north-west of the site. The report identifies a

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue Bristol BS7 9SX**

number of measures which could be included to improve walking and cycling to the site. Following extensive discussions between the applicants and TDM, a series of measures has been identified to fill the gaps to create a high quality segregated pedestrian and cycle routes to and from the school to support the safe, sustainable and healthy travel to the site. These are outlined below:

*Romney Avenue*

School Warning Signs, speed tables on junctions in Romney Avenue, and a formal crossing are proposed. To allow for the school's new access and other measures on Romney Avenue it is necessary to remove traffic island, and these will be replaced by a zebra crossing. A zebra crossing is being installed outside the existing primary school separately - this being undertaken by others. Speed tables are to be provided at Romney / Brangwyn junction and Romney / Mulready Junctions on the approaches to the school to reduce traffic speeds. The northbound bus stop is to be relocated and bus shelter facilities are to be upgraded to support increases in bus provision and use into the future. Coach parking facilities are provided on-street, as constraints within the site meant that these facilities could not be provided internally. The existing redundant accesses would be reinstated.

It is noted that there is some concern about loss of parking directly outside properties on Romney Avenue and it is recommended that measures to reduce the impact of this on residents are considered, through the relocation of the bus stop or zebra crossing. This recommendation will be made to the design team and considered when the designs are more fully explored.

*Brangwyn Grove*

Buildouts to reduce pedestrian crossing distances are to be provided at the junctions of Cotman Walk and Landseer Avenue with Brangwyn Grove. These will be tracked for swept path movements when further design work is undertaken.

A buildout is proposed at the point of the secondary access, to allow for pupils to discharge from the site and cross easier. A concern has been raised about this preventing access to the opposite properties. The drawing submitted is indicative, and it does appear to be a very large buildout, and these concerns are recognised and fully understood. The proposals will be designed such that full access to these properties is retained, and further design work and consultation should allay these concerns.

*Station Lane*

A large proportion of pupils are predicted to come from Bishopston / Ashley Down area. These are likely to be reliant on access through Station Lane, which is currently not to a standard appropriate for this use. The applicants have agreed to fund improvements to Station Lane to make this more accessible. This street links to the wider strategic cycle network and to the proposed Ashley Down Station.

*Concorde Way*

Concorde Way is an off road walking / cycling route linking Lockleaze to the City Centre. A number of improvements are being delivered along its length, and work has been undertaken to investigate the potential to fill the off road gaps between Petherbridge Way and Bonnington Walk. The developers have agreed to implement the link between Constable Road and the railway bridge beside Dovercourt depot. A formal parallel (cycling and pedestrian) crossing to aid movement between the cycle path links on Constable Road is also to be provided.

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue Bristol BS7 9SX***Link from Cotman Walk*

A PROW currently runs between the recently upgraded railway bridge which was recently upgraded and Brangwyn Grove. This diverts through narrow passageways and round sharp bends and is not conducive to an environment which feels safe for pupils to use. An alternative route has been identified which would directly link the railway bridge and Cotman Walk, which will greatly improve the walking and cycling network to the school.

This would link up with the Concorde Way proposals, providing direct access to a network of high quality off-street walking and cycling routes.

This would link up with the Concorde Way proposals, providing direct access to a network of high quality off-street walking and cycling routes.

In addition to these measures, it is likely that a scheme of waiting restrictions in the vicinity of the site, in particular in Brangwyn Grove and Landseer Avenue will be required, to reduce footway parking and reduce traffic speeds in these streets.

These works will be secured through a Memorandum of Understanding between the relevant departments of the Council, and a preoccupation condition would be applied. This package of works would be delivered by the Council's Transport teams on behalf of the Local Education Partnership. Many of the measures will be subject to Traffic Regulation Orders, which will also have an associated statutory consultation process.

*Access*

The access to the site for pedestrians and cyclists is from two main points for pupils - the primary access to the site is from Romney Avenue. This directly accesses the playground and adjacent cycle / scooter parking facilities. A secondary access is from Brangwyn Grove, and enters into the rear of the site, also adjacent scooter and cycle facilities. The latter is relatively constrained, but the flow of pupils will be tidal, so whilst some congestion may occur, it is unlikely to lead to any significant conflict arising from travelling the opposite direction, and needing to pass.

The use of this access is to make provision for those pupils coming from the north west of the school, in particular via the proposed Concorde Way / Cotman Walk link, reducing the journey length by around 350m.

Vehicular access takes place to the south west of the site from Romney Avenue. Access will not be allowed to parents for dropping off. It is not within the best interests to allow formal drop off provision within school grounds as it does not significantly increase space for dropping off over and above that on the highway, and encourages driving to schools, as well as creating conflict within the school grounds.

*Layout*

The internal layout is arranged so that the car park is contained to the site, and will be screened to reduce the impact of the parking area. Servicing will be contained within the site and swept paths provided to show that servicing vehicles can adequately access the site. Refuse and servicing doors are located appropriately to allow for this to take place away from the highway and with minimal disruption. Although accessed to some of the car park will be blocked whilst this takes place, visitors will be able to access spaces when servicing takes place.

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX***Parking*

In line with the maximum parking standards, car parking provision is provided at a level of 100 spaces. This allows for 1 per 2FTE staff, and additional visitor and disabled parking provision. 10 of these spaces will be allocated as a priority spaces for car sharers, to complement the Travel Plan. 6 parking spaces will be provided with passive provision for electric vehicle charging.

High quality accessible covered and secured cycle parking is provided at the two main pedestrian accesses in line with the minimum cycle parking requirement. 244 spaces are provided for pupils, and a further 48 spaces are to be provided for staff and visitors. Short stay visitors cycle parking is also provided beside the reception to the school.

Scooter parking is also provided. Scooting to school is encouraged as it allows children to make their own way to school quickly.

Motorcycle parking is also provided.

Coach parking is provided on-street in Romney Avenue as a number of site constraints would not allow access by coaches. There is ample facility for this on-street and formal provision has been provided.

*Travel Planning*

A School Travel Plan has been submitted. The school have worked with the Council's School Active Travel Officer and have proposed a number of measures to induce active and sustainable travel to school, including measures such as cycle training and promotion, promotion of walking, provision of high quality cycle parking, embedding travel behaviours and the links with health into the curriculum and learning offer of the school, and encouraging car sharing. Showers and changing facilities will be provided. Lockers will be provided to all pupils.

*Wider highway improvements for the area*

Highways Development Management Team have advised that the City Council has secured funding through the Housing Infrastructure Fund (HIF), around £5M of which has been allocated to transport improvements for Lockleaze to offset the impacts of the considerable development (this school and housing) proposed for the area. At present this is identified for bus transport corridor improvements along Muller Road, and improvements to the local cycling network.

A further business case is being made to WECA to bid for funding to deliver further transport related improvements for Lockleaze. It is currently anticipated that this will fund further works to Concorde Way, a full study has been undertaken on the feasibility of the provision of a fully segregated walking and cycling link from Petherton Way to Bonnington Walk.

The school is funding improvements to provide for a segregated cycle and walking link between the railway bridge at Dovercourt depot to Constable Road, to join with existing infrastructure, and an accessible link between the bridge and the school site in Romney Avenue.

They are also funding improvements on Station Lane to improve the walking link between Bishopston / Ashley Down Road and from Ashley Down Station, which is due to be reopened.

The traffic projection was based on the current travel patterns of local schools adjusted to show a lower proportion for bus use, given the relatively poor links provided to the area from the proposed catchments. The projected figures have not, however, been adjusted for any shift in travel modes

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associated with improved any of the improvements, to provide a robust assessment for the traffic junction modelling exercise. However, in the future, should all the proposed improvements go ahead, by the time the school is full, there will be:

- Bus priority on Muller Road and the bottom of Shaldon Road;
- A segregated active travel route between MoD / UWE and Petherbridge Way, linking directly to the school (Concorde Way);
- A new train station at Ashley Down, serving the main cross country line between Temple Meads / MoD / Parkway;
- Improved pedestrian links between the new station and Shaldon Road, and improved linkage to Ashley Down / Bishopston Area;
- Off road cycle link on Muller Road;
- Segregated active travel route to MOD / UWE / Purdown through Stoke Park;

And potentially, given the increase in housing in Lockleaze, there could also be a potential for increased public transport provision to serve the area (although this is outside of Councils ability to deliver, as it would be a commercial decision made by public transport operators).

Further to this, the school has submitted a Travel Plan which has concentrated on the provision of facilities and events to encourage a reduction in private car use, and have committed to further monitor and review this. It is compliant with current parking policy including cycle parking provision, showers, lockers and changing facilities on-site.

**E) AIR QUALITY**

DM23 requires any scheme that has the potential for significant emissions to the detriment of air quality should include mitigation measures.

Bristol is currently in breach of the European Air Quality Directive in respect of annual objective for nitrogen dioxide and probably the hourly objective. It is possible that objectives for particulates are also exceeded. In locations where pollution is highest it is largely attributed to motor vehicles. Air Quality Management Areas, (AQMA) have been declared where objectives are not met. Most of the city centre and the main roads radiating out are within an AQMA, and the site is located next to the AQMA.

A recent High Court judgement has resulted in local authorities having to improve air quality in the shortest time possible where it falls below objectives.

The application includes an Air Quality Assessment which includes an assessment of the impact of the construction and the impact from vehicular traffic once the school is operating.

The construction phase has potential to impact on air quality through dust from development and emissions from construction vehicles.

During construction the most common impact are dust soiling and increased ambient PM10 concentrations due to dust arising from activities on the site. Dust soiling will arise from the deposition of particulate matter in all size fractions. With regards to the proposed development the potential for dust emissions is assessed for each activity that is likely to take place. The assessment procedure assumes no mitigation measures are applied. The conditions with no mitigation thus form the baseline or “do-nothing” situation for a construction site.

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The assessment focuses on demolition, earthworks, construction and track out activities at the site. The main impact will be from dust and the adverse impact occurring is correlated to wind speed and wind direction. As such, unfavourable wind speeds and wind directions must occur at the same time as a dust generating activity in order to generate an adverse impact.

The impact of dust soiling and PM10 can be reduced to negligible through suggested appropriate mitigation measures in the form of a good site management plan (i.e. Construction Environmental Management Plan).

In regards to vehicle traffic once the school is operational, the Air Quality team have raised objections as the assessment concludes that there will be a 'negligible to moderate' impact on a number of receptors at the Muller Road/Shaldon Road junction. The assessment states that the impact could be reduced through mitigation in the form of the provision for electric vehicle charging and car-sharing spaces on site. In addition to this, a Travel Plan to be produced and measures to offset the impact on the local highway have been agreed (which are discussed in the highway impact section of this report). These measures could potentially reduce the impact on air quality but this has not been measured (only the worst case scenario has been considered)

While the assessment concludes that the impact is acceptable, the City Air quality officer have raised objections to the proposals due to the negligible to moderate impact and the fact that the city is breaching the European Air Quality Directive.

In response to the objections raised by the Air Quality Team, officers have enquired whether measures promoted by the applicant (mitigation) would have any effect on the assessment or if the public transport improvements proposed at Muller Road would improve the air quality in the future.

In terms of highway improvements in the future, should all the proposed improvements go ahead, by the time the school is full, there will be:

- Bus priority on Muller Road and the bottom of Shaldon Road;
- A segregated active travel route between MoD / UWE and Petherbridge Way, linking directly to the school (Concorde Way);
- A new train station at Ashley Down, serving the main cross country line between Temple Meads / MoD / Parkway;
- Improved pedestrian links between the new station and Shaldon Road, and improved linkage to Ashley Down / Bishopston Area;
- Off road cycle link on Muller Road;
- Segregated active travel route to MOD / UWE / Purdown through Stoke Park;

Unfortunately this is not possible to feed any long term projected outcomes into any air quality modelling exercise, as we do not have a model of the forecast reduction in traffic associated with all of these measures. However, qualitatively, it is anticipated that this significant network of wider improvements will allow for a reduction in private vehicular trips associated with the developments, which may reduce the impact on congestion and associated air quality to the best extent.

The Air quality Team has advised that the measures above could be included in the transport assessment, which could adjust the traffic figures that are used to go into the air quality model. However, the Team consider that just because public transport is improved, this doesn't mean that car traffic (particularly for school drop offs and collection) would be reduced because parents might not use it. The transport assessment would need to be robust about the assumptions of mode shift under this scenario and the team consider that there would only be limited mode shift for this trip type.

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Officers consider that it is important to point out that the Air Quality assessment identifies that there will be an cumulative impact from all the future development within Lockleaze and the surrounding area by 2021 without the school (but the school will also increase the impact on those receptors identified) therefore it is anticipated that there will already be a negative impact on air quality before the school is in operation from other developments.

The above issues underlines the need to address air quality on a city wide basis employing other measures for future development to progress in the area (and the city as a whole). It is not considered that it would be appropriate to resist the current proposal on this basis.

This however remains a material consideration in the determination of the application and this must be considered in the determination of the application.

**F) TREES**

Policy DM17 requires all new development should integrate important existing trees. Where tree loss or damage is essential to allow for appropriate development, replacement trees of an appropriate species should be provided, in accordance with the tree compensation standard.

The application includes a tree survey and arboricultural impact assessment. 58 trees will be removed.

The site has significant level changes to the south of the site, therefore developing the centre of the site would not be possible without removing the trees through 'cut and fill' process. It has therefore been agreed that these trees in the centre of the site should be removed to facilitate the development.

The trees to be removed from the site to allow the development to take place result in a requirement of 192 trees to be replaced either on site or as offsite contributions in accordance with Bristol City Councils Trees Replacement Policy. To enhance the site and give immediate benefit to the school and development it has been proposed to provide Semi-mature trees on site in addition to heavy standard trees. It has been agreed with Bristol City Councils Tree Officers that they would accept reducing the number of mitigation trees on a ratio of 3 BTRS replacement trees to 1 larger replacement planted. Based on the following:

- Trees to be 20-25cm Girth

- Proposals to be accompanied by a thorough and detailed watering schedule.

- Other trees on site can be planted at 12-14cm Girth.

On this basis 43 trees of 20-25cm Girth and 63 trees of 12-14cm Girth are proposed at the development site – meeting the requirement to replace all the trees at the site, in line with Bristol City Councils Tree Officers recommendations .

The planting plan includes a mix of larger trees and standard 10-12cm girth trees. The proposed species composition is good, with a reasonable mix of potential tree size ranging from small ornamental fruit trees to trees with a larger mature height and long term contribution.

Subject to conditions the proposal is considered compliant with policy DM17.

**G) ECOLOGY**

The application includes an Ecological appraisal which confirms that the habitats on site include a mixture of semi improved grassland, most species poor, scrub, planted trees, hard standing and the built structure(existing school house). The report concludes that the site has negligible – low ecological value.

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The City Ecologist has reviewed the submission and raised no objections subject to standard conditions.

**H) SUSTIANABILITY AND CLIMATE CHANGE**

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

As part of the Pre-application process the applicant has had a number of productive meetings with the Sustainable City officers and the application includes a Sustainability statement and Energy Strategy.

In line with Policy BCS14, the proposals incorporate heat pump and photovoltaic systems to provide the required reduction in residual carbon dioxide emissions. The proposals also have due regard to the LPAs heat hierarchy as much as technically and feasibly possible.

The project is being assessed against the current and most recent version of the BREEAM scheme, BREEAM New Construction 2018. This scheme was released by BRE in March 2018, and poses a significant change to the scheme compared to previous versions. Extensive work has been done to achieve as many BREEAM credits as possible, however, given the stringent nature of the 2018 BREEAM scheme, the project does not target an 'Excellent' rating with 'Very Good' being the optimum achievable rating. The applicant has focussed efforts on maximising credits that provide for the longer term sustainability of this important community asset. This approach has been agreed with the Council Sustainable City Officer.

During the assessment of the planning application the Sustainable City team are broadly comfortable with the approach to the relevant policies but have a question regarding the heat hierarchy in particular the potential to have heat pumps provide space heating to the classrooms in place of the proposed gas boiler should be explored further. There are also questions regarding whether these measures are sufficient to mitigate overheating risk as a result of climate change. Dialogue is continuing between officers and the applicant and an update report will be provided at committee if necessary.

**CONCLUSION**

The application must be determined in line with s38(6) of the 2004 Act- determine the application in accordance with the Local Plan unless material considerations indicate otherwise.

The issues of this case have been carefully balanced and considered against local and national planning policy.

The NPPF requires that Local Planning Authorities give great weight to the need to create schools.

The proposal will provide a high quality learning environment for future pupils and will assist in addressing the significant demand for school places in the City.

The above report identifies that the proposal will have some impact on neighbouring properties (in particular the sports pitch and mitigation measures (acoustic fencing), but the potential impact will be mitigated by conditions.

The overall scale and design of the building will have an impact on the area but the scheme will hopefully create an appropriate civic building for the area.

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The proposal will likely increase vehicular movements in the area, but this impact will be addressed by a significant number of highway works (Secured by memorandum of understanding).

In respect of air quality, there is a predicted decrease arising from operational traffic from the development at small number of receptors at the Muller Road/Shaldon Road junction. A balanced decision must be made regarding this and the desirability of a delivering a secondary school for the area.

Therefore officers are recommending approval subject to the conditions listed at the end of this report and securing the highway works under a memorandum of understanding.

**RECOMMENDED GRANT subject to completion of Memorandum of Understanding and the following condition(s)**

**Time limit for commencement of development**

1. Full Planning Permission

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

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

2. BREEAM

No development shall take place until evidence that the development is registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted indicating that the development can achieve the stipulated final BREEAM level. No building shall be occupied until a final Certificate has been issued certifying that BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme) rating Very Good; has been achieved for this development unless the Local Planning Authority agrees in writing to an extension of the period by which a Certificate is issued.

Reason: To ensure that the development achieves BREEAM rating level Very Good (or any such equivalent national measure of sustainability for building design which replaces that scheme) and that this is done early enough in the process to allow adaptations to designs and assessment and certification shall be carried out by a licensed BREEAM assessor and to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

3. Pre-commencement - Arboricultural method statement & Tree protection plan

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

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

- a) Location and installation of services/ utilities/ drainage.
- b) Methods of demolition within the root protection area (RPA as defined in BS5837: 2012) of the retained trees.

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

The development thereafter shall be implemented in strict accordance with approved details.

Reason: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with DM17 and pursuant to section 197 of the Town and country planning Act 1990.

4. Details of kitchen extraction/ventilation system

No development shall take place until details of ventilation system for the extraction and dispersal of cooking odours including details of the flue, method of odour control, noise levels and noise attenuation measures has been submitted to and approved in writing by the Council.

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

Reason: To protect the amenity of neighbouring occupiers.

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

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

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## 6. Site Specific Construction Environmental Management Plan

No development shall take place until a site specific Construction Environmental Management Plan has been submitted to and been 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. The plan should include, but not be limited to:

- \* Procedures for maintaining good public relations including complaint management, public consultation and liaison
- \* Arrangements for liaison with the Council's Pollution Control Team
- \* All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours:  
08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays.
- \* Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours detailed above.
- \* Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- \* Procedures for emergency deviation of the agreed working hours.
- \* Bristol City Council encourages all contractors to be 'Considerate Contractors' when working in the city by being aware of the needs of neighbours and the environment.
- \* Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- \* Measures for controlling the use of site lighting whether required for safe working or for security purposes.

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

## 7. Sustainable Drainage System (SuDS)

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

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

## 8. Cotoneaster statement

Prior to commencement of development, a method statement for the control and removal of Cotoneaster, including confirmation that it will not be used in planting proposals shall be submitted to and approved in writing by the Local Planning Authority. Development shall be undertaken in accordance with the approved details.

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Reason: It is an offence under section 14(2) of the Wildlife and Countryside Act 1981 to "plant or otherwise cause to grow in the wild" any plant listed in Schedule 9 Part 2 of the Act.

## 9. Badgers

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

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

## 10. Method statement slow worms

Prior to clearance of the site and/or commencement of development, a method statement shall be submitted to and approved in writing by the Local Planning Authority for the protection of slow-worms from killing or injury as a result of the development. The development shall be carried out in accordance with the statement or any amendment approved in writing by the Local Planning Authority. This shall include, as far as possible, pre-translocation survey and conservation management of the receptor site as required to provide a sufficient ecological carrying capacity and post-translocation monitoring of the receptor site. The method statement shall include the provision of at least two reptile hibernacula/refugia.

Reason: To protect legally protected slow-worms and their habitats

## 11. Noise from plant &amp; equipment

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

Reason: To protect the amenity of neighbouring properties.

## 12. Further details secondary pedestrian access

Notwithstanding the drawings submitted, prior to the commencement of work on the pupil access point, a fully resolved design of the landscape arrangement (including hard & soft landscaping, fencing etc.) of the access from Brangwyn Grove should be submitted and approved by the Local Planning Authority prior to commencement of construction.

Reason: To ensure the access is suitably landscaped and retains privacy for neighbouring properties.

## 13. Further details of before relevant element started

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

- a. Typical detail of junction between the ground floor material and the plinth
- b. Typical detail of junction between the two adjacent materials in the elevations
- c. Typical details of window reveal, sill and lintel

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- d. Typical detail of parapet details of each of the different materials.
- e. Large scale details of the entrance canopy at the main entrance including
  - i. The leading edge of the canopy and its relation with soffit and roof
  - ii. The leading edge of the vertical edge of canopy and its relation with the two adjacent faces.
  - iii. Typical details of junction between the canopy and the building
- f. Typical details of the boundary wall and fencing
- g. Full design and typical details of the entrance gates.

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

14. Site Specific Construction Environmental Management Plan

No development shall take place until a site specific Construction Environmental Management Plan has been submitted to and been 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. The plan should include, but not be limited to:

- \* Procedures for maintaining good public relations including complaint management, public consultation and liaison
- \* Arrangements for liaison with the Council's Pollution Control Team
- \* All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours:  
08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays.
- \* Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours detailed above.
- \* Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- \* Procedures for emergency deviation of the agreed working hours.
- \* Bristol City Council encourages all contractors to be 'Considerate Contractors' when working in the city by being aware of the needs of neighbours and the environment.
- \* Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- \* Measures for controlling the use of site lighting whether required for safe working or for security purposes.

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

**Pre occupation condition(s)**

15. 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 background level as determined by BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

Reason: To protect the amenity of neighbouring residents.

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## 16. Outdoor Area Management Plan

No development shall take place until there has been submitted to and approved in writing, by the Council, an Outdoor Area Management Plan, setting out details of times the areas will be used, numbers of children that will use specific areas at any one time, how the areas will be supervised and how any complaints of noise will be dealt with. The plan shall include the use of the MUGA for community use outside of normal school hours.

Reason: To ensure the amenity of neighbouring properties is protected.

## 17. Acoustic barrier

No commencement of use shall take place until there has been submitted to and approved in writing by the Local Planning Authority details of the specification for the acoustic barrier to the MUGA

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

Reason: To ensure the fencing protects residential amenity and is visually appropriate.

## 18. Bat and Bird Boxes

Prior to occupation of the development details provided by a qualified ecological consultant shall be submitted to and approved in writing by the Local Planning Authority providing the specification, orientation, height and location for built-in bird nesting and bat roosting opportunities. This shall include eight built-in bird boxes to include at least four house sparrow boxes (not terraces), four built-in bat boxes and four insect boxes. Development shall be undertaken in accordance with the approved details.

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

## 19. Reporting of Unexpected Contamination

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

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 1.

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

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## 20. Implementation of Approved Remediation Scheme

No occupation of the development, other than that required to be carried out as part of the approved scheme of remediation refers, shall take place until the approved remediation scheme has been carried out in accordance with its terms. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works. Following completion of measures identified in the approved remediation scheme, a verification report (otherwise known as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing by the Local Planning Authority.

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

## 21. Tree planting

Prior to completion or first occupation of the development hereby approved, whichever is the sooner; details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped strictly in accordance with the approved details in the first planting season after completion or first occupation of the development, whichever is the sooner. Details shall include:

- 1) a scaled plan showing all existing vegetation and landscape features to be retained and trees and plants to be planted;
- 2) Details of weekly watering requirements for each planted tree.
- 3) specifications for operations associated with plant establishment and maintenance that are compliant with best practise; and
- 4) types and dimensions of all boundary treatments

There shall be no excavation or raising or lowering of levels within the prescribed root protection area of retained trees unless agreed in writing by the Local Planning Authority. Unless required by a separate landscape management condition, all soft landscaping shall have a written five year maintenance programme following planting. Any new tree(s) that die(s), are/is removed or become(s) severely damaged or diseased shall be replaced and any new planting (other than trees) which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced. Unless further specific permission has been given by the Local Planning Authority, replacement planting shall be in accordance with the approved details.

Reason: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with DM15 and DM17.

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

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

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

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23. Prior to completion or first occupation of the development hereby approved, whichever is the sooner; details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority. This should include:

- 1) location, type and materials to be used for hard landscaping including specifications for:
  - a. permeable paving/ hard surfacing
  - b. underground modular systems or Stockholm Solution
  - c. Soil aeration vents
  - d. Structural soil type, organic matter and clay composition
  - e. Sustainable urban drainage integration through root zone
  - f. use within tree Root Protection Areas (RPAs);
- 2) A table illustrating the following details:
  - a. The soil volume available for each tree.
  - b. The soil volume required for each tree, when fully grown / mature.

Reason: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with DM15 and DM17.

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

No building or use hereby permitted shall be occupied or use commenced until the car/vehicle parking area (and turning space) shown on the approved plans has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development. Driveways/vehicle parking areas accessed from the adopted highway must be properly consolidated and surfaced, (not loose stone, gravel or grasscrete) and subsequently maintained in good working order at all times thereafter for the lifetime of the development.

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

25. Completion and Maintenance of Vehicular Servicing facilities - Shown on approved plans

No building or use hereby permitted shall be occupied or use commenced until the facilities for loading, unloading, circulation and manoeuvring have been completed in accordance with the approved plans. Thereafter, these areas shall be kept free of obstruction and available for these uses.

Reason: To ensure that there are adequate servicing facilities within the site in the interests of highway safety.

26. Implementation/Installation of Refuse Storage and Recycling Facilities – Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the refuse store and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans.

Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue Bristol BS7 9SX**

the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

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

27. Completion of Vehicular Access - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only for the lifetime of the development. Any access point opening onto the adopted highway shall include suitable drainage provision within the curtilage of the site, to prevent the discharge of any surface water onto the adopted highway.

Reason: To ensure that the vehicular access point is safe and includes adequate drainage.

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

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

Reason: In the interests of highway safety.

29. Submission and Approval of Landscaping Scheme

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

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

**Post occupation management**

30. Travel Plan - Submitted

Prior to occupation or use commenced, evidence that the pre-occupation elements of the approved Travel Plan have been put in place shall be prepared, submitted to and approved in writing by the Local Planning Authority.

The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed Travel Plan to the satisfaction of Local Planning Authority unless agreed in

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX**

writing by the Local Planning Authority.

Reason: To support sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking and cycling.

## 31. Use of flood lights and pitches

The floodlights shall only be operated between the hours of 6.30pm - 9pm daily, plus 9am - 6pm Saturdays, and 9am- 6pm Sundays

## 32. Artificial Lighting (external)

Any light created by reason of the development shall meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.

reason: To protect the amenity of neighbouring properties.

**List of approved plans**

## 33. 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.

TCST-BDP-XX-XX-PL-A-911001 P03 Site location plan, received 25 April 2019  
 TCST-BDP-XX-XX-PL-A-911002 P02 Block plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-900001 P02 Existing site plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-900011 P02 Existing site plan - South West, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-900012 P02 Existing site plan - North East, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-903002 P05 Illustrative site plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-903001 P08 Proposed site plan, received 25 April 2019  
 TCST-BDP- 01-00-PL-A-200001 P07 Proposed ground floor plan level 00, received 25 April 2019  
 TCST-BDP- 01-01-PL-A-200001 P08 Proposed first floor plan level 01, received 25 April 2019  
 TCST-BDP-01-02-PL-A-200001 P09 Proposed second floor plan, received 25 April 2019  
 TCST-BDP-01-03-PL-A-200003 P06 Proposed roof plan, received 25 April 2019  
 TCST-BDP-01-XX-SK-A-201508 P01 GIA area plans, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-900002 P02 Illustrative existing plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-901010 P02 Demolition plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-901501 P02 Tree removal plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-903011 P10 General arrangement plan - South West, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-903012 P10 General arrangement plan - North East, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-903021 P02 Boundary treatment plan, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-905011 P04 Planting plan - South West, received 25 April 2019  
 TCST-BDP-02-XX-PL-L-905012 P04 Planting plan - North East, received 25 April 2019  
 TCST-BDP-02-XX-RP-L-908001 Sport England report, received 25 April 2019  
 TCST-BDP-XX-XX-VS-A-011401 P02 3D View - External view 1, received 25 April 2019  
 TCST-BDP-XX-XX-VS-A-011402 P03 3D view - Aerial view, received 25 April 2019  
 TCST-BDP-XX-XX-VS-A-011405 P01 3D View - External view 2, received 25 April 2019  
 TCST-BDP-XX-XX-VS-A-011406 P01 3D View - Main entrance, received 25 April 2019

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX**

TCST-JKP-02-ZZ-DR-E-630500 P02 External lighting Isolux plot sheet 1 of 1, received 25 April 2019  
 TCST-JKP-02-ZZ-DR-E-630501 P02 External lighting Isolux plot sheet 2 of 2, received 25 April 2019  
 TCST-JKP-02-ZZ-DR-ME-960500 P02 External incoming utilities layout, received 25 April 2019  
 TCST-STL-XX-XX-DR-D-982001 P01 Existing permeable areas, received 25 April 2019  
 TCST-STL-XX-XX-DR-D-982002 P02 Proposed permeable areas, received 25 April 2019  
 TCST-STL-XX-XX-DR-D-982101 P02 Proposed drainage layout sheet 1 of 2, received 25 April 2019  
 TCST-STL-XX-XX-DR-D-982102 P02 Proposed drainage layout sheet 2 of 2, received 25 April 2019  
 TCST-BDP-01-XX-EL-A-200002 P06 Proposed C-C and D-D elevation, received 25 April 2019  
 TCST-BDP- 01-XX-SE-A-200001 P05 Proposed sections A-A and B-B, received 25 April 2019  
 TCST-BDP- 01-XX-SE-A-200005 P04 Proposed sections C-C and D-D, received 25 April 2019  
 TCST-BDP-01-XX-SE-A-213001 P03 External wall section 1, received 25 April 2019  
 TCST-BDP-01-XX-SE-A-213002 P02 External wall section 2, received 25 April 2019  
 TCST-BDP-02-XX-SE-L-903501 P03 Site sections 01 - existing and proposed, received 25 April 2019  
 TCST-BDP-02-XX-SE-L-903502 P03 Site sections 02 - existing and proposed, received 25 April 2019  
 TCST-BDP-02-XX-SE-L-903503 P03 Site sections 03 - existing and proposed, received 25 April 2019  
 TCST-BDP-02-XX-SK-L-902004 P02 Sports pitch sections, received 25 April 2019  
 TCST-BDP-XX-XX-VS-A-011403 P03 3D view - perspective section, received 25 April 2019

Reason: For the avoidance of doubt.

**Advices**

## 1 Bat and Bird Boxes

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

## House sparrows

House sparrow boxes should be grouped together because they nest communally. Please note that the RSPB does not recommend the use of house sparrow terraces in new build projects because they are seldom used by more than one pair of birds. Instead house sparrow nesting boxes should be used which should be located at least 1.5 metres apart. Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bird boxes should be erected out of the reach of predators. House sparrow boxes should be erected between two and four metres high. The house sparrow boxes should be positioned high up under the eaves if possible

**Development Control – 10 July 2019****Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX****2 Works on the Public Highway**

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

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

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

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

**3 Highway Condition Survey**

The development hereby approved includes the carrying out of a Highway Condition Survey. To agree the extent of the area to be surveyed contact the Highway Authority's Transport Development Management Team at [transportDM@bristol.gov.uk](mailto:transportDM@bristol.gov.uk)

**4 Impact on the highway network during construction**

The development hereby approved and any associated highway works required, is likely to impact on the operation of the highway network during its construction (and any demolition required). You are advised to contact the Highway Authorities Network Management Team at [traffic@bristol.gov.uk](mailto:traffic@bristol.gov.uk) before undertaking any work, to discuss any temporary traffic management measures required, such as footway, Public Right of Way, carriageway closures or temporary parking restrictions a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

**5 Traffic Regulation Order (TRO)**

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

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

We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management

**Development Control – 10 July 2019**

**Application No. 19/01927/FB : Land Southwest Of Stoke Park Primary School Romney Avenue  
Bristol BS7 9SX**

Team at [transportdm@bristol.gov.uk](mailto:transportdm@bristol.gov.uk)

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

commdelgranted  
V1.0211

## Supporting Documents

### 3. Land Southwest Of Stoke Park Primary School, Romney Avenue.

1. Site plan
2. Sports pitch sections
3. 3D – Aerial view
4. 3D view – External view 1
5. 3D view – External view 2
6. Lux lighting plan



**Illustrative Site Plan**  
 Bristol Schools, Trinity Academy  
 Cathedral Schools Trust

TCST-BDP-02-XX-PL-L-903002  
 S2 - Suitable for Information  
 29.03.19 P05  
 1:500 @ A1



Project:

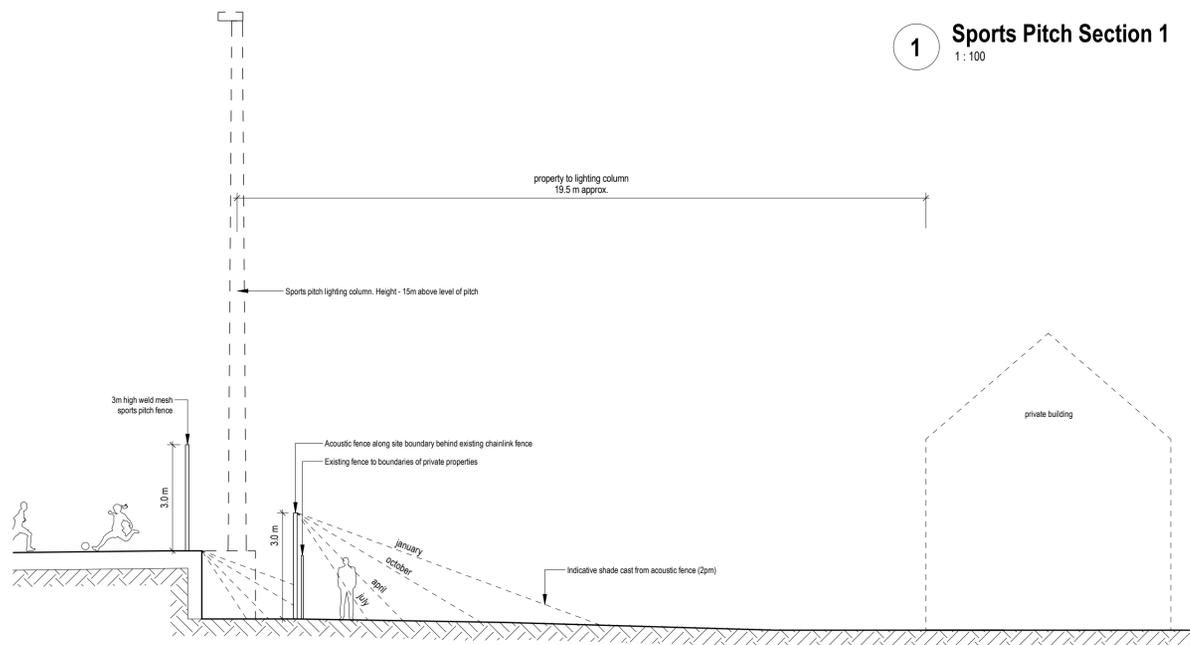
Bristol Schools

Notes:

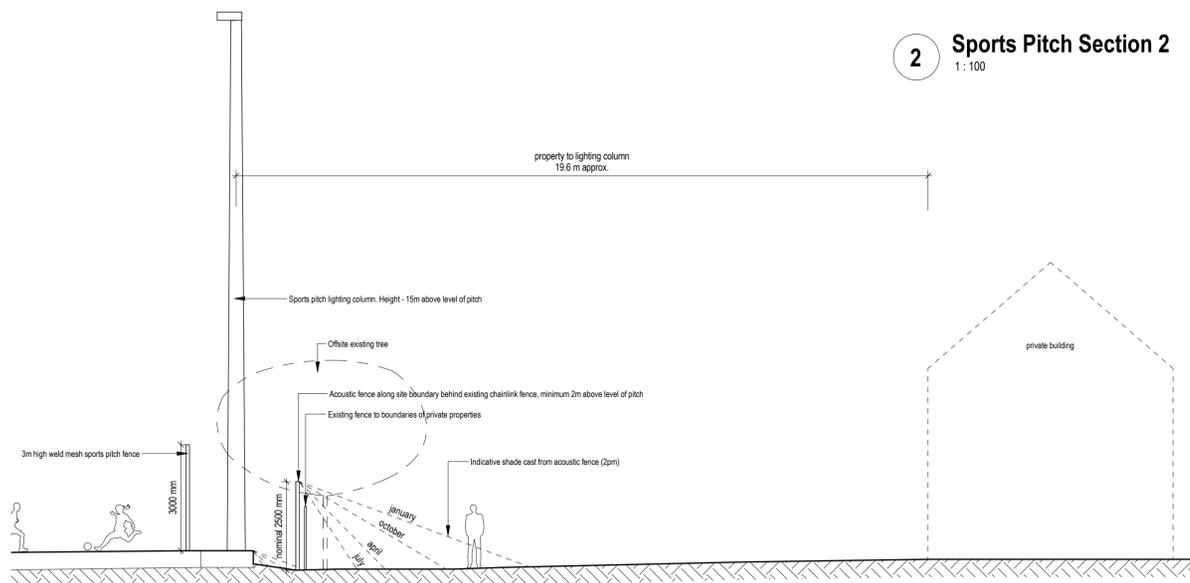
1. Do not scale from this drawing
2. Site verify all dimensions prior to construction
3. Report all discrepancies to the Drawing Originator immediately
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5. This document is a briefing tool aimed at illustrating the required design intent for a Skanska project. Design responsibility remains with the design team and all information should be checked for suitability on a project by project basis.
6. Drawings shall be read in conjunction with the following before work commences:
  - The BDP CDM Design Issues Risk Register - TCST-BDP-XX-XX-SH-A-090001
  - The CDM Risk Series of Drawings - TCST-BDP-XX-XX-PL-A-097777
  - The Project CDM Risk Register - TCST-SUK-XX-XX-SH-W-090001



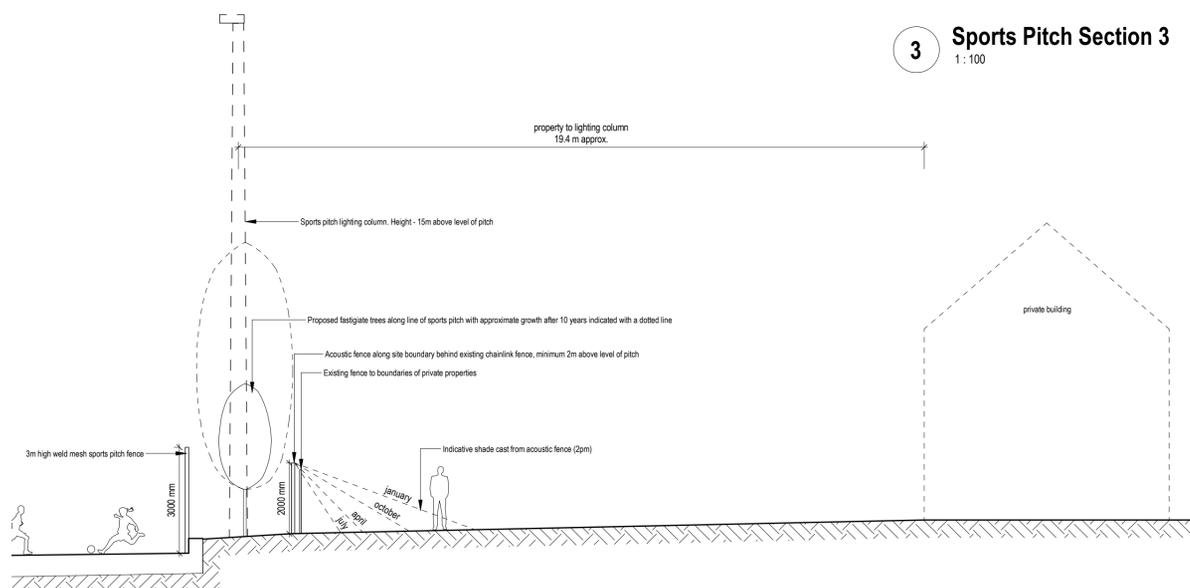
Sports Pitch Section Locations



1 Sports Pitch Section 1  
1:100



2 Sports Pitch Section 2  
1:100



3 Sports Pitch Section 3  
1:100



Indicative acoustic timber fencing



P02	05.04.19	Dimensions and sun path added	MH	MH
P01	26.02.19	First issue	MH	MH
Rev	Date	Description	Drawn	Check
Revision Schedule				

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240 Park Avenue  
Aston West  
Almondsbury  
Bristol  
BS32 4SY

Drawing Originator  
**BDP.**  
www.bdp.com

7 Hill Street  
Bristol  
BS1 5RW  
United Kingdom  
T + 44 [0]117 929 9861

Drawing status - code and description

S2 - Suitable for Information

Project Name Trinity Academy

BDP Project Number	Date First Issued	Scale	As indicated
P2008477	01/23/19		
Title	Original drawing sheet is A1		

Sports Pitch Sections

PROJECT	ORDER	VOLUME	LEVEL	TYPE	DISCIP	NUMBER	REVISION
TCST-BDP-02-XX-SK-L-902004						P02	

The Integrated Education & Capital Strategy

Project:  
 Bristol Schools

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    - The CDM Risk Series of Drawings - TCST-BDP-XX-XX-PL-A-097777
    - The Project CDM Risk Register - TCST-SUK-XX-XX-SH-W-090001



Page 126

P03	04.04.19	Changes to reflect comments	JS	SS
P02	29.03.19	Issue for Planning	JS	SS
P01	07.12.18	First Issue	JS	SS
Rev	Date	Description	Drawn	Chkd
Revision Schedule				

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Drawing Originator

**BDP.**  
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 B3 2HB  
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 T +44 (0)121 212 3553

Drawing status - code and description  
**S2 - Suitable for Information**

Project Name **Trinity Academy**

BDP Project Number	Date First Issued	Scale
P2008477	07/12/18	

Title  
**3D View - Aerial View**

PROJECT	ISSUES	VOLUME	LEVEL	TYPE	GROUP	NUMBER	REVISION
TCST-BDP-XX-XX-VS-A						011402	P03

# The Integrated Education & Capital Strategy

Project:  
**Bristol Schools**

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    - The CDM Risk Series of Drawings - TCST-BDP-XX-XX-PL-A-097777
    - The Project CDM Risk Register - TCST-SUR-XX-XX-SH-W-090001



Page 127

P02	29.03.19	Issue for Planning	JS	SS
P01	07.12.18	First Issue	JS	SS
Rev	Date	Description	Drawn	Chkd
Revision Schedule				

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Drawing status - code and description  
**S2 - Suitable for Information**

Project Name **Trinity Academy**

BDP Project Number	Date First Issued	Scale
P2008477	07/12/18	
Title		Original drawing sheet is A1

**3D View - External View 1**

PROJECT	ISSUES	VOLUME	LEVEL	TYPE	GROUP	NUMBER	REVISION
TCST-BDP-XX-XX-VS-A-011401						P02	

# The Integrated Education & Capital Strategy

Project:  
**Bristol Schools**

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    - The CDM Risk Series of Drawings - TCST-BDP-XX-XX-PL-A-097777
    - The Project CDM Risk Register - TCST-SUR-XX-XX-SH-W-090001



Page 128

Rev	Date	Description	Drawn	Checkd
P01	29.03.19	Issue for Planning	JS	SS

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158 Edmund Street  
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 T +44 (0)121 212 3553

Drawing status - code and description  
**S2 - Suitable for Information**

Project Name **Trinity Academy**

BDP Project Number	Date First Issued	Scale
P2008477	03/15/19	

Title  
 Original drawing sheet is A1

**3D View - External View 2**

PROJECT	ISSUES	VOLUME	LEVEL	TYPE	GROUP	NUMBER	REVISION
TCST-BDP-XX-XX-VS-A-011405						P01	

Project:  
**Bristol Schools**

- Notes:
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KEY CDM RESIDUAL DESIGN AND ENVIRONMENTAL RISKS

IN ACCORDANCE WITH THE CONSTRUCTION DESIGN MANAGEMENT REGULATIONS 2015, THE DOCUMENT ORIGINATOR HAS UNDERTAKEN A DESIGN RISK ASSESSMENT FOR THE ELEMENTS SHOWN ON THIS DOCUMENT. THE ABOVE ARE ONLY THE KEY RISKS THAT WERE REVIEWED DURING THE RISK ASSESSMENT. FOR A COMPREHENSIVE LIST PLEASE REFER TO THE DESIGN RISK ASSESSMENT.

FLOODLIGHTING EQUIPMENT:  
 6 x 15M MASTS (MI-M6)  
 MI-M6.....3 x WS200/I550W/LED/SB

ILLUMINANCE LEVELS:  
 SPECIFIED LEVELS  
 MAINTAINED  
 E.M.AVE = 200 LUX

UNIFORMITY  
 EMIN/EAVE = 0.6

CALCULATED LEVELS  
 MAINTAINED  
 E.M.AVE = 313 LUX

UNIFORMITY  
 EMIN/EAVE = 0.62

MAX GLARE RATING = 50

GRID VALUES IN LUX  
 GRID = 88 POINTS  
 CONTOUR VALUES IN LUX  
 CONTOURS 2,5,10,25,50 LUX

- MAINTENANCE FACTOR: 0.90  
 BASED UPON:
- LUMINAIRES DEPRECIATION DUE TO DIRT
  - MEDIUM POLLUTION
  - PRE-SEASON CLEANING OF FLOODLIGHTS
  - LED LIFETIME: 35,000HRS

PLEASE NOTE: THIS DESIGN HAS BEEN PRODUCED AS AN FLAT OPEN AREA

**Obtrusive Light - Compliance Report**

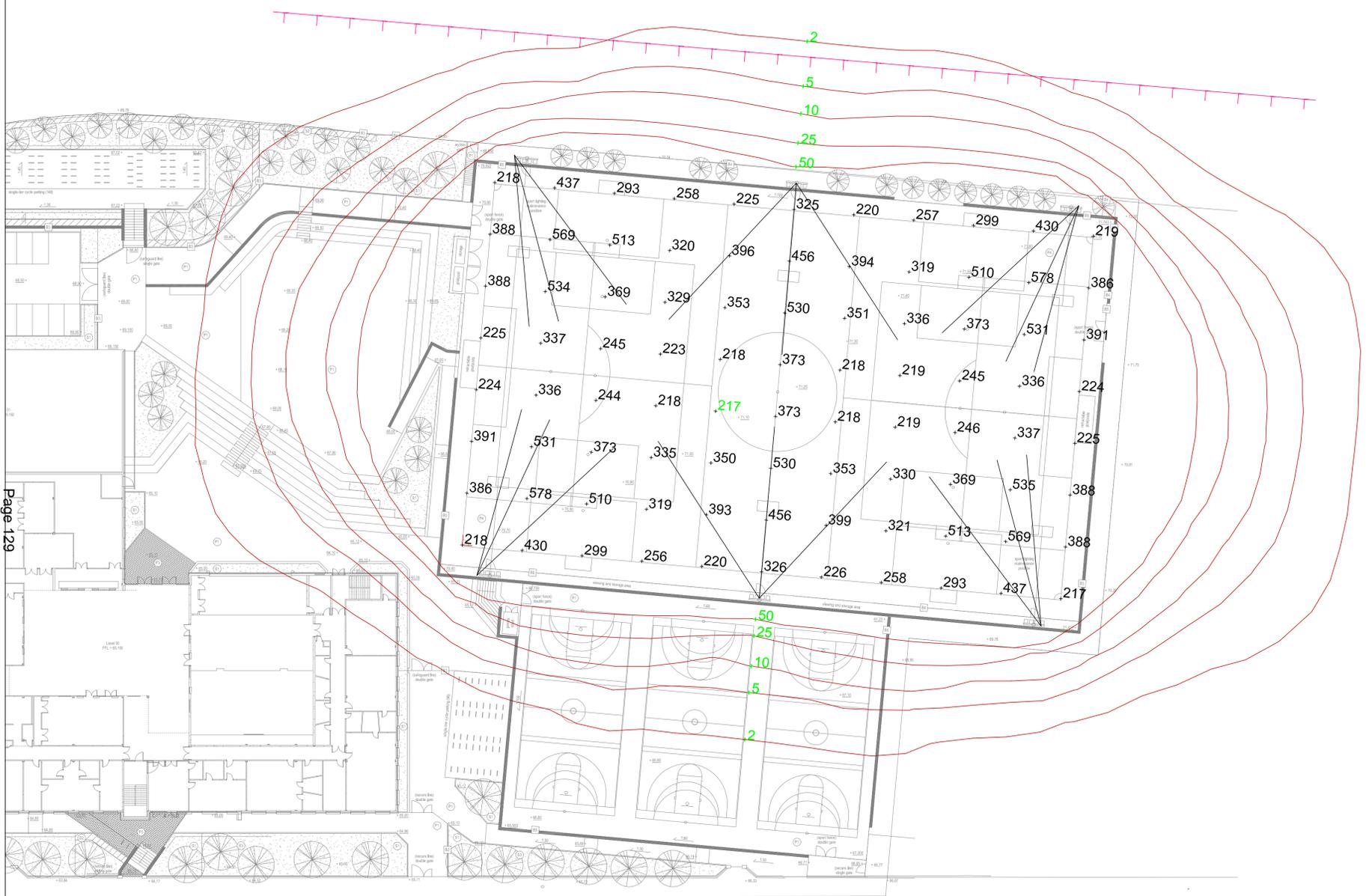
CIE 150:2003, Pre-Curfew, E3 - Suburban  
 Filename:  
 20/11/2018 14:35:43

**Illuminance**  
 Maximum Allowable Value: 10 Lux

Calculations Tested (2):	Test
Max.	
Calculation Label	Results Illum.
BRANGYWN GROVE_III_Seg1	PASS
5	
ROMNEY AVENUE_III_Seg1	PASS
1	

**Luminous Intensity (Cd) At Vertical Planes**  
 Maximum Allowable Value: 10000 Cd

Calculations Tested (2):	Test
Calculation Label	Results
BRANGYWN GROVE_Cd_Seg1	PASS
ROMNEY AVENUE_Cd_Seg1	PASS



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Rev	Date	Drawn by	Checked by	Description	Issued by
P02	28.03.19			General Update - Issued for Planning	KB
P01	22.11.18			Issued for Review and Comment	KB

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 BS32 4SY



**JKP Jones King**  
 CONSULTING ENGINEERS

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 T 01179221681  
 e office@jonesking.com  
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Drawing status - code and description  
 S2 - SUITABLE FOR INFORMATION

Project Name  
 TRINITY CATHEDRAL SCHOOLS TRUST

Approved by: \_\_\_\_\_ Approved Date: \_\_\_\_\_ Scale: 1:400@A1

Title  
 ORIGINAL DRAWING SHEET IS A1  
 EXTERNAL LIGHTING  
 ISOLUX PLOT  
 SHEET 2 OF 2

PROJECT	ORIG	VOLUME	LEVEL	TYPE	DISC	NUMBER	REVISION
TCST	JKP	02	ZZ	DR	E	630501	P02