

# Development Control B Committee Agenda



**Date:** Wednesday, 24 June 2020  
**Time:** 6.00 pm  
**Venue:** Remote Zoom Meeting

## Distribution:

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

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**Date:** Tuesday, 16 June 2020



# Agenda

## 1. Welcome, Introduction and Safety Information

2.00 pm

(Pages 4 - 5)

## 2. Apologies for Absence

## 3. Declarations of Interest

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

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

## 4. Minutes of the previous meeting held on Wednesday 27th May 2020

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

(Pages 6 - 12)

## 5. Appeals

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

(Pages 13 - 22)

## 6. Enforcement

To note enforcement notices.

(Page 23)

## 7. Public Forum

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk) and please note that the following deadlines will apply in relation to this meeting:-

Questions - Written questions must be received 3 clear working days prior to the meeting. For this meeting, this means that your question(s) must be received in this office at the latest **by 5pm on Thursday 18<sup>th</sup> June 2020.**

Petitions and Statements - Petitions and statements must be received on the



working day prior to the meeting. For this meeting this means that your submission must be received in this office at the latest **by 12 Noon on Tuesday 23<sup>rd</sup> June 2020.**

Members of the public who wish to present their public forum statement, question or petition at the zoom meeting must register their interest by giving at least two clear working days' notice prior to the meeting **by 2pm on Monday 22<sup>nd</sup> June 2020.**

**PLEASE NOTE THAT IN ACCORDANCE WITH THE NEW STANDING ORDERS AGREED BY BRISTOL CITY COUNCIL, YOU MUST SUBMIT EITHER A STATEMENT, PETITION OR QUESTION TO ACCOMPANY YOUR REGISTER TO SPEAK.**

In accordance with previous practice adopted for people wishing to speak at Development Control Committees, please note that you may only be allowed 1 minute subject to the number of requests received for the meeting

## **8. Planning and Development**

To consider the following applications for Development Control Committee B - **(Page 24)**

- a) **Application Number 19/02157/F - 31 to 45 Lower Ashley Road** **(Pages 25 - 74)**
- b) **Planning Application Number 20/00299/F - Land North of Airport Road** **(Pages 75 - 104)**

## **9. Date of Next Meeting**

The Committee is requested to note that the next meeting is scheduled to be held at 2pm on Wednesday 22<sup>nd</sup> July 2020 as a remote zoom meeting.



# 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 <https://www.bristol.gov.uk/council-meetings>

## Covid-19: changes to how we hold public meetings

Following changes to government rules, we will use video conferencing to hold all public meetings, including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny.

Councillors will take decisions remotely and the meetings will be broadcast live on YouTube.

Members of the public who wish to present their public forum in person during the video conference must register their interest by giving at least two clear working days' notice to Democratic Services of the request. To take part in the meeting, you will be required to register for a Zoom account, so that Democratic Services is able to match your named Zoom account to your public forum submission, and send you the password protected link and the instructions required to join the Zoom meeting to make your statement or ask your supplementary question(s).

**As part of our security arrangements, please note that we will not permit access to the meeting if your Zoom credentials do not match your public forum submission credentials. This is in the interests of helping to ensure a safe meeting environment for all attending or observing proceedings via a live broadcast.**

Please note: Members of the public will only be invited into the meeting for the duration of their submission and then be removed to permit the next public forum participant to speak.

## Changes to 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 Members and will be published on the Council's website before the meeting. Please send it to [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk). 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 **5pm three clear working days before the meeting**.
- Any statement submitted should be no longer than one side of A4 paper. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.
- **Your intention to attend the meeting must be received no later than two clear working days in advance. The meeting agenda will clearly state the relevant public forum deadlines.**



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, published on the website and within the minutes. Your statement or question will also be made available to the public via publication on the Council's website and may be provided upon request in response to Freedom of Information Act requests in the future.

We will try to remove personal and identifiable information. 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. Other committee papers may be placed on the council's website and information within them may be searchable on the internet.

### 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.
- Public Forum will be circulated to the Committee members prior to the meeting and published on the website.
- If you have arranged with Democratic Services to attend the meeting to present your statement or ask a question(s), you should log into Zoom and use the meeting link provided which will admit you to the waiting room.
- The Chair will call each submission in turn and you will be invited into the meeting. 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, and you may need to be muted if you exceed your allotted time.**
- If there are a large number of submissions on one matter, a representative may be requested to speak on the group's behalf.
- If you do not attend the meeting at which your public forum submission is being taken your statement will be noted by Members.

For further information about procedure rules please refer to our Constitution

<https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

### Webcasting/ Recording of meetings

Members of the public attending meetings or taking part in Public forum are advised that all virtual public meetings including Full Council and Cabinet meetings are now broadcast live via the council's [webcasting pages](#). The whole of the meeting will be broadcast (except where there are confidential or exempt items).

### 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.



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

**27 May 2020 at 2.00 pm**



**Members Present:-**

**Councillors:** Tom Brook (Chair), Richard Eddy (Vice-Chair), Lesley Alexander, Nicola Bowden-Jones, Harriet Bradley, Mike Davies, Carla Denyer, Fi Hance, Jo Sergeant and Sultan Khan

**Officers in Attendance:-**

Gary Collins and Jeremy Livitt

**1. Welcome, Introduction and Safety Information**

The Chair welcomed all parties to the meeting and explained that this meeting was being held under recent emergency government legislation enabling remote meetings.

**2. Confirmation of Chair**

The Committee noted that Councillor Tom Brook had been elected as chair of the Development Control B Committee for 2020/21 Municipal Year at the meeting of Annual Council held on Thursday 21<sup>st</sup> May 2020.

**3. Confirmation of Vice-Chair**

The Committee noted that Councillor Richard Eddy had been elected as Vice-Chair of the Development Control B Committee for 2020/21 Municipal Year at the meeting of Annual Council held on Thursday 21<sup>st</sup> May 2020.

**4. Membership of the Development Control B Committee**

The membership of the Committee for 2020/21 Municipal Year was confirmed as follows:

Councillor Lesley Alexander (Conservative)  
Councillor Nicola Bowden-Jones (Labour)  
Councillor Harriet Bradley (Labour)  
Councillor Tom Brook (Labour – Chair and Spokesperson)  
Councillor Mike Davies (Labour)



Councillor Carla Denyer (Green - Spokesperson)  
Councillor Richard Eddy (Conservative – Vice-Chair and Spokesperson)  
Councillor Sultan Khan (Liberal Democrat – Spokesperson)  
Councillor Fi Hance (Green)  
Councillor Olly Mead (Labour)  
To Be Confirmed (Labour)

## **5. Terms of Reference of Development Control Committees**

The Terms of Reference for Development Control Committees were noted as re-adopted by Annual Council at its meeting on Thursday 21<sup>st</sup> May 2020.

## **6. Date of Future Meetings 2020/21 Municipal Year**

The Committee discussed the proposed dates for 2020/21 Municipal Year.

Some Committee members were concerned with the proposal that all meetings should start at 2pm since this would be difficult for some Councillors if they had work commitments.

Following a brief discussion, the Committee agreed that all dates should alternate between 2pm and 6pm throughout the municipal year as follows:

**(all on Wednesdays except where indicated)**

**6pm 24<sup>th</sup> June 2020**  
**2pm 22<sup>nd</sup> July 2020**  
**6pm 20<sup>th</sup> August 2020**  
**2pm 16<sup>th</sup> September 2020**  
**6pm 15<sup>th</sup> October 2020**  
**2pm 11<sup>th</sup> November 2020**  
**6pm 9<sup>th</sup> December 2020**  
**2pm 3<sup>rd</sup> February 2020**  
**6pm 18<sup>th</sup> March 2020**  
**2pm Thursday 22<sup>nd</sup> April 2020**



## **7. Apologies for Absence**

An apology for absence was received from Councillor Olly Mead.

## **8. Declarations of Interest**

There were no Declarations of Interest.

## **9. Minutes of the previous meeting held on 29th April 2020**

**Resolved – that the minutes be approved as a correct record.**

## **10 Appeals**

The Head of Development Management drew the Committee's attention to the following:

Items 43 and 44 – There was a reference to costs not being awarded. It was noted that, unlike court hearings, applications for costs do not necessarily follow the decision. In these cases costs had been applied for but had not been accepted by the Inspector as the Council's decisions had been made on a reasonable basis.

## **11 Enforcement**

The Committee noted that five notices had been served since last meeting. Officers advised that they would enter into dialogue with any business who received an enforcement notice to resolve a particular situation in the current lockdown situation.

## **12 Public forum**

The Committee received Public Forum Statements for this meeting.

They also received requests to speak from the following people who addressed the committee remotely:

Marc Willis  
Mary Carroll  
Laura McEwen  
Oliver Bennett  
Samantha Mant  
Mark Dowds



### 13 Planning and Development

The Committee considered the following applications set out below:

#### 14 19/05042/F - Former St Johns Lane Health Centre

Councillor Sultan Khan was not present for the duration of this item as required under the Council's Code of Practice for Planning Meetings and was therefore not permitted to participate in the debate or vote on this application.

The Case Officer introduced the report and made the following comments:

- Details of the application were provided
- There had been a total of 77 comments concerning the application. Most concerns related to scale and massing and the impact on parking in the building
- There had been 2 Public Forum Statements – one from the applicant and the other from an objector expressing concerns about the impact on traffic and the height on the building
- Design - the massing had been reduced to a level that was deemed acceptable by the City Design Group.
- Transport – this was considered sufficient. A parking survey had assessed that there were 16 and 17 spaces available within 150 metres of the site.
- Residential Amenity – The orientation of the building would not lead to overshadowing. Proposals were in excess of the 21 metre separation distance required and screens would be provided to stop overlooking.
- The scheme was recommended for approval subject to 30% affordable housing and contributions to the travel plan and car club

#### Responses By Officers to Committee Questions

- The requirement for gated access is a standard condition and was one part of some minor changes to an earlier plan
- The sustainability team were satisfied that the development would not result in unacceptable overheating of units. They were happy that this would be mitigated through mechanical ventilation and heat recovery. It was acknowledged however that it would be better for future applications to devise natural shading to prevent the need for such mitigation.
- The plan was incorrect and so there should not be any difficulties with accessing bin stores as might have been the case with the previous plan
- Nine units are to be secured as affordable in perpetuity. It will be 100% affordable but we can only require the amount required by Policy in perpetuity
- Walk up Flats – whilst members concerns about walk up flats were noted, walk up flats were considered to be a good way to create dual aspect units as sought by the Urban Living SPD.



- The original plans included a small amount of shared amenity space to the rear but this was considered more valuable to use for parking. Each of the units would have gardens, balconies or terraces and the site was a few minutes' walk to Victoria Park so it was believed that this caters well for play space for children.
- The privacy screens on the top deck would either be metal or translucent glass
- Safety – there is a railing along rear roof terrace. The development needed to comply with Building Regulations and this would receive separate consideration.

#### Comments from Councillors

- The site seemed impressive. This application should be supported
- The site was in an unused space and should be supported
- Whilst the application should broadly be supported, applicants should be encouraged in future to make applications low carbon by design rather than through mitigation
- Whilst the Zig zag frontage to angle windows was required to avoid overlooking, it did create quite awkwardly shaped rooms which might be difficult to furnish. Whilst this was not in itself enough to turn down the application, applicants should be encouraged to consider usability for the future users.

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

**Resolved (9 for, 1 not voting as indicated above) that the application be approved.**

#### **15 19/03104/F - 7 Belvedere Road**

Councillor Lesley Alexander did not attend from the beginning of this item (including Public Forum Statements relating to it) and therefore in accordance with the Council's Code of Conduct on Planning Matters, she was not permitted to participate in the debate or vote on it.

It was noted that this item had been deferred from 29<sup>th</sup> May 2020 meeting pending a further report as Councillors were minded to refuse this application.

Among the areas of concern raised by Members at the meeting on 29<sup>th</sup> May 2020 were: traffic and parking; an over concentration of Care Homes in the area affecting the mixed and balanced community; and the rationale for considering the site as being near to shops and services due to the nature and limited mobility of the likely residents.

The case officer introduced the report and made the following comments:

- A further review of the applicant's parking survey (2019) had been conducted and a further site visit made. On the basis that the survey identified parking spaces that were unavailable (dropped kerbs), and that a vast number of representations including photos had been made demonstrating the parking challenges of the area, officers had revised their recommendation and considered that the scheme should be refused.



- Officers assessed the impact that the change of use would have on the mix and balance of the local community, however they recommended to Members that there would not be an overconcentration of such uses.
- It was also noted that enabling access to shops and services by staff was important as well as visitors and this increased parking could also have an impact on the site.

#### Officers' Response to Questions By Councillors

- Policy did not explicitly define at what point an overconcentration of one particular type of use (such as a care home) in a particular street or area became unacceptable. Councillors should undertake a careful assessment against the criteria of Policy DM2, which defines some of the issues which could be considered to demonstrate such a concentration.
- The assessment in the report considered the uses of each of the buildings on the streets. Whilst there may be higher level of occupation for care homes, compared to residential homes, there was no data available for the occupancy of every single property. At the census level every person in Redland and the Manor Park LSOA could be accounted for but these figures were dated to 2011 and so out of date and covered a much larger area than just Belvedere Road.
- The level of disturbance was assessed by BCC's environmental health officer and was made on the basis of registered complaints. As no complaints were registered it was difficult to define whether there was an impact in terms of noise and disturbance.
- Whilst representations to councillors could be considered by the Committee, officers were not able to give them the same weight as if they were recorded complaints
- At appeal, objectors would be able to raise with the Inspector all issues that they deemed to merit refusal, even if these were not specifically referred to in the Committee's reasons for refusing an application. The officers had indicated in the report those issues where they believed a reason for refusal could be made whilst minimising the risk of an award of costs against the Council.
- Complaints to both the police and pollution control would be assessed. However, it should be borne in mind that a resident might not complain so readily about a business, particularly if it were a care home, where noise might be a frequent occurrence arising from its normal activities

#### Councillor Debate

- The application should be refused both on parking and on the impact on residential amenity
- The smaller than expected numbers of formal complaints may be because residents were reluctant to complain about something so sensitive as a dementia care home.
- The balance between residential care home occupants and other residents was already considered to be about 50/50 and therefore not balanced
- The application should be refused both on parking grounds and the existing overconcentration of residential care homes in the area
- The proposed increase in staff was not that significant. There were narrow roads in many other parts of the area. The application should be approved
- The current policy recommended that care homes should be built on the outskirts of built up areas to prevent parking issues and disturbance. This area was also near the Downs Resident Parking scheme which resulted in greater than normal parking and disturbance for a residential area
- In addition to concerns about parking, there was an imbalance in the number of care homes in the



area, leading to harm to residential amenity. The application should also be refused on the grounds of Policy DM2

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

**RESOLVED (8 for, 1 against, 1 not voting as indicated above) – that the application is refused on the following basis:**

**The proposed development would result in an unacceptable increase in demand for parking, leading to inappropriate on-street parking activities, safety concerns and the obstruction of access to private driveways. This would be contrary to Policy BCS10 (Transport and Access Improvements), Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing) and Policy DM23 (Transport Development Management).**

**The proposed development would result in an overconcentration of residential institutions on Belvedere Road, which would lead to harm to the mix, balance and inclusivity of the community, contrary to Policy BCS18 (Housing Type) and reduce the choice of homes in the area by changing the housing mix contrary to Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing).**

**The proposed development would result in a harmful concentration of shared housing / care homes on Belvedere Road, worsening the existing harmful conditions listed within point (i) of Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing), including excessive noise and disturbance and inadequate storage of recycling/refuse.**

## **16 Date of Next Meeting**

It was noted that the next meeting was scheduled for 6pm on Wednesday 24<sup>th</sup> June 2020 and would be held as a remote meeting.

Meeting ended at 4.20pm

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



## DEVELOPMENT CONTROL COMMITTEE B

24th June 2020

### REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

#### LIST OF CURRENT APPEALS

##### Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	Westbury-on-Trym & Henleaze	14 Cransley Crescent Bristol BS9 4PG First floor side extension. Appeal against refusal Delegated decision	03/02/2020
2	Westbury-on-Trym & Henleaze	74 The Crescent Henleaze Bristol BS9 4RR Demolition of existing single garage and utility room. Erection part single/part double storey side and rear extension. Appeal against refusal Delegated decision	10/02/2020
3	Bishopsworth	8A St Peters Rise Bristol BS13 7LY Proposed detached garage to front of property, with hardstanding for a car parking. Appeal against refusal Delegated decision	25/03/2020
4	Stockwood	34 Materman Road Bristol BS14 8SS Two storey side extension. Appeal against refusal Delegated decision	25/03/2020
5	Westbury-on-Trym & Henleaze	8 Walton Rise Bristol BS9 3EW Loft conversion with side and rear pitched dormers. Appeal against refusal Delegated decision	12/05/2020
6	Ashley	84 St Andrews Road Montpelier Bristol BS6 5EJ Convert flat roof to roof terrace. Appeal against refusal Delegated decision	12/05/2020

7	Ashley	16 Kathdene Gardens Bristol BS7 9BN Proposed balcony on flat roof two storey rear extension, to be accessed from the new loft bedroom. Appeal against refusal Delegated decision	21/05/2020
8	Brislington West	28 Hulse Road Bristol BS4 5AL Erection of two storey side extension in place of the existing garage. Appeal against refusal Delegated decision	05/06/2020
9	Avonmouth & Lawrence Weston	20 Westbury Lane Bristol BS9 2PE Demolition of existing garage and erection of double garage and home office with ancillary storage. Appeal against refusal Delegated decision	05/06/2020
10	Hengrove & Whitchurch Park	142 Ridgeway Lane Bristol BS14 9PE Retrospective removal of trees and hedges and erection of 1.65 metre high front compound wall. Appeal against refusal Delegated decision	05/06/2020

### Informal hearing

Item	Ward	Address, description and appeal type	Date of hearing
11	Ashley	Block C Fifth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C5 - 5 Units. Appeal against refusal Delegated decision	TBA
12	Ashley	Block B First Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B1 - 4 unit. Appeal against refusal Delegated decision	TBA

13	Ashley	Block B Fourth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B4 - 3 Units Appeal against refusal Delegated decision	TBA
14	Ashley	Block B Fifth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B5 - 4 Units Appeal against refusal Delegated decision	TBA
15	Ashley	Block C First Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C1 - 5 units Appeal against refusal Delegated decision	TBA
16	Ashley	Block C Fourth Floors Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C4 - 5 units. Appeal against refusal Delegated decision	TBA
17	Ashley	Ground Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C, Ground Floor - 1 Unit. Appeal against refusal Delegated decision	TBA

## Written representation

Item	Ward	Address, description and appeal type	Date lodged
18	Redland	19 Dundonald Road Bristol BS6 7LN Enforcement notice appeal for the erection of terrace/balcony without planning permission. Appeal against an enforcement notice	06/01/2020

19	Hartcliffe & Withywood	15 Culverwell Road Bristol BS13 9EY Erection of a 2-bedroom dwelling to side 15 Culverwell Road, associated parking and amenity area. Appeal against refusal Delegated decision	13/01/2020
20	Lawrence Hill	Cabot Circus Car Park Newfoundland Circus Bristol BS2 9AB Retention of existing internally illuminated 48-sheet display. Appeal against refusal Delegated decision	03/02/2020
21	Lawrence Hill	Cabot Circus Car Park Newfoundland Circus Bristol BS2 9AB Replacement of existing internally illuminated 'backlight' landscape advertisement (6m by 3m) with an internally illuminated landscape D-Poster display (8m by 4m). Appeal against refusal Delegated decision	03/02/2020
22	Frome Vale	15 Downend Road Fishponds Bristol BS16 5AS Erection of 3/4 bedroom house (Self Build). Appeal against refusal Delegated decision	11/02/2020
23	Brislington West	31 Chatsworth Road Brislington Bristol BS4 3EX Change of use to a 7 Bedroom HMO. Appeal against refusal Delegated decision	14/02/2020
24	Clifton	26 - 28 The Mall Bristol BS8 4DS Erection of mansard roof to facilitate provision of 1No. single bedroom (two bed space) C3 residential apartment. Appeal against refusal Delegated decision	20/02/2020
25	Clifton	26 - 28 The Mall Bristol BS8 4DS Erection of mansard roof to facilitate provision of 1No. single bedroom (two bed space) C3 residential apartment. Appeal against refusal Delegated decision	20/02/2020
26	Redland	145 Bishop Road Bristol BS7 8LX Erection 1 no. two bedroom Passivhaus dwelling with associated vehicular parking, bin and cycle storage, on land to the rear of 145 Bishop Road and access from Kings Drive. Appeal against refusal Delegated decision	24/02/2020

27	Stoke Bishop	Casa Mia Bramble Lane Bristol BS9 1RD Demolition of existing dwelling (Casa Mia) and erection of four detached residential dwellings with associated garages, refuse storage, internal access road and landscaping (resubmission of application 17/07096/F). Appeal against non-determination Delegated decision	24/02/2020
28	Central	Bristol General Hospital Guinea Street Bristol BS1 6SY Erection of two residential dwellings (Use Class C3) and a refuse store. Appeal against refusal Delegated decision	18/03/2020
29	Central	Bristol General Hospital Guinea Street Bristol BS1 6SY Replacement of refuse store with two residential dwellings (Use Class C3) and a refuse store. Appeal against refusal Delegated decision	18/03/2020
30	Brislington East	16 Newbridge Road Bristol BS4 4DJ Upgrade of existing 48 sheet advert to support internally illuminated digital poster. Appeal against refusal Delegated decision	25/03/2020
31	Cotham	Land Adjacent To Kingsley House Kingsley Road Cotham Bristol BS6 6AF Erection of 1 no. garage with associated landscaping works. Appeal against refusal Delegated decision	30/03/2020
32	Bishopston & Ashley Down	Flat 36 Muller House Ashley Down Road Bristol BS7 9DA Application for listed building consent for alterations, extension or demolition of a listed building - Internal works to construct a stud wall in lounge with a door to create a second bedroom. Moving of ceiling light. Appeal against refusal Delegated decision	28/04/2020
33	Central	3 Marsh Street City Centre Bristol BS1 1RT Conversion of the existing 2no. third floor flats into 3no. flats. Appeal against refusal Delegated decision	30/04/2020

34	St George Troopers Hill	57 Niblett's Hill Bristol BS5 8TP Proposed demolition of side extension and detached garage and erection of 2no. new dwelling houses, including site access and landscaping. Appeal against refusal Delegated decision	12/05/2020
35	Central	Slug And Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Refurbishment of existing customer external seating area to include provision of two wooden pergolas and a seating Appeal against refusal Delegated decision	12/05/2020
36	Central	Slug & Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Replacement internally illuminated oval sign above passage way entrance from Corn Street and internally illuminated wall mounted menu box sign within passageway. New externally illuminated projecting sign to Corn Street frontage. Appeal against refusal Delegated decision	12/05/2020
37	Central	Slug & Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Externally illuminated hanging sign adjacent to gated passageway from Corn Street and internally illuminated menu box within passageway. Internally illuminated oval sign, above metal entrance gate from Corn Street. Appeal against refusal Delegated decision	12/05/2020
38	Lawrence Hill	15 Midland Road Bristol BS2 0JT Convert upper floor maisonette to form 2 No. flats including roof alterations. Appeal against refusal Delegated decision	12/05/2020
39	Easton	77 - 83 Church Road Redfield Bristol BS5 9JR Outline application for the erection of a four-storey building comprising 2no. ground floor retail units and 9no. self-contained flats at first, second and third floor levels, with matters of scale, layout and access to be considered (landscaping and design reserved). Appeal against refusal Delegated decision	12/05/2020
40	Windmill Hill	172 St Johns Lane Bristol BS3 5AR Erection of extensions at first and second floor level and the change of use from retail (A1) to 4no. Self-contained flats, including alterations to existing shopfront. Appeal against refusal Delegated decision	13/05/2020

41	Clifton Down	104 Pembroke Road Clifton Bristol BS8 3EQ Enforcement notice appeal for replacement windows without planning permission. Appeal against an enforcement notice	14/05/2020
42	Westbury-on-Trym & Henleaze	The Coach House Grange Court Road Bristol BS9 4DP New dwelling (Self build). Appeal against refusal Delegated decision	18/05/2020
43	Lockleaze	373 - 375 Filton Avenue Bristol BS7 0LH Construction of 4 x 2 bed apartments over new retail unit and associated car parking following demolition of existing single storey to rear of shop. Appeal against non-determination	19/05/2020
44	Frome Vale	67 Symington Road Bristol BS16 2LN One bedroom single storey dwelling in the rear garden of the existing property. Appeal against refusal Delegated decision	19/05/2020
45	Stockwood	2 Harrington Road Bristol BS14 8LD Erection of detached house and associated parking on land to the rear of 2 & 4 Harrington Road, Stockwood. (Self build). Appeal against refusal Delegated decision	19/05/2020
46	Stockwood	2 Harrington Road Bristol BS14 8LD Erection of 2-bed detached house and associated parking on land to the rear of 2 & 4 Harrington Road, Stockwood. (Self Build). Appeal against refusal Delegated decision	19/05/2020
47	Brislington West	Wyevale Garden Centre Bath Road Brislington Bristol BS31 2AD Creation of hardstanding for the purpose of ancillary storage. Appeal against refusal Delegated decision	22/05/2020

48	Redland	44 - 46 Coldharbour Road Bristol BS6 7NA Conversion of existing buildings from mixed use retail (ground floor) with residential maisonette (first and second floor) to five residential flats (4 no. additional flats) with building operations including ground and roof extensions, and roof terraces. Appeal against refusal Delegated decision	22/05/2020
49	Brislington East	91 Wick Road Bristol BS4 4HE To erect a new dwelling. Appeal against refusal Delegated decision	22/05/2020
50	Hartcliffe & Withywood	32 Hollisters Drive Bristol BS13 0EX Proposed first floor extension to existing house, demolition of garage and erection of one new dwelling. Appeal against refusal Delegated decision	26/05/2020
51	Hartcliffe & Withywood	48 Sampsons Road Bristol BS13 0EL Removal of existing garage / annex, erection of 2No 2 bed dwellings (Self Build). Appeal against refusal Delegated decision	26/05/2020
52	Westbury-on-Trym & Henleaze	11 Henleaze Park Bristol BS9 4LR Demolition of existing dwelling and erection of two storey 3no. bed single dwelling house. Appeal against refusal Delegated decision	26/05/2020
53	Hartcliffe & Withywood	30 Honey Garston Road Bristol BS13 9LT Application for a Certificate of Proposed Development - New Garage / work area. Appeal against refusal Delegated decision	29/05/2020
54	Windmill Hill	Plot Of Land Fronting Former 164 - 188 Bath Road Totterdown Bristol BS4 3EF Removal of the 3no. existing hoarding advertisement signs, and installation of 2no. illuminated digital advertisements on support legs. Appeal against refusal Committee	01/06/2020

55	Henbury & Brentry	2 Turnbridge Road Bristol BS10 6PA Demolition of outbuilding, construction of 1 residential dwelling and associated works. Appeal against non-determination Delegated decision	02/06/2020
56	Southmead	37 Ullswater Road Bristol BS10 6DH Proposed two storey extension to accommodate a 3no. bed single dwelling house. Appeal against refusal Delegated decision	02/06/2020
57	Ashley	55 Newfoundland Circus Bristol BS2 9AP 2 x No internally illuminated fascia signs. Appeal against refusal Delegated decision	05/06/2020
58	Hartcliffe & Withywood	Land Rear To Crosscombe Drive Bristol BS13 0DE Construction of two dwellings with associated parking, bike store and refuse storage. Appeal against refusal Delegated decision	05/06/2020
59	Cotham	Kingdom Hall Of Jehovahs Witnesses 64 Hampton Road Bristol BS6 6JA Change of use and internal conversion of No. 64 Hampton Road from a Jehovah's Witness Kingdom Hall in D1 use to 3no of self-contained houses in C3 use (1 x 1 bedroom, 1 x 3 bedroom and 1 x 4 bedroom units). Replacement and alteration of windows and doors and associated external alterations including creation of balconies. Appeal against conditions imposed Delegated decision	12/06/2020
60	Bishopston & Ashley Down	281 Gloucester Road Bishopston Bristol BS7 8NY Erection of canopy and metal glazed enclosure to the existing outdoor seating area to the front of the premises. Appeal against non-determination Delegated decision	12/06/2020

### List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
61	Hillfields	262 Ridgeway Road Bristol BS16 3LE Erection of a new 2 bedroom (3 bed spaces) end of terrace house over 2 storeys, with associated external works. Appeal against refusal Delegated decision	Appeal dismissed 10/06/2020

62	Southmead	123 Lake Road Bristol BS10 5JG Application for a Certificate of Proposed Development - Two storey rear extension. Appeal against non-determination Delegated decision	Appeal dismissed 09/06/2020
63	St George West	SW Whitehall Road (Huawei) Whitehall Road Bristol BS1 5BT Proposed update to existing telecommunications apparatus. Proposed phase 7 monopole C/W wrap round cabinet at base and associated works. Appeal against refusal Delegated decision	Appeal dismissed 10/06/2020
64	Knowle	96 Newquay Road Bristol BS4 1DS Demolition of side extension and construct a two storey 3no.bed single dwelling house to side and single storey extension to rear of existing property. Appeal against refusal Delegated decision	Appeal dismissed 08/06/2020
65	Southmead	130 Doncaster Road Bristol BS10 5PZ Two storey side extension. Appeal against refusal Delegated decision	Appeal dismissed 01/06/2020
66	Hengrove & Whitchurch Park	EE & H3G Mobile Mast Oatlands Avenue Bristol Installation of a new 20m column with 9 antennas, 7 equipment cabinets and ancillary development (replacing the existing column). Appeal against refusal Delegated decision	Appeal withdrawn 09/06/2020

## DEVELOPMENT CONTROL COMMITTEE B

24th June 2020

### REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

#### LIST OF ENFORCEMENT NOTICES SERVED

Item	Ward	Address, description and enforcement type	Date issued
1	Ashley	Land Between 95 & 103 North Road Bishopston Bristol BS6 5AQ Change of use of the land to storage of a shipping container Enforcement notice	21/05/2020
2	Stoke Bishop	11A Failand Crescent Bristol BS9 2HH Untidy site to front including skip and container.	02/06/2020

## Development Control Committee B 24th June 2020

### Report of the Director: Development of Place

#### Index

#### Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Ashley	Other	19/02157/F - 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ Construction of a 4-storey block of flats to provide 28 units of residential accommodation including affordable housing, cycle parking, refuse storage and amenity space.
2	Filwood	Other	20/00299/F - Land North Of Airport Road Bristol BS14 9UG Full planning permission for the demolition of existing structures and development of 173 dwellings (Use Class C3) together with provision of public open space, play areas and landscaping; cycle parking and car parking provision; and associated infrastructure works, including construction of a bridge over Brislington Brook, use of the existing access off Airport Road and 2 no. new accesses off Salcombe Road and Ilminster Avenue.

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## Development Control Committee B – 24 June 2020

ITEM NO. 1

**WARD:** Ashley

**SITE ADDRESS:** 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ

**APPLICATION NO:** 19/02157/F Full Planning

**DETERMINATION DEADLINE:** 18 December 2019

**Construction of a 4-storey block of flats to provide 28 units of residential accommodation including affordable housing, cycle parking, refuse storage and amenity space.**

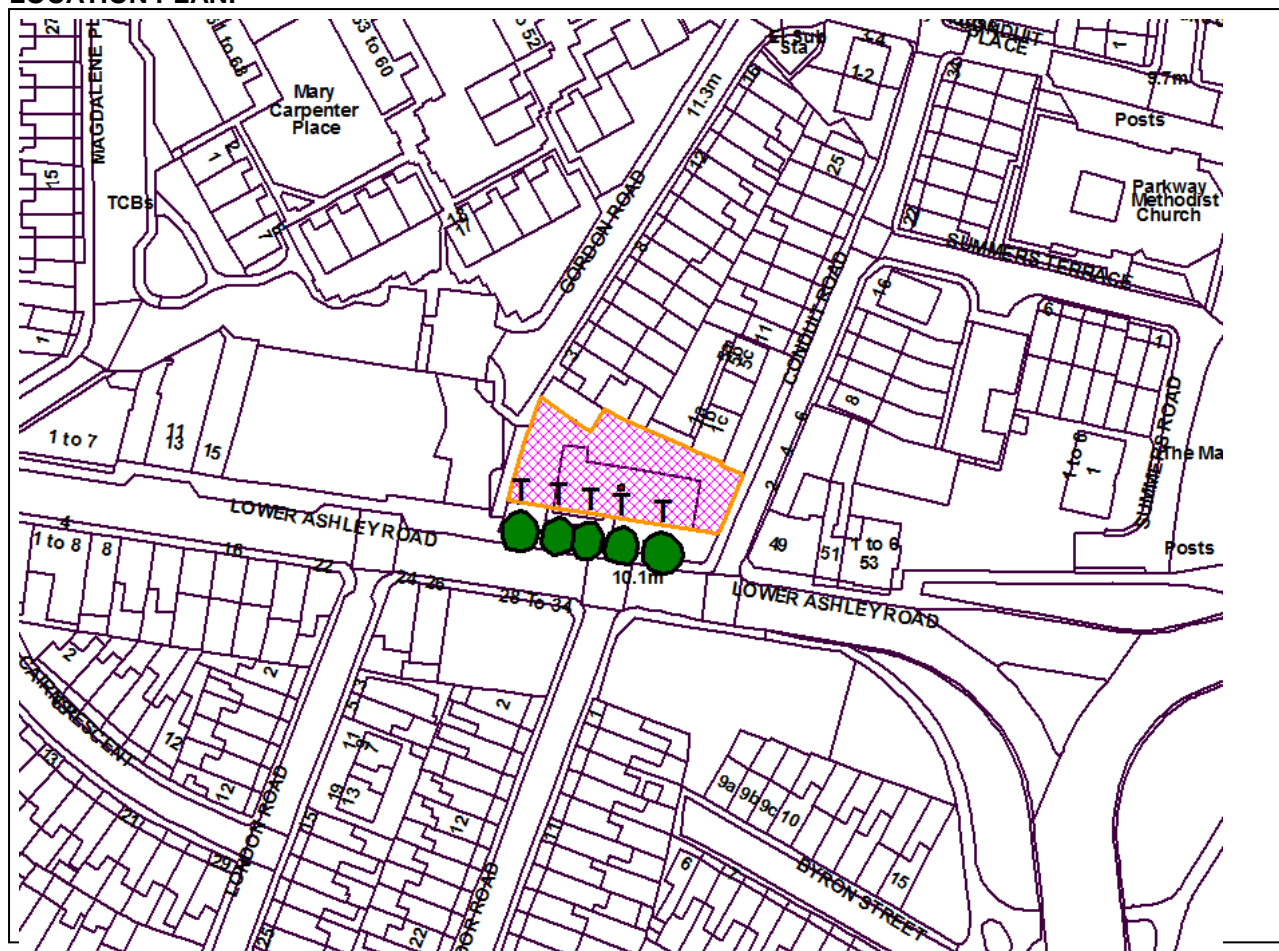
**RECOMMENDATION:** APPROVAL subject to (A) Removal of the objection from the Environment Agency & (B) GRANT subject to Planning Agreement & conditions

**AGENT:** Dewar Planning Associates

**APPLICANT:** Clayewater Homes Ltd  
Lower Roleston  
Harracott  
Barnstaple  
EX31 3JF

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

### LOCATION PLAN:



**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ****SUMMARY**

The application is for 28 residential units incorporating 40% affordable housing with 2 off-street parking spaces.

The application site has a lengthy planning history and benefits from extant permission for redevelopment for a 3-storey building (with third floor within the roof space) for mixed use offices / student accommodation and no parking. This extant permission (outline permission 15/05530/P and reserved matters permission 18/05532/M) is a material consideration in the determination of the current application.

The extant permission included the removal of 5 Norway Maple trees along the site frontage in order to realise the other planning benefits of bringing the site forward for redevelopment. 2 of these trees have now been felled. A financial contribution has been paid and already partly allocated for expenditure for replacement tree planting (within Bristol City Council land) within the local area as mitigation for the removal of these trees. No further planning permission is required to enable the removal of these trees, however the local planning authority agreed with the site owner that they retain the remaining trees pending the outcome of the current application, in recognition of the sensitivity of the matter publicly. Following a dispute being raised regarding land ownership, the Council has reviewed the land ownership query and confirmed that the trees are not within its ownership.

The proposal has been amended during the course of the application and further publicity and consultation carried out. At the time of writing, significant public objection has been received to the proposals (81 objections) on the grounds of the following key issues: loss of trees, parking, scale and design, impact on residential amenity of existing residents, air quality and flood risk.

The key considerations for the application are the tree considerations, loss of employment land, housing provision, transport, flood risk, urban design, sustainability considerations and amenity matters including air quality. These matters are covered in full below.

Officers are recommending approval of the application subject to planning legal agreement and conditions and subject to the objection received by the Environment Agency on flood risk grounds being addressed.

**SITE DESCRIPTION**

The application site comprises a single-storey building, car parking and grounds on the north side of Lower Ashley Road, currently vacant and partly demolished. The last permanent use of the building was as offices, a more recent temporary use has included a hand car wash within the car park.

Lower Ashley Road is a busy major vehicle route (B-road) through the city centre, leading to M32 Junction 3 less than 100m from the site. Vehicular access to the site is from Gordon Road. Temporary vehicular access to the car wash use was from Lower Ashley Road. A public footpath (adopted) runs along the western boundary of the site providing a pedestrian and cycle link between Lower Ashley Road and Gordon Road.

The building has been the subject of recent demolition work, which at the time of writing, was partially completed but ceased. The 'Planning History' section below refers. The site is secured by temporary hoardings/ fencing.

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**

To the Lower Ashley Road frontage of the site is a grassed area of landscaping containing tree planting, with a paved footpath leading to the building entrance. There originally existed 5 no. Norway Maple trees (3 green, 2 purple) covered by a Tree Preservation Order (reference 941) within this landscaped area.

At the time of writing, 3 of these trees remain, the others having been removed or partially removed by the site land owner. There has been extensive discussion between the Council and local stakeholder parties regarding the ownership of the land on which the trees stood/ stand- see summary below within Key Issue A- 'Arboriculture/ Tree Considerations'.

The predominant surrounding land use is residential use, with some commercial ground floor uses opposite across Lower Ashley Road. The plot of land to the west of the site, fronting Lower Ashley Road, is currently vacant and fenced by hoardings but has planning permission for redevelopment for housing (refer to 'Planning History' section). The site opposite at the junction of Lower Ashley Road and Tudor Road has also been granted planning permission for residential redevelopment and is currently undergoing development.

The site is not within a designated Conservation Area, but is located within the Ashley Road/Grosvenor Road Local Centre. The site lies just outside the Bristol Central Area Plan boundary (which runs along Lower Ashley Road) and is within an area of low risk in terms of coal mining.

The site lies immediately to the north of the St Paul's Residents' Parking Scheme (RPS) and approximately 150m east of the Montpelier RPS.

**RELEVANT PLANNING HISTORY**

There is an extensive planning history on this site, which forms a material consideration in the consideration of this application. These applications are listed below in chronological order, with most recent first. Also listed are the relevant applications at the adjacent 17-29 Lower Ashley Road site.

- Prior approval application ref. 20/00232/N- Application for prior notification of proposed demolition of the main building. PRIOR APPROVAL NOT REQUIRED – Decision issued 14<sup>th</sup> February 2020.

In brief, this decision was reached as the site already benefits from planning permission including demolition; therefore according to the relevant legislation, prior approval for separate demolition cannot be given in addition.

- Reserved matters planning application ref. 18/05532/M- Reserved Matters application in relation to landscaping and appearance, pursuant to outline planning approval 15/05530/P - Outline planning application for proposed removal of existing single storey office building and provision of four storey mixed used development, comprising office areas to ground floor and student accommodation above. GRANTED on 1st May 2019 subject to conditions. The permission must be implemented within 2 years of 1<sup>st</sup> May 2019.
- Full planning application ref. 18/00560/F- Demolition of existing building and proposed construction of 78-bed student accommodation with ancillary facilities. WITHDRAWN on 15 May 2018 following officer concerns.
- Outline planning application ref. 15/05530/P- Outline planning application for proposed removal of existing single storey office building and provision of four storey mixed used development, comprising office areas to ground floor and student accommodation above. (Major application) GRANTED subject to conditions 5 February 2016.

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**

- Outline Planning application ref. 15/00863/P for "Outline planning application for the proposal to remove an existing single storey office building and provision of four storey mixed used development comprising office areas to ground floor and student accommodation above. (Approval being sought for Access, Layout and Scale)" was WITHDRAWN on 28 September 2015 in response to officer concerns.
- Pre-application enquiry ref. 14/04101/PREAPP for "Demolition of redundant building and erection of 4-5 storey structure for residential and/or student accommodation with the possibility of the inclusion for office or retail space at ground floor level"
- Reserved matters planning application ref. 10/01590/M for "Reserved matters application further to outline approval ref. 06/04740/P for approval of soft and hard landscaping to the front and rear of the proposed development" was GRANTED on 8 June 2010
- Outline planning application ref. 06/04740/P for "Outline application for the erection of combined three/four storey building accommodating 24 flats with basement car/cycle parking accessed off Conduit Road and 420 square metres of office floorspace (Use Class B1) with ground floor cycle parking accessed off Gordon Road" was GRANTED on 23 April 2007
- Full planning application ref.05/04471/F for "Erection of combined three/five/six storey building accommodating 24 flats with basement car/cycle parking accessed off Conduit Road, and 260 square metres of office floorspace (Use Class B1) with ground floor car/cycle parking accessed off Gordon Road" was REFUSED on 20 January 2006.

**17-29 Lower Ashley Road (the Yard Arts site) relevant planning history:**

Planning application ref. 18/06646/F- Construction of a 4 storey block of flats to provide 31 units, including affordable housing, with associated parking and amenity space (Major). GRANTED subject to s106 Agreement 29<sup>th</sup> January 2020.

Planning application ref. 17/01898/F- Construction of a 4 storey block of flats to provide 37 units including appropriate level of affordable housing with associated parking and amenity space. (MAJOR). REFUSED (Committee decision- 21 June 2018) on the following grounds (summarised):

1. Harmful impact on residential amenity;
2. Design;
3. Loss of trees;
4. Affordable housing provision;

**APPLICATION**

This application follows a previous permission for outline permission in 2016 (see above) for offices and student accommodation and reserved matters permission for minor aspects of that same development (appearance and landscaping) granted in May 2019. This permission established a number of fundamental principles for the development of the site including: removal of the existing TPO trees along the frontage, footprint and scale of the development and zero-parking on the site.

The outline planning permission included the removal of 5 maple trees within the application site along the street frontage. The outline application's supporting documents included a Unilateral Undertaking committing to a financial contribution for 3 street trees and 17 open-ground trees (total of £22,965.21) payable to the Council upon commencement of the development in order to provide replacement planting either on-street or in public open space within a one mile radius of the application site. Tree matters are covered in further detail at Key Issue (A) below.

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The current application was submitted in May 2019 and since that time, officers have engaged with the applicant to negotiate improvements to the scheme in order to seek to address all relevant planning policies. A revised scheme was submitted in April/ May 2020.

The differences between the schemes are outlined in Table 1 below:

Table 1

	<b>May 2019 scheme</b>	<b>April 2020 scheme</b>
<b>No. of units</b>	31	28
<b>Net internal area</b>	1932.1 sqm	1680.4sqm
<b>Mix of units</b>	14 x 1-bed, 17 x 2-bed	14 x 1-bed, 14 x 2-bed
<b>Amount of affordable housing</b>	40%	40%
<b>Amount of parking</b>	0 spaces	2 spaces
<b>Maple tree retention</b>	Not retained	Not retained

A letter from the proposed end-user registered housing provider Live West has been submitted (see Affordable Housing Statement) confirming that it would be their intention to deliver the remaining 60% of homes as extra-to-policy affordable housing (i.e. 100%). This element would be outside of the planning application process based on grant funding.

The proposed housing mix of the current proposal is:

- 1 bed 2 person (1B2P) - 14 units
- 2 bed 3 person (2B3P) - 5 units
- 2 bed 4 person (2B4P) – 9 units

The proposal is for a 4-storey block of accommodation with some outside space to the rear (North).

2 parking spaces are provided with access via the existing access from Gordon Road including one accessible disabled bay. The proposed refuse store is accessed from Gordon Road.

Cycle parking is proposed within the basement (24 no. double racks and 4 no. Sheffield stands), with lift access. A plant room is located at ground floor level, opening onto the alleyway/ lane linking Lower Ashley Road and Gordon Road.

Please note that the red line boundary has been changed during the course of the application to include the plot of land known as '2 Gordon Road' (immediately adjacent to 3 Gordon Road). The application proposal would also include the adoption of a strip of the site along its western boundary, to widen the Gordon Road to Lower Ashley Road public footpath.

## PRE-APPLICATION COMMUNITY INVOLVEMENT

The submitted Community Involvement Statement (CIS) sets out that pre-application engagement with the LPA took place and that public consultation took place in April 2019 with letters sent to over 100 neighbours and St Paul's Planning Group. A meeting was held on site with that group to discuss the proposals and following the meeting, changes were made to remove the proposed parking element (originally 10 spaces were proposed) as had been sought by the group.

In the opinion of officers, the submitted CIS is brief and doesn't fully outline the nature of responses received and any outcomes associated with these responses. However, full consultation has been undertaken through the application process and the issues raised by third parties as representations have been reviewed in detail and are taken into account in the consideration of the application as material planning considerations.

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ****RESPONSE TO PUBLICITY AND CONSULTATION**

Public consultation was carried out on the application via letters to neighbouring residents in May 2019, July 2019 and site notice/ press notice in May/ June 2019.

At the time of writing, 68 contributors have made representations to the original application with 65 objections, 1 in support and 2 general representations received.

Following submission of a revised proposal, further direct neighbour consultation (via letter/ email, which included all contributors to the application to date) was carried out, with an expiry date of 23<sup>rd</sup> June 2020. A further site notice was carried out in June 2020 as an additional measure, though this is not a statutory consultation requirement. Therefore while the expiry date falls after the Committee meeting date, it was considered by officers to be beneficial and worthwhile to provide additional notification in this way.

At the time of writing there have been a total of 84 representations received to the both the original and revised scheme, with 81 objections, 1 support and 2 general representations. A summary of all comments received is set out below and any additional comments will be summarised on the Committee amendment sheet.

**Objections**

- Inaccurate information submitted (public rights of way, trees, letters cited not made available);
- Loss/ damage of 5 mature trees subject to a Tree Preservation Order (TPO);
  - o The trees are street-trees outside the ownership boundary of the property;
  - o Previous decision allowing loss of trees is invalid as Arboriculture Consultant did not inform the case officer that the trees were the subject of a TPO;
  - o The Arboriculture Consultant's report states that "the extent and frequency of tree reduction necessary to retain these trees would quickly destroy any amenity value that the trees possess"- this is queried;
  - o Climate change/ shading/ wildlife/ surface water flooding impacts;
  - o Air quality and noise impacts;
  - o Character of neighbourhood/ amenity value impact;
  - o New tree planting would not compensate as these are mature trees to be lost;
  - o Application should be landscape-led and incorporate the trees;
- Overdevelopment and excessive height and enclosure/ impact on character of Lower Ashley Road and residential amenity of existing residents. A two-storey building would be preferable;
- Lack of parking spaces:
  - o Combined with other local development/ commuter parking and lack of public transport).
  - o The Brooks site was required to provide one parking space on-site per dwelling.

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- The argument that those in affordable housing schemes cannot afford cars is untrue.
- The existing parking congestion leads to highway safety issues for motorists, pedestrians and emergency vehicles;
- There is no residents parking zone in this location to restrict parking;
- Impact on congestion;
- Impact on residential amenity: overshadowing, loss of light to rooms and gardens, loss of privacy to existing residents (Gordon Road) and accuracy of modelling. Conflict with residents 'Right to Light' and impact on re-sale value \*;
- Wellbeing of future residents (pollution);
- Failure to acknowledge significant risk of flooding
- Construction operation impact on traffic/ noise;\*

\*Note- Issues of 'right to light', impact on re-sale value and construction traffic/ noise are not planning considerations.

*Montpelier Conservation Group* object to the application- see full comment below.

*Bristol Civic Society* object to the application- see full comment below.

*Bristol Tree Forum* object to the application- see full comment below.

**Support**

- Objection to student housing, support for affordable homes;
- Proposal is in line with scale of other development in the area;

**General Representations**

- Bristol Tree Forum wishes to know the details for commenting on the application \*\*\* Check-further response received directly?

*Montpelier Conservation Group* objection (on initial proposal- 9 July 2019):

*"We write with our objections to the above application, which is for "Construction of a 4-storey block of flats to provide 31 units of residential accommodation including affordable housing, cycle parking, refuse storage and amenity space".*

- *This site is currently occupied by an unused single-storey office building.*
- *We would welcome an appropriate redevelopment of the site, but we object to this proposal, as we also objected to a number of past applications for this site.*
- *There is an existing planning consent for student accommodation on the site (15/05530/P & 18/05532/M). The succession of planning applications that led to this consent (05/04471/F – refused; 06/04740/P – granted but lapsed; 15/00863/P – withdrawn) serve to demonstrate what is an appropriate form and scale for any new building on this site.*
- *These applications progressed from overscale monolithic blocks to a development which*

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**

*echoed the form and scale of the terraced buildings which previously occupied the site. This not only respects the existing streetscape but also allows a high density of occupation without overbearing the smaller scale residential streets to the north of the site.*

- *The building currently proposed would be of inappropriate design and excessive scale and massing. It would be dominant and overbearing not only on Lower Ashley Road but also to the residential streets to the north of the site.*
- *It would stand alone on Lower Ashley Road, and would not relate to its context in scale, form or appearance.*
- *The horizontal emphasis of the facade would not be disguised by the stone panels on the upper floors, and would conflict with the vertical rhythms of the street.*
- *The proposed building would occupy almost all of the site, and the large footprint is carried up through the four storeys, creating an overbearing massing and offering virtually no private or communal amenity space.*
- *The applicants claim that their proposal is informed by the case officer's comments on a Pre-Application submission. These comments included:*

*"A high quality scheme that takes into account the local context and which makes a positive contribution to local distinctiveness is required. Unfortunately the current proposal falls short in design terms in this respect. The scheme is larger than the extant permission and this raises serious concerns in terms of design and residential amenity that would need to be addressed. However, officers are of the view that these matters can be addressed through further discussion.*

- *Of particular concern is the loss of the existing trees on site, albeit previously permitted, and officers would wish to explore whether options exist to now facilitate their retention given their high value to the street scene and local area."*
- *As we have shown above, the full planning application does not meet these key Pre-Application concerns.*
- *We recognise that both previous and current planning consents allow for the removal of the street trees. We have objected to this aspect of each of the past applications and maintain our stance now. We deplore the recent attempt to remove the trees, particularly as it was carried out under an application that is clearly not going to be otherwise progressed.*
- *Lower Ashley Road is a very busy route for traffic travelling between the north and west of the city and the M32 and Easton Way. There are high levels of traffic pollution and noise. Any development of this site must take this into account. At present the street trees in front of the site mitigate these problems and their loss would be damaging to the health and amenity of existing residents. We do not agree that these trees are inappropriate, rather they contribute positively to the present character of this part of Lower Ashley Road.*
- *Planting replacement trees elsewhere, even nearby, would not restore the beneficial effects the trees provide in their current position and we object to their proposed removal.*
- *The public benefit of the trees indicates that a development in the form of the currently consented scheme but set a little further back in the site would not create significant additional harm and would allow the trees to be retained.*

*We object to this application and ask for it to be refused."*

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ***Bristol Civic Society objection:*

*“Bristol Civic Society acknowledges with appreciation the opportunity the applicants gave it to comment on pre-application drawings. We submitted a number of concerns to the applicants and those concerns remain. The Society does not support this proposal for the reasons stated below.*

*The Society wishes to see this site redeveloped and would support residential development. We are also supportive of the Council's drive to increase the supply of affordable housing in Bristol and the policies it has adopted to implement this. However, we do have a number of concerns about this initial proposal.*

*The site lies just outside the Montpelier Conservation Area. It forms part of an extensive, dense housing development of the second half of the 19th Century. Local buildings and materials should inform the design if the development is to contribute positively to the area's character and to reinforce local distinctiveness.*

*The Lower Ashley Road elevation is divided into two large blocks which do not accommodate the fall in the contour to the east. The Society suggests it would improve the articulation of the elevation if the vertical divisions were smaller to reflect the original plot sizes. Smaller divisions would complement the plot composition of the nearby traditional properties to reinforce the area's distinctiveness. There is an awkward step-down to the house on the opposite side of Conduit Street.*

*The fenestration is developed horizontally. The Lower Ashley Road elevation should be informed by the abundant local vernacular which has a vertical emphasis.*

*The Society suggests that it would improve the design if the ground floor flats front doors opened onto the pavement. The modification would reflect the composition of the traditional properties on the south side of Lower Ashley Road and improve passive surveillance. This modification could not be wholly achieved with your present proposal because part of the Lower Ashley Road elevation and the return Gordon Road elevation are the blank walls of a car park screen.*

*The Society recognises the attempt to articulate the roof line but the proposal does not respond to its architectural context. The Society would welcome an architectural feature that incorporates photo-voltaic panels to signal the development's energy sustainable ambition and to add interest to the roofscape.*

*There is only a small amount of amenity space shown for a development of 28 flats. In the absence of this, we would like to see the provision of more balconies or, at least Juliet balconies, to provide residents with some access to the open air.*

*There are a number of mature trees on the site and we trust the Council will ensure their protection or suitable replacement.*

*In conclusion, the proposal would be harmful to the street scene and would produce a living environment for future residents with sparse amenity space internally or externally.”*

*Bristol Tree Forum objection- 23 July 2019*

*Bristol Tree Forum opposes this planning application as the trees concerned are protected by Tree Preservation Orders (a fact not mentioned by the developer) and the site could be developed with the trees still present. We have valued the trees at £244,919.*

*Local residents are strongly opposed to the removal of the trees as they offer a pleasing relief to an otherwise highly developed and much-used urban space, and mitigate against the heavy pollution along this road. In addition, the Council and the Mayor (via the One City Plan) have endorsed a*

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**

*commitment to doubling Bristol's tree canopy by 2046. Cutting down large trees such as these is no way to achieve that policy aim. Also, the government's 25-year environment plan requires developers to demonstrate planning gain – especially environmental gain. Removing these trees and planting just two (as is proposed) in their place cannot achieve this.*

*A pending planning application (18/06646/F) has been made for relating to the immediately adjacent property at Nos. 17-29 Lower Ashley Road for a very similar building to the one applied for in this application. This should be taken into account when considering this application. [NB Officer note-application 18/06646/F has now approved].*

*In addition, we have several comments to make on the "Arboricultural Statement, Revised July 2019" (the Report). Beyond some new introductory text which does not appear to have been written by an arboriculturalist, the report itself has not been substantially revised from that used in the previous Planning Application, **15/05530/P** made in July and August 2015 and revised in January 2016. The Report is out-of-date, no longer valid, and has errors and omissions as detailed below:*

- 1. The Report fails to mention that the trees in question are protected with Tree Preservation Orders (TPO number 941).*
- 2. The Report is out of date and no longer valid. Section 4.3 states that "the condition survey and any recommendations given are valid for a period not exceeding one calendar year from the date of issue of this report". The report is dated 20 January 2016. We understand that in the light of recent events, the developer was asked to provide a new arboricultural report in line with the material in the new planning application. This has not been done.*
- 3. The Report fails to mention that three trees have been hacked to various degrees in July 2019 by operatives with no professional expertise and no concerns for Health and Safety*
- 4. The Indian bean trees on the neighbouring site no longer exist, having been cut down some time last year following the refusal of Planning Application **17/01898/F** made in respect of the adjacent property at Nos. 17-29 Lower Ashley Road. This is not mentioned. Instead the Report recommends that their "crowns will require some cutting back".*
- 5. We do not believe that the supposed problems with canopy cover and loss of light into the new building are insurmountable. A quick walk along many residential roads in Bristol will show many trees in close proximity to buildings where they enhance the houses as they would do here.*
- 6. In addition, it would be possible to design foundations (e.g. screw pile foundations) which would allow the building to be constructed without interfering with the root system of these trees.*
- 7. The report does not include measurements of the trees save for giving a range of between 375 to 540 cm for the five Maples. In any event, these measurements, taken more than three years ago, are now incorrect. In July 2019 we measured the DBH of the trees and calculated the **BTRS** replacement trees that would be required as 21, not the 19 advised in the report.*
- 8. The Report contains a generalised tree bibliography, but it is not clear whether the author has referred to any of the items in the bibliography when writing the report.*
- 9. We have valued the trees using **CAVAT** (Community Asset Valuation of Amenity Trees – full method) at a total of £244,919, so these trees have substantial amenity value which will not be replaced for many years, even if the 21 BTRS replacements are ever planted. If these replacement trees are valued then, using the same CAVAT criteria used for the current trees, they would be worth just £11,197 when planted, a loss of £233,722 of the current amenity value, a useful proxy for calculating planning gain.*

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ***These are our BTRS and CAVAT calculations.**Bristol Tree Forum**23 July 2019***COUNCILLOR REFERRAL**

The application has been referred to Committee by Ward Member Councillor Davies in the event that the proposal is recommended for refusal by officers on the grounds that the proposed development will provide affordable homes that are much needed in this area and that the scheme has their full support. Date- 22 May 2019.

**OTHER COMMENTS**

**The Affordable Housing Delivery Team** has commented in support of the application. Refer to Key Issue (C) for detail.

**The City Design Group** does not object to the application- see Key Issue (F) for full discussion.

**Transport Development Management** object to the proposal on the grounds of lack of parking- see Key Issue (E) for further details.

**Bristol Waste** has commented on the application- see Key Issue (E) for detail.

**The Air Quality Management Team** objects to the application. Key Issue (J) refers in detail.

**The Flood Risk Management Team** has commented on drainage matters and seeks a Sustainable Drainage Strategy. This can be conditioned.

**The Environment Agency** has objected to the application- see Key Issue (D) for details.

**The Arboriculture Officer** has commented as follows – the ‘potential for future street tree planting’ shown on the Proposed Landscape Plan is queried as this cannot be guaranteed and should be omitted from the plans. Further details are required of the raised planting on Conduit Road, which should take place in the soil rather than raised planters to maximise survival. Tree planting should take place within the landscaped strip shown within the proposed site along Lower Ashley Road- an example of a small tree species with a very narrow form that can be managed away from the building and the pavement has been suggested. See Key Issue (A) for full tree considerations.

**The Sustainable City Team** has raised a number of questions/ concerns regarding the submitted Energy Statement. See Key Issue (H) for detail.

**Contaminated Land (Public Protection) Officer** does not object to the proposals subject to conditions. Key Issue (J) refers.

**Police Crime Reduction Officer** does not object to the proposal subject to conditions. See Key Issue (F) for details.

**Avon Fire and Rescue Service** were consulted on 23<sup>rd</sup> May 2019. No response has been received.

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ****EQUALITIES ASSESSMENT**

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. 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.

**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 Park Neighbourhood Development Plan 2019.

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) ARBORICULTURE/ TREE CONSIDERATIONS**

This matter is addressed first within the report on the basis of the significant local objection received to the loss of the trees on the site for the reasons set out above- see 'Response to Publicity and Consultation'. An objection from the Bristol Tree Forum has also been received- see full comment above.

An objection has been received that the application details state that there are no trees (and therefore tree removals proposed) on the site and that this is misleading. The Bristol Tree Forum (BTF) objection states that the submitted Arboricultural Statement, Revised July 2019 has not been substantially revised from that used in planning application 15/05530/P made in July 2015/ revised January 2016. The report is out-of-date, no longer valid, and has errors and omissions as set out in full in the BTF objection and summarised here. The report:-

- Fails to mention the Tree Preservation Order;
- Is out-of-date;
- Fails to mention works to/ removal of trees on the site;
- Omits that the Indian bean trees on the neighbouring site no longer exist, having been cut down some time last year.
- The supposed problems with canopy cover and loss of light into the new building are not insurmountable. It would be possible to design foundations (e.g. screw pile foundations) which would allow the building to be constructed without interfering with the root system of these trees.
- The report does not include measurements of the trees save for giving a range of between 375 to 540 cm for the five Maples. In any event, these measurements, taken more than three years ago, are now incorrect. In July 2019 we measured the DBH of the trees and calculated the **BTRS** replacement trees that would be required as 21, not the 19 advised in the report.
- We have valued the trees using **CAVAT** (Community Asset Valuation of Amenity Trees – full

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method) at a total of £244,919, so these trees have substantial amenity value which will not be replaced for many years, even if the 21 BTRS replacements are ever planted.

A review of the submitted documents indicates that the application form is incorrect as it states that the proposal does not involve tree removal. Officers are satisfied that despite the error on the application form, that the remainder of the application information covers this matter and that this has not prejudiced the ability of third parties to comment on the application. The Design and Access Statement and Arboriculture Statement reference the trees, the Tree Preservation Order and existing permission for their removal.

While the BTF objection is noted; given that permission has already been granted for the removal of the trees, these matters are not material to the application. A financial contribution for the replacement of the trees has already been paid (and partly allocated for expenditure) in relation to application 15/05330/P and it would not be reasonable to seek a further contribution for this again. That the Indian bean trees have already been removed has been taken into account in the consideration of the application.

*Land ownership*

Although land ownership is not a planning consideration, for background information it can be advised that a dispute was raised by third parties regarding the ownership of the land on which the 5 maple trees stand/ stood, arguing that the trees were on Council land and not on the land owner's. However, the Council has reviewed the land ownership query and concluded that the trees are not within its ownership.

*Extant planning permission*

Extant planning permission exists (18/05532/M-Reserved Matters and 15/05530/P- Outline consent) for the demolition of the existing building on the site and redevelopment for student accommodation, including the removal of all 5 existing trees along the site frontage. This was subject to a financial planning contribution to compensate for and provide replacement trees planting within the vicinity of the site, which has been paid and already partly allocated for expenditure on replacement planting within Bristol City Council land within 1 mile of the site.

The Local Planning Authority (LPA) agreed with the land owner that they not remove any trees pending the determination of the current application as acknowledgement of the sensitivity of the matter. Although tree removal was undertaken of 2 of the trees contrary to that agreement, the removal of the trees was carried out in accordance with the extant planning permission.

The extant permission is a material planning consideration and can be implemented at the current time without a requirement for further planning permission.

*Changes in policy/circumstances*

The fact that extant permission exists for the removal of the trees is a material consideration in the determination of the current application. A different decision to that taken in respect of the extant permission could only be justified on the current application if it is demonstrated that there has been a change in circumstances or policy since the time of that decision.

Officers do not consider that circumstances (e.g. pertaining to the site specifics) have changed.

In terms of policy/ legislation/ guidance, the National Planning Policy Framework (NPPF) was updated in 2019 and the National Planning Practice Guidance (PPG) is updated on an ongoing basis. The updated NPPF continues to highlight that planning decisions should take account of the value of existing trees, minimise impacts on and provide net gains for biodiversity and helping to improve local

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environmental conditions such as air quality. The PPG recognises the value of green infrastructure (including trees) in promoting healthy communities and well-being.

The Bristol Core Strategy was adopted in 2011 and the Site Allocation and Development Management Policies in 2014 and therefore local planning policy remains the same as at the determination of the extant permission in 2016 (15/05530/P).

Policy BCS9 of the Bristol Core Strategy states that individual green assets [including trees] should be retained wherever possible and integrated into new development. Loss of green infrastructure will only be acceptable where it is allowed for as part of an adopted Development Plan Document or is necessary, on balance, to achieve the policy aims of the Core Strategy. Appropriate mitigation of the lost green infrastructure assets will be required. Development should incorporate new and/ or enhanced green infrastructure of an appropriate type/ standard and size.

Policies DM15 and DM17 of the Site Allocations and Development Management Policies Document (SADMP) support this objective and Policy DM17 sets out the standard for compensatory tree planting where tree loss is essential to allow for appropriate development.

Bristol has declared a climate and ecological emergency in recent months, as well as other measures such as a Clean Air Zone for parts of the city. The 'One Tree per Child' scheme has existed for some time prior to the grant of the extant outline permission.

In summary, it is the view of your officers that the policy changes have not been so significant as to justify a different decision being taken as to the retention of the trees, although it is for Members to determine the weight to be given to such policies in considering the balance of planning issues and in light of the climate/ ecological declaration.

However, that the extant permission can be implemented is a material consideration that must also be weighed in the balance, as well as any other planning benefits that the current scheme may offer compared to the extant permission (and 'fall-back' position).

#### *Tree retention/ replanting*

At the pre-application stage, even taking into account the extant permission, officers sought for the applicant to consider the retention of the trees within the site and that the scheme be designed around the trees.

The applicant advised that pursuing this option would lead to a reduction of the amount of accommodation achieved on this tightly constrained site and would threaten scheme viability and therefore delivery. Given that the scheme offers a policy compliant level of affordable housing, the application has not been the subject of viability assessment; scheme viability has not been tested. Taking into account the many other site constraints to be accommodated by a redevelopment scheme and space available, officers consider that it is reasonable to expect that this would be the case.

Officers concluded that continuing to seek retention of the trees would be unreasonable given the extant permission and that a scheme involving replacement tree planting should be pursued.

In terms of replanting, three trees are proposed to be planted on Conduit Road within the application site. The Arboriculture Officer has advised that prior discussions have revealed that planting street trees within the pavement outside the site isn't likely to be possible due to space constraints and visibility considerations relating to the highway crossing. However, replanting very small and fastigate species of trees (with a columnar form) within the set-back space at the western end of the site may be possible with the implementation of specially-designed tree pits and should be explored. A condition to seek further consideration of this option is recommended, should Members be minded to grant permission. Further conditions relating to securing the proposed Landscape plan and tree

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maintenance would be sought.

**(B) LOSS OF EMPLOYMENT LAND**

The application property was last in use for employment use, with a floor area of 260sqm.

Bristol Local Plan Policies BCS8 and DM12 require the retention of employment land where it makes a valuable contribution to the economy and employment opportunities, unless it can be demonstrated that at least one of the specified criteria is met. In this case, the most relevant is if there is any demand for employment use on the site.

Loss of some employment land from this site was established under the extant outline/ reserved matters permission (18/05532/M and 15/05530/P), which resulted in a reduction in employment land space on the site from 260sqm to 183sqm of floorspace in the form of two ground floor level commercial units.

The current proposal would result in the full loss of employment floorspace from the site. The submitted Economic and Marketing Statement for the application sets out that the site has been vacant for many years and that the fact that previous permissions have not been taken forward demonstrates a lack of interest in a mixed-use proposal. No recent marketing evidence has been submitted with the application. It argues that the proposal for affordable and market housing would contribute to meeting the city's identified housing need.

Despite the lack of marketing evidence presented, taking into account all considerations, including period of vacancy, location and nature of the site, previous planning history and the proposed policy-compliant affordable housing provision; it is the view of officers that the loss of employment land would be acceptable.

The site is within a predominantly residential area and therefore a wholly residential use would be acceptable within this context. It is also within an accessible location within the Ashley Road/ Grosvenor Road local centre and along access routes into the city centre.

**(C) HOUSING AND AFFORDABLE HOUSING PROVISION OBJECTIVES**

The proposal would provide residential accommodation on a brownfield site in need of regeneration and would meet policy objectives to make more efficient use of land in a location close to an existing centre (the city centre). As a windfall site, it would provide housing over include policy compliant affordable housing provision.

*Policy*

Section 5 of the NPPF (2019) reflects the need to significantly boost the supply of housing and to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

Policy BCS17 seeks provision of 40% affordable housing within Inner East Bristol and states that residential developments should provide a mix of affordable housing units and contribute to the creation of mixed, balanced and inclusive communities. The tenure, size and type of affordable units will reflect identified needs, site suitability and economic viability.

Policy BSC18 of the adopted Core Strategy reflects this guidance and 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", with reference to the

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evidence provided by the Strategic Housing Market Assessment. It also notes that 'developments should contribute to a mix of housing types and avoid excessive concentrations of one particular type'. The policy wording states that development 'should aim to' contribute to the diversity of housing in the local area and help to redress any housing imbalance that exists.

Bristol comprises a diverse range of residential neighbourhoods with significant variations in housing type, tenure, size, character and quality. A wide range of factors influence the housing needs and demands of neighbourhoods. Such factors include demographic trends, housing supply, economic conditions and market operation. The inter-relationship between these and other factors is often complex and dynamic. In the circumstances, housing requirements will differ greatly across the city and will be subject to change over time. With this in mind an overly prescriptive approach to housing mix would not be appropriate. However, it has been possible to identify broad housing issues that are applicable to many neighbourhoods.

Analysis of the city's general housing needs and demands has identified a number of indicative requirements for each of 6 city zones. The zones reflect sub-market areas used in the Strategic Housing Market Assessment (SHMA). The intention is to provide a strategic steer for all sizes of residential scheme within each zone. A local area-based assessment is required to assess the development's contribution to housing mix as a smaller scale will not provide a proper understanding of the mix of that area; a larger scale may conceal localised housing imbalances. As a guide the neighbourhood is defined as an area equivalent to the size of a Census Lower Level Super Output Area (average of 1,500 residents).

*Census Analysis*

The application site is located within the St Agnes LSOA within Ashley Ward. A picture of the proportion of different residential accommodation types in the LSOA can be obtained by assessing the 2011 Census data. The St Agnes (LSOA) has a proportion of flats to houses at 22% flats and 60% houses, whereas in Ashley Ward the proportion is 51% flats and 49% houses.

Overall, the above census data would lead to the conclusion that in this instance, there is an imbalance between flats and houses within the LSOA and that there is more of a need for flatted accommodation. The proportion of 1 and 2-bedroom dwellings for the LSOA (67%) is higher than the city and national figure (45%) and the proportion of larger units (3-bedroom and above) is generally lower (33%). The statistics for gross dwelling completions 2006-2015 (excluding conversions) shows that 85% of completions were flats, with 53% of all completions being 2-bedroom dwellings, 30% 1-bedroom dwellings and the remainder 3-bedroom or over. No affordable dwellings were completed within that period.

The proportion of owner occupied, social rented and private rented accommodation is fairly evenly split within the LSOA and Ashley ward compared to the city and England & Wales statistics, showing a lower rate of home ownership.

The proposal to construct a building containing 28 flats is therefore considered acceptable in relation to the creation of a mixed and balanced community in this instance. However this is subject to the development achieving acceptable standard in terms of the living accommodation provided and overall design. These matters are set out below.

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2011 CENSUS STATISTICS (%)				
	ST AGNES	ASHLEY	CITY	ENGLAND & WALES
Houses	60	49	66	78
Flats etc.	22	51	34	22
Owned	32	39	55	64
Social rent	35	26	20	18
Private rent	32	34	24	17
1bed	28	28	17	12
2bed	39	32	28	28
3bed	24	21	41	42
4 bed	7	12	10	14
5 + bed	2	7	5	5

*Housing Mix*

Policy BCS18 states that all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities. BCS18 states that residential development should provide sufficient space for everyday activities and to enable the flexibility and adaptability by meeting appropriate space standards.

The proposed housing mix (dwelling size is as follows): 14 x 1-bed, 14 x 2-bed flats.  
40% affordable housing with the potential to increase to 100% affordable housing through grant.

The Housing Delivery Team (HDT) has commented that in their view, the proposed mix can be accommodated in this area with significantly altering the overall mix of housing in the Ashley Ward, although in the St Pauls area, as in Supplementary Planning Document (SPD) 10, there is a greater demand for more family type housing. They go on to highlight that there are currently approximately 12,000 households registered on Home Choice Bristol lettings system currently reflecting a high demand for smaller accommodation, as demonstrated by the bids placed on such smaller properties.

The HDT states that the scheme provides no family-sized accommodation and could be mono-tenure towards Social Housing would be in conflict with the objectives of the St Pauls SPD10. However, it must be noted that approval was given previously for a high-rise student accommodation to be constructed on this site. As well as the unsuitableness of this site for family accommodation, the financial viability of developing this site for residential development is predicated on a flatted scheme with an optimum number of flats.

The HDT outlines that landlords will be required to agree a lettings plans with the 'Home Choice Bristol Team' in order to seek to create a mixed and balanced community through the allocation process. Full details are set out within the HDT's full comments, available online.

*Summary*

Officers are of the view that the proposed scheme provides an appropriate mix of housing subject to planning obligations and conditions to secure the details.

The full details of the affordable housing provision should be secured through a legal agreement and conditions should Members be minded to approve the application.

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Core Strategy Policy BCS16 states that development will be expected to be resilient to flooding through design and layout, and incorporate mitigation measures including on-site defence works as appropriate to ensure that development remains safe from flooding over its lifetime.

The Local Plan Review- Annex- Draft Development Allocations (*Consultation March 2019* version) sets out a draft allocation for this site and the adjacent site (Ref. BDA0102 – 17- 47 Lower Ashley Road). This is currently being reviewed following consultation. In respect of flood risk, the draft allocation states that development on the site should “Be supported by a site-specific flood risk assessment and a drainage strategy, which will be expected to prioritise sustainable drainage systems and ensure no increased flood risk, as the site is subject to flood risk and surface water drainage issues.” The Environment Agency (EA) commented on the allocation that as part of the site falls within Flood Zone 2, that the sequential layout of the site needs to be carefully considered with ‘More Vulnerable’ uses in Flood Zone 1 or located on upper floors.”

The Environment Agency (EA) would not normally be consulted on this scheme based on the current flood risk- the site is within Flood Zone 2 (Medium probability of flooding 0.1% to 1.0% per year) due to the proximity to the River Frome 250m to the southeast of the site. The proposed residential use is ‘more vulnerable’ under the national classification system. However, during the course of the application, new data became available which shows an increased flood risk on the site in the future. The latest emerging SFRA maps/ data show the site to be within Flood Zone 3 in 2080 and 2120.

*Environment Agency (EA) response*

In the absence of an acceptable Flood Risk Assessment (FRA), the EA objects to this application and recommends that planning permission is refused.

The submitted FRA does not comply with the requirements for site-specific flood risk assessments, as set out in paragraphs 30 to 32 of the Flood Risk and Coastal Change section of the planning practice guidance. The FRA does not therefore adequately assess the flood risks posed by the development. In particular, the FRA fails to:

- Take the predicted impacts of climate change into account over the lifetime of the development (100 years for residential uses);
- Consider the requirement for flood emergency planning including flood warning and evacuation of people for a range of flooding events up to and including the extreme event;
- Consider how a range of flooding events (including extreme events) will affect people and property;
- Address the Sequential Test (reasonably available sites at lower flood risk i.e. Flood Zone 1).

It is for the local planning authority to determine if the sequential test has to be applied and whether or not there are other sites available at lower flood risk.

*Sequential Test*

The EA’s Local Flood Risk Standing Advice (LFRSA) for the area states that the Local Planning Authority must apply the Sequential Test to applications within this category.

The National Planning Practice Guidance (NPPG) sets out that the sequential, risk-based approach to development is designed to ensure that areas at little or no risk of flooding from any source are developed in preference to areas at higher risk. The aim should be to keep development out of medium and high flood risk areas (Flood Zones 2 and 3) and other areas affected by other sources of flooding where possible.

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The Council's Flood Risk Sequential Test Practice Note states that for sites where the Council is satisfied that the existing use is no longer viable and a conversion to alternative use is necessary to bring it back into use, the Council will consider the regeneration benefits of bringing it back into use versus the implications of remaining vacant. If the Council is satisfied that the benefits that would arise from bringing the building back into use cannot be provided by development on an alternative site, then the search area for the Sequential Test can be the application site alone and the Sequential Test thereby passed.

The Practice Note goes on to state that the replacement of an existing building with a new, suitably flood-resilient design is likely to be preferable to the conversion of an existing building if the exposure of people and property is to be minimized. In such cases, the sequential test search area can be limited to the application site and the sequential test passed... In some cases, it will not be possible to bring the building back into use without some increase in floorspace, such as through the provision of additional floors or some degree of extension. In such cases, the search area for the Sequential Test may still be the site alone, but the proposed additional floorspace should not be significantly more than is required for a deliverable scheme.

In this case, it is possible that the existing building could be converted from the existing office use to residential use through the government's prior approval process. While it is noted that the proposal is for additional accommodation compared to the existing use, the site already benefits from extant planning permission (15/05530/P) for residential use of increased intensity.

The site was subject to the Sequential Test in relation to extant permission 15/05330/P. The current application does not include a Sequential Test assessment but is accompanied by a Flood Risk Assessment (FRA). Officers consider this approach to be appropriate to the site given that there are clear regeneration benefits through the redevelopment of this site, including providing additional floorspace, with a more flood-resilient design. This would mean that the sequential test could be limited to the site alone and considered passed. This is provided that the matters raised by the EA in terms of the FRA are addressed. A detailed sustainable drainage strategy (SUDS) would also be sought via condition (underground storage tanks and permeable paving are proposed, but require further justification).

In summary, the scheme is not considered acceptable without the provision of an updated FRA to address the Environment Agency's concerns, however this information could be provided following the committee meeting should Members be minded to recommend approval otherwise.

**(E) TRANSPORT, MOVEMENT AND HIGHWAY SAFETY**

Policy BCS10 of the Bristol Core Strategy states that proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport and sets out a user hierarchy for transport priorities with pedestrians then cyclists at the top.

Policy DM23 of the Site Allocations and Development Management Policies Document (SADMP) highlights that development should not give rise to unacceptable traffic conditions and will be expected to provide safe access to the highway network, access to public transport, improvements to overcome unsatisfactory conditions, enhanced pedestrian and cycle network- it also sets out parking standards (these are maximum standards for car parking).

*Transport and parking*

The proposal is for 28 flats with two parking spaces provided, one of which would be disabled parking provision. Access would be via the existing access on Gordon Road.

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The site is within proximity of the city centre, approximately a 25 minute walk to the Old City or 10 minute bicycle trip. The nearest railway station is Stapleton Road, approximately a 10-15 minute walk away, which is on the route to Bristol Temple Meads Station with connections beyond. The nearest bus stop a few minutes' walk away on Ashley Road, serves the no. 5 bus route, with a service running every 30 minutes. Stapleton Road is better served by more frequent bus services and is a 10-15 minute walk away. In summary, although bus services close to the site are not as frequent as other parts of the city centre, overall this would be considered to be a sustainable location, where residents could be expected to live without the need for a car. There are car club vehicles available nearby on Conduit Place and at 138 Lower Ashley Road.

Trip data indicates that the proposal would result in an increase in the number of trips compared to the existing office use, of which 40% would be by car, 40% on foot and 20% by public transport (based on travel to work data in Ashley ward from the 2011 census). The applicant argues that the number of two-way cycle trips is likely to increase for the site due to the provision of cycle parking, and the location in relation to Concorde Way and Frome Greenway cycle links.

The site is not within a Residents Parking Scheme (RPS) area but lies immediately to the north of the St Pauls RPS (the boundary of which runs along Lower Ashley Road). The surrounding area outside the RPS therefore experiences significant parking pressure due to overflow parking and due to commuter parking as well as residential parking. The area is densely developed with residential dwellings and much of the housing stock is terraced housing without off-street car parking, all of which contributes to the parking demand. The majority of the public comments received to the application highlight the issues around parking pressure in the area and the difficulties that existing residents experience in parking.

Due to the site being outside of the RPS, there would be no means of preventing future residents from owning a car (i.e. through restricting future residents from obtaining residents' parking permits), though it could be advised that were a future RPS to be implemented in the area, that residents not be eligible for parking permits.

According to the Transport Development Management Team (TDM), car ownership data per household indicates that up to 25 vehicles could be generated by residents of the development. This is likely to therefore mean an impact on the amenity of existing residents through increased parking pressure.

A parking survey has been submitted with the application; however it is only a basic level survey and lacks detail regarding the methodology used. The Transport Development Management Team (TDM) has raised objections to the methodology used. It would not be possible to carry out further parking surveys at the current time due to the Covid-19 situation, and it could be some time in the future before it would be possible to do so again.

Transport Development Management object to the application on the basis that, based on their knowledge of the area, it is unlikely that there would be sufficient on-street parking spaces available to accommodate the parking requirements of this development, which would lead to an impact on the amenity of local residents and highway safety of surrounding streets through unsafe parking.

An extant scheme for student accommodation exists for the site (with zero parking provision). TDM consider the extant permission to be materially different than the current proposal given that students tend to own fewer cars than other residents. Nonetheless, this consent is a material consideration.

Other points to consider are that the site itself is of a limited size and a constrained shape/ layout. Provision of more parking on the site would require either a substantially reduced building footprint or parking to be provided at the ground floor level. This may impact on scheme viability and ultimately delivery of a redevelopment scheme.

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Community consultation was carried out in early 2019 on a scheme comprising 28 flats in a 4-storey block, with 10 parking spaces (see Community Involvement Statement for details). This scheme had a significantly larger building footprint/ extent than the proposed scheme and no outside amenity space.

Pre-application enquiry 18/04955/PREAPP (November 2018) was for a scheme of 28 units within a 4-storey block incorporating 12 off-street parking spaces. Responses to this pre-application scheme received from St Pauls Planning Group stated that the proposed parking was considered to be excessive for this sustainable location. The Bristol Civic Society commented that the provision of car parking spaces in this city centre location appeared to be over-generous and that they would support a car-free development in this location.

Through application discussions, options were considered for including parking onsite but this raised various issues relating to access, highway safety, urban design and provision of external amenity space. Officers consider that the site is highly constrained in order to accommodate parking. Basement parking for a scheme of this scale is deemed highly unlikely to be viable as costs are known to be significant. The flood risk on the site would also render that option problematic.

Other considerations include whether redevelopment for alternative use, e.g. office would mean less demand for additional parking. Any commercial redevelopment would likely require an increase in floor area in order to be considered worthwhile and to meet local planning policy regarding the efficient use of land, and this may increase parking demand compared with the existing situation (though possibly still less than a residential proposal). In addition, it has already been established that there is a question of demand for such a use in this location, meaning that such an option is unlikely to be viable.

Balanced against these concerns, the proposal offers substantial public benefits in terms of the regeneration of the site in what is deemed to be a sustainable location, improvement of the urban design of the area (albeit noting significant objection to the loss of trees) and the provision of much needed affordable housing and additional housing generally as a contribution to citywide housing need. Disabled parking provision requirements are met.

*Parking summary/ conclusion:* - It is the view of officers that the site is within a sustainable location where low-car/ car-free development on this site would be appropriate, subject to a Travel Plan to encourage the use of more sustainable modes of transport than private vehicle.

*Highway safety*

Transport Development Management has raised no objections on the grounds of highway safety.

The proposed parking spaces would involve vehicles exiting the site across the public footpath and cycle route, however officers are satisfied that the design and layout has taken account of visibility for drivers and that as vehicle and pedestrian/ cycle speeds would be low that this should not pose a highway safety risk.

Servicing is proposed to take place from Gordon Road. The doors to the refuse/ recycling store is proposed within an acceptable distance from the highway. Concerns raised by residents regarding additional noise and disruption due to servicing from this point are noted. However, this is the existing point of servicing for properties on Gordon Road and while servicing would increase, this would not be considered to be unacceptably detrimental to residential amenity, particularly given the frequency. In addition, servicing along Lower Ashley Road would mean either holding up the flow of traffic which would be wholly unacceptable on this busy road, or the creation of a loading bay resulting in the loss of parking spaces. Given the parking pressure and infrequency of use of such a servicing bay (meaning it would remain empty a large proportion of the time), this option would not be deemed the optimal solution.

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Cycle parking storage is proposed within the basement, with lift access. While it is proposed in the form of tiered stands rather than Sheffield stands, as preferred, refusal would not be recommended on this basis when weighed against the other scheme benefits.

*Other matters*

The application proposes the adoption of a strip of the site along its western boundary to contribute to the widening of the footpath/ cycle link to Gordon Road. This route should be resurfaced and new lighting and suitable bollards provided to be delivered via Section 278 Agreement. The footway to Lower Ashley Road should be resurfaced; along with the footway on Conduit Road during development should permission be granted.

Double yellow lines and waiting restrictions are required around the end of the turning head adjacent to the site on Gordon Road to ensure access to the proposed parking bays and servicing access; this will require an amendment to the existing Traffic Regulation Order (TRO) for the area. The cost of the TRO would be £5,724 to be sought through Section 106 agreement as well as the separate cost for lining.

A Construction Management Plan and Highway Condition Survey would also be sought via condition.

**(F) URBAN DESIGN**

Policy BCS21 of the Bristol Core Strategy states that development should deliver high quality urban design, and sets out the ways in which development should achieve this.

Policies DM26, DM27, DM28 and DM29 of the Bristol Local Plan- Site Allocations and Development Management Policies document (SADMP) apply and set out more detailed design criteria by which developments will be judged. The key principles being that the design of development will be expected to contribute towards local character and distinctiveness and result in the creation of quality urban design, making efficient use of land and resulting in healthy, safe and sustainable places. The Urban Living Supplementary Planning Document (SPD) sets out further considerations for major scale development in the urban context.

Objections have been received to the application including on design grounds from the Montpelier Conservation Group and Bristol Civic Society- please see 'Response to Publicity and Consultation' section for full comments.

*City Design Group comment*

The Council's City Design Group is satisfied that the urban design matters raised in terms of the original submission have been addressed. Further improvements could be made in terms of securing tree planting along the Lower Ashley Road frontage and also improving the aspect/ daylight/ ventilation/ access to outside space to ground and first floor units through removing the enclosed corridor on the north (rear) elevation. There should be no requirement for this corridor to be enclosed at ground and first floor levels (in terms of Building Regulations) and opening it up would offer benefits in terms of the amenity of future residents, without resulting in privacy issues to neighbouring residents.

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The existing building and site overall have a harmful impact on local character given the nature of the office building and modern construction. The proposal has been designed to respect the building lines and scale of existing historic development surrounding the site, as well as the local grain of development. It responds to the different characters and functions of the surrounding streets Lower Ashley Road, Gordon Road and Conduit Road.

The development is based on a four-storey, flat roof design with a block form and set-back top-storey. While the flat roof form is in contrast to much of the historic pitched roof development in the immediate area, it is deemed to be appropriate given the stepped-back top-storey, which relieves the massing. It also allows the incorporation of solar photovoltaic panels atop the flat roof. The scale respects that of existing and permitted development (at 17-29 Lower Ashley Road), while optimising the density of development and making the most efficient use of land.

In terms of the grain of development, the bulk of the building could be further broken down to reflect the proportions of the terraced buildings opposite, however this would not reflect the internal layout. Instead, the proposal has been divided into two main blocks to reflect the site topography and the massing broken down to reflect the grain of local development with a strong vertical emphasis and detailing to window surrounds, in a contemporary way.

The proposal balances considerations such as provision of external amenity space for future residents, unit aspect, privacy and outlook for existing/ future residents, parking level and scale of development. The overall approach is deemed to be appropriate. Further details will be provided of the child yield calculation requirement for outside space; however as set out above, the overall external amenity space provision has been arrived at through the balancing of a number of different issues.

The proposed materials are predominantly a grey brick material with render to window details and the top storey. While this grey brick is not a local material, it has been selected to reflect the terraced development opposite and on Gordon Road of grey rubble stone and on balance is deemed appropriate. Samples of the proposed materials would be sought by condition.

A narrow landscaped strip is provided to Lower Ashley Road providing defensible semi-private space to residents of ground floor units and an enhancement of local character at pedestrian level. This strip does not include new tree planting, as it has been stated that to do so would require the building line of the development to be pushed back, constraining the development unacceptably. Tree planting has been provided along the Conduit Road frontage however, within a wider landscaped area within the development site. These are significant improvements to the local street scene, provided that maintenance is carried out regularly. A condition to this effect would be recommended. A condition would also be sought to explore options for planting of small tree species along the Lower Ashley Road frontage.

Overall the proposed development would be considered to be appropriate to the local context and a significant improvement compared with both the existing situation and previous and extant planning permissions. The proposal has been assessed against the relevant planning policy and is deemed to meet the design policy objectives.

*Crime reduction considerations*

Police Crime Reduction Unit (CRU) recommendations:

- All entrances and gates to be via access control system with video entry phones and electronic lock release with video to be capable to being captured and stored for at least 30 days.
- The cycle store should be lit, gated and lockable.
- Ground floor glazing should meet the requirements of BS EN 356:2000 P1A.
- Access control throughout the building to prevent unlawful free movement throughout the

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building.

- Communal surface mounted letterboxes should meet the requirements of TS009.
- Affordable housing schemes are expected to obtain 'Secured by Design' certification wherever possible.
- Treatment of the development to the alleyway elevation with anti-graffiti paint would be recommended. Conditions are recommended to secure the above details.

**(G) RESIDENTIAL AMENITY**

Policy BCS21 states that new development will be expected to safeguard the amenity of existing development and create a high quality living environment for future occupiers. Policy DM27 of the Site Allocations and Development Management Policies Document (SADMP) states that development will enable existing and proposed development to achieve appropriate levels of privacy, outlook and daylight.

*Impact on Existing Residents*

The site is situated within a residential area and surrounded on all sides by existing residential properties and to the North West, the permitted redevelopment of the site 17-29 Lower Ashley Road is a consideration.

The proposal has a revised scale compared to extant permission 18/05532/M, which incorporated a fourth storey of accommodation within a pitched roof form, whereas the current proposal is for a fourth storey within a flat roof form- set back from the front and side edges of the development- please refer to 'Proposed Third Floor Plan'.

The building footprint and building lines have also been amended. The current proposal now wraps around the Conduit Road and alleyway/ Gordon Road frontages to a greater degree providing a more formal street frontage in these locations.

Privacy

The extant student permission included a full elevation of windows to the rear. The current application proposes enclosed access corridors to the rear with limited windows. This offers benefits in terms of privacy for residents to the rear.

In summary, it is concluded that privacy would be improved under the proposals and the main consideration would be whether the proposal would result in an unacceptably increased sense of enclosure, overbearing and impact on daylight/ sunlight.

Enclosure, overbearing

The current proposal is clearly of a larger scale than the consented scheme both in terms of height but also building footprint- which now extends to more than one storey to meet existing properties on Gordon Road and Conduit Road. This would result in a greater degree of enclosure than the extant permission and a greater sense of overbearing. It is the view of officers that the proposal is at the limit of what could be considered acceptable on this site. Compared to the consented scheme there would be an additional impact.

On balance, officers consider that the additional impact compared to the extant permission would not be so significant that refusal of permission would be recommended on this basis.

**Development Control Committee B – 24 June 2020****Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**Daylight/ Sunlight Analysis

The applicant has submitted a Daylight Sunlight Assessment, which is deemed to be in line overall with the Building Research Establishment's (BRE) guideline methodology for such analyses. These are guidelines rather than a mandatory standard and must be considered in terms of the site context.

The guidelines state that living rooms, dining rooms and kitchens should be assessed, whereas bedrooms should be assessed but are less important in terms of requirement for daylight/ sunlight. Non-habitable rooms such as bathrooms, W.Cs, storage and circulation areas do not require assessment. The approved schemes at Tudor Road and 17-29 Lower Ashley Road (Yard Arts site) have also been assessed.

Questions have been raised by neighbouring occupiers regarding the methodology and accuracy of the modelling undertaken in the assessment. The Assessment report sets out that a digital three-dimensional model of the study area has been created. This is based on certain assumptions given that neighbouring properties were not surveyed, which is standard methodology. Where possible, the layout of neighbouring properties has been checked via online property website information and if not available, then a conservative estimate has been used.

**Vertical Sky Component (VSC)**

The BRE Guideline- is that VSC should exceed 27% or the ratio of change should be 0.8 or above. The Assessment identifies that the main impacts of the development would be to the following sensitive properties:

- 1-5 Conduit Road (adjacent flats): BRE criteria met.
- 2 Conduit Road: Daylight likely to be affected to one window- although the transgression would be minor (a ratio of change in VSC of 0.74- the target is 0.8). The use of the room is unknown but assumed to be a habitable room, it is unknown if this room has other windows. This dwelling appears to only have an aspect onto Conduit Road and not to the rear. However, the proposal would maintain a similar relationship as existing buildings on the street and overall the outlook of this dwelling would be improved. Room dimensions have been assumed and a potentially conservative approach taken.
- 49 Lower Ashley Road: Daylight likely to be affected to one window- although the transgression would be minor (a ratio of change in VSC of 0.74- the target is 0.8). The use of the room is unknown but assumed to be a habitable room. Planning application 03/02125/F for conversion of the public house to flats indicates that the affected window would be the sole window to a bedroom. The proposal would maintain a similar relationship with this property as existing buildings on the street and overall the outlook of this dwelling would be improved. This property has a south facing elevation that would be unaffected. Room dimensions have been assumed and a potentially conservative approach taken.
- 3 Gordon Road- BRE criteria would be met (including to the kitchen window).
- 17- 29 Lower Ashley Road approved scheme: most windows within the east elevation would be unlikely to be significantly affected, with the exception of Window 5 of Room 4 (bedroom) on the 1<sup>st</sup> floor, which would experience a significant reduction in daylight- Daylight affected. Due to the narrow facing elevation across lane, it is considered by the assessment that it would be almost impossible to develop the site without a noticeable degree of change and that it equates to unneighbourly development).

The urban context is also a consideration and that any development on this site would have an impact on these windows. Existing VSC of windows at 2 Conduit Road and 49 Lower Ashley Road currently

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have a very good VSC (over 30%), which is significantly higher than would be expected in such an environment given that the application site is under developed.

**Annual Probable Sunlight Hours Assessment – Internal Rooms**

All properties would meet the BRE guidelines in respect of the annual and winter sunlight hours received to internal rooms, though some rooms would experience a reduction in values.

**Annual Probable Sunlight Hours Assessment – External Amenity Space (Sun on the Ground)**

The BRE Guidelines recommend that at the spring equinox (21<sup>st</sup> March) at least 50% of the amenity area should receive at least 2 hours of sunlight or the area which receives 2 hours of direct sunlight should not experience more than a 20% reduction (i.e. if the ratio of change is less than 0.8 then the loss of sunlight would be noticeable).

As would be expected, the main affected properties would be those immediately to the north of the application site:

- 1-5 Conduit Rd- would experience a ratio of change of 0.7, however the area would still benefit from two hours or more of direct sunlight to 55% of the area). This is a communal hard landscaped area and it is unclear to what extent this space is used.
- 3 Gordon Rd – would experience a ratio of change of 0.6- from 50% of the existing area lit for 2 hours or more on the 21<sup>st</sup> March to 29% of the existing area lit.

This property also has a raised terrace area to the rear (east) of the kitchen as observed by officers on site, which does not appear to have been factored into the assessment. Taking that area into account would potentially improve the assessment outcome.

The assessment states that in March the low angle of the sun makes some gardens very sensitive to any change in sky obstruction. Therefore same test was also applied to 3 Gordon Road on 21<sup>st</sup> June and in that case 92% of the area would be lit for 2 hours or more under the existing or proposed situation.

The BRE Guidelines state some degree of transient overshadowing should be expected from new development.

**Daylight/ sunlight assessment conclusion**

The proposal would affect the windows/ rooms of only a few properties; however it should be noted that these currently experience higher daylight/ sunlight levels due to adjacency to this underdeveloped/ gap site, than would normally be expected from such an urban context where land is typically more densely developed. In addition, the extant permission for student accommodation is a material consideration and would also have an impact on daylight/ sunlight levels.

Taking all considerations into account, officers recommend that the impact on residential amenity in terms of daylight/ sunlight impacts would be acceptable.

*Future Residents***Space Standards**

Policy BCS18 of the Bristol Core Strategy requires residential developments to provide sufficient space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards, as set out within the Council's Space Standards Practice Note.

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The proposal has been assessed and would meet the national space standards.

**Single aspect/ dual aspect units**

The creation of dual aspect units (that is flats with views out on more than one frontage) is desirable in order to achieve a high quality living environment, improved outlook for residents, improved thermal and ventilation performance, improved daylight and sunlight, and to address issues such as air quality and noise.

The proportion of single aspect units within the scheme would be 50%.

Although the Daylight Sunlight Assessment does not model the levels within the proposed development, it is expected that the units would have reasonable standards of daylight and outlook due to larger south-facing windows.

*Summary- residential amenity*

Officers consider the proposals to be acceptable on balance in respect of residential amenity.

**(H) SUSTAINABILITY AND CLIMATE CHANGE**

The Bristol Core Strategy contains specific policies relating to sustainability as follows: Policy BCS13: Climate Change, BCS14: Sustainable Energy, BCS15: Sustainable Design and Construction and BCS16: Flood Risk and Water Management. These policies now require developers to demonstrate through Sustainability Statements and Energy Statements how they have addressed the objectives of these policies, on a proportional basis relative to the size of the development. Development should demonstrate how it has considered and would adapt to climate change through measures that include seeking to mitigate overheating impacts.

Policy BCS14 states that 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%.

An Energy Statement has been submitted. The Sustainability Officer has highlighted that no energy efficiency measures over baseline Part L (Building Regulations) are specified. It is therefore not possible to calculate the residual energy use or establish if the proposal has taken every opportunity to reduce energy demand/ maximise energy efficiency. This information will be sought, preferably prior to the Committee meeting with an update to be given via the Amendment Sheet.

**Renewables**

Within the Energy Statement, approximately 58sqm of solar photovoltaic panels are identified as being required to achieve a 20% reduction in carbon dioxide emissions compared to the baseline energy demand/ emissions based on Part L Building Regulations (i.e. without additional energy efficiency measures).

Were energy efficiency measures to be identified, this would reduce carbon dioxide emissions overall and therefore reduce the amount of PV panels required to achieve a 20% reduction. Solar photovoltaic panels are not shown on the proposed roof plans, however there is considered to be appropriate space available on the roof to provide this level of PV panels with suitable orientation.

**Overheating assessment**

Paragraph 150 of the NPPF states that new development should avoid increased vulnerability to the

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range of impacts arising from climate change... in areas that are vulnerable... care should be taken to ensure that risks can be managed through suitable adaptation measures.

The Council's Urban Living Supplementary Planning Document (SPD) states that developments should be considered in terms of reducing the risk of overheating and that this should be an integral part of their design. Thermal Comfort (overheating) Assessments should be utilised.

The Council's Sustainability Team has requested an overheating assessment on the basis of there being certain units that would be vulnerable to overheating in future climate change scenarios i.e. the single aspect South facing units of Floors 2 and 3. This equates to 4 units in total, with another 2 units with dual aspect south and west that may also be vulnerable. These units may not have sufficient air flow if purge ventilation is the chosen method of cooling due to being single aspect.

It should be noted that a number of the single aspect units front Lower Ashley Road have been specified as having sealed shut windows to mitigate against air quality levels at certain levels. Conditions would be recommended to secure further details of which windows this would apply to.

The submitted Energy Statement states that brise soleil (solar shading) will be installed over south and west facing windows. It states that external shading is recommended- vertical shading will be more effective than horizontal shading to protect from lower level sun. Setting the glazing back in deep reveals will help limit solar gains.

Horizontal brise soleil are shown on the detailed elevation drawing for the top floor of the proposed development (south and west elevation). This also demonstrates that the windows are inset slightly (by approximately 160mm) due to the proposed window surrounds, which would provide some solar shading at certain times of day. The installation of these features should be secured by condition.

#### District Heating connection

The proposal is to incorporate a community heating system (boiler) with wet radiators. The Council's Energy Services Team has advised that although there is no district heating system available currently to connect to, that this is an area of high demand identified for future district heating networks. They therefore seek that the development be made 'district heating' ready to ensure that it could connect in the future.

The space available (plant room) for future plant equipment necessary to connect to a district heating system should be assessed – further information is to be sought. The further detail of this arrangement could be secured via section 106 agreement.

#### (I) NATURE CONSERVATION

The site has limited nature conservation value in its current state and therefore the proposal would constitute an enhancement through the proposed landscaping scheme. The provision of bat and bird boxes could be secured by condition to further enhance the biological diversity potential of the site.

Tree matters are covered at Key Issue (A) of the report.

#### (J) AIR QUALITY, POLLUTION CONTROL AND CONTAMINATED LAND MATTERS

##### Air Quality

The NPPF states at paragraph 181 that " Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking

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into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement... Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.”

Core Strategy policy BCS23 and Site Allocation and Development Management Policy (SADMP) DM33 make clear that development proposals must take account of the impact of existing sources of pollution on the new development and mitigate its impact on future occupiers.

SADMP policy DM14 states that development should contribute to reducing the causes of ill health, improving health and reducing health inequalities within the city through addressing adverse health impacts, providing a healthy living environment, promoting healthy lifestyles and providing good access to health facilities and services. Developments that will have an unacceptable impact on health and wellbeing will not be permitted.

The Council is introducing two Clean Air Zones (CAZ); this site sits within the outer CAZ where non-compliant commercial vehicles would be charged to enter. Private vehicles would not be charged.

The Local Air Quality Action Plan (adopted 2004) is contained within the West of England Joint Local Transport Plan however this is in the process of being updated through the current CAZ process and the work that the Air Quality Team are carrying out on developing plans for reducing particulate pollution from solid fuel and construction machinery. The over-arching legal requirement for national compliance with roadside nitrogen dioxide (NO<sub>2</sub>) in preparing air quality plans is that plans must aim to reach compliance as soon as possible, to start reducing exposure as soon as possible and ensure that compliance is likely, not just possible.

### *Air Quality Assessment*

The submitted Air Quality Assessment sets out that existing air quality conditions close to the proposed development are poor, given the busy nature of the road and canyon-like features resulting in limited dispersion, with measured nitrogen dioxides concentrations (NO<sub>2</sub>) exceeding the annual mean objective along Lower Ashley Road. The site is within an Air Quality Management Area.

Computational Fluid Dynamic (CFD) modelling has been used to predict the NO<sub>2</sub> concentrations at the façade of the development and nearby sensitive receptors (properties). The report states that a worst-case scenario has been assessed by assuming that the development has been completed in 2017 and that this will have led to concentrations and impacts being overstated, since pollutant concentrations are expected to reduce in future years.

While the proposed development itself would not be considered to significantly impact on air quality through energy demand or traffic movements, the introduction of a four-storey development onto the currently low-rise site has the potential to affect air flow, thereby changing the air quality at other receptors. This would be the case for any development of an increased scale above the existing one-storey building height.

The assessment has been run taking into account the approved development opposite the site at the junction of Lower Ashley Road and Tudor Road (which it is understood is being implemented). The Yard Arts scheme (17-29 Lower Ashley Road ref. 18/06646/F) was not been included in the assessment given that permission for that site had been refused at the time of the assessment. Including that (now approved) scheme within the assessment may give different, and potentially worse, results in terms of air quality given that it would further enclose Lower Ashley Road.

The assessment considers firstly impacts on existing properties and secondly the impacts on future occupiers of the development.

*Impact on existing properties*

The results of the Air Quality Assessment (AQA) take into account the degree to which air quality levels already exceed the air quality objective of  $40 \mu\text{g}/\text{m}^3$  (Table 3 of the AQA refers). For Lower Ashley Road, at ground floor and first floor level receptor properties in particular, the air quality objective level is already exceeded to a significant degree.

The development would be predicted to result in between a 1-5% increase in Annual Mean  $\text{NO}_2$  concentrations for the worst affected properties compared to the objective level. When taking into account the degree to which this would exceed the objective level, this would be categorised as being a substantial adverse impact according to the relevant methodology.

The modelling shows that in terms of neighbouring properties, the air quality would deteriorate (due to changes in air flow) at more properties than air quality would improve. Table 5 in the AQA sets out the relative impacts, some of which are a substantial adverse impact. The Air Quality Team would normally object when a development has an impact that is worse than negligible.

Table 5 states that 10 properties would experience a positive impact on air quality as a result of the development (though all would still exceed the objective level) and 15 properties would experience a negative impact on air quality (12 of which would exceed the objective level). There would be 14 impacts deemed negligible.

The range of increase in annual mean  $\text{NO}_2$  concentration, for the 12 properties that would experience an exceedance of the  $\text{NO}_2$  concentration objective level of  $40 \mu\text{g}/\text{m}^3$ , would be between 1 and 5% compared to the objective level. Refer to Air Quality Assessment for full analysis.

The report argues that because there are some improvements in air quality (albeit fewer), this can be weighed against the deterioration and thus overall the impact is neutral and negligible. The report states that "When considering the significance, it is important to take into account that the latest EPUK/IAQM guidance states that "a moderate or substantial impact may not have a significant effect if it is confined to a very small area". Adverse impacts may only occur at 7 to 15 properties in total, and the adverse impacts are thus considered to only affect a relatively small number of properties."

The Air Quality Team (AQT) has responded that while the adverse impact does affect a smaller number of properties, because the scale of the impact ranges from slight adverse to substantial adverse, that an objection is appropriate, particularly as they would normally object to any impact worse than negligible. The Air Quality Team does not think that some residents should experience a worsening of air quality, and the health impacts that that brings, because some other residents experience an improvement. In any case, the worsening of air quality is acknowledged in the report to outweigh the improvement.

The Air Quality Team goes on to advise that residents in Lower Ashley Road experience some of the worst air quality in the city and that they believe that this development has the potential to worsen air quality further at relevant receptors. Inadequate mitigation has been proposed to deal with this significant issue. The Air Quality Team therefore objects to this development as it runs counter to BCS23. Furthermore, changes to the scheme since the report and modelling were carried out have the potential to be important factors in predicting air quality.

The applicant's Air Quality Consultant responds that the design changes to the proposed scheme are very minor (they do not affect the scale or massing significantly but mainly relate to façade adjustments) that would not substantially influence the outcome of the modelling hence they have opted not to re-run the modelling based on the amended scheme.

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The report states at para. 6.3- 6.4 that “Mitigation measures to reduce pollutant emissions from road traffic are principally being delivered in the longer term by the introduction of more stringent emissions standards, largely via European legislation (which is written into UK law). The local air quality plan that Bristol City Council is required to produce in order to address limit value exceedances in its area will also help to improve air quality; the proposed implementation of a Clean Air Zone can reasonably be expected to lead to improvements in the study area... It is also worth noting that the road traffic emissions used in the model do not reflect the Government’s ambitions as set out in the Road to Zero Strategy (see Paragraphs 2.3 and 2.4), predicting a relatively low proportion of zero tailpipe emission vehicles in years up to and including 2030. If the Government’s ambitions relating to the uptake of zero tailpipe emission vehicles are realised then the emissions are likely to be overly-conservative for the latter part of the 2020s, if not the entire decade.”

The Air Quality Team has advised that mitigation must reduce the impact of the development, so that acceptable mitigation would involve redesigning the building to ensure that the impact at nearby facades fall into negligible or below categories.

The planning assessment should not take into account future improvements e.g. through the CAZ or reduced emission vehicles, but should be based on the current situation.

*Impact on future proposed properties within the development*

The assessment has been reviewed by the Council’s Air Quality Team, which has commented that the future occupants of the proposed building are not predicted to be exposed to illegal levels of nitrogen dioxide (NO<sub>2</sub>).

Nevertheless, the report sets out that the proposed development will include sealed windows on the façade fronting onto Lower Ashley Road and will incorporate mechanical ventilation, taking cleaner air from the roof or rear of the building.

*Summary*

As set out above, the Air Quality Team objects to the proposals on the basis of the predicted adverse impact on existing properties. There are also a number of shortcomings of the current Air Quality Assessment that should be considered including the failure to include the recently permitted adjacent redevelopment scheme at 17-29 Lower Ashley Road and to repeat the modelling based on the revised application scheme.

However, the extant permission (15/05530/P) for a three-storey student accommodation block on the site is another material consideration that officers advise should be given weight in the consideration. Although air quality modelling was never carried out in relation to that permission, it is the view of your planning officers that it is likely that the extant scheme would have a comparable impact on air quality as the current application given its footprint, scale and overall enclosure of the road. This would require additional modelling to verify however.

It is also the view of the planning officer that any development above the existing single storey level building is likely to have some adverse impact on the air quality of the area compared to the existing, given that this would have an enclosing effect on Lower Ashley Road, though similarly, this cannot be quantified without further modelling.

This raises the consideration that in order to bring this site forward for more efficient land use in this sustainable location and address the ‘gap’ nature of the site within the street frontage (and regeneration/ urban design considerations); some degree of negative impact on air quality would likely have to be accepted. To require no change to air quality to be demonstrated could effectively ‘blight’ the delivery of a scheme on this site.

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The consideration before Members is therefore whether the regeneration benefits of the proposed development and provision of housing/ affordable housing when weighed together with the likely impact of the extant permission for student accommodation, would outweigh the air quality objection. The current proposal offers the opportunity to ensure that future residents of the development would benefit from a better situation arising from sealed shut windows and mechanical ventilation than the extant scheme.

Having carefully weighed up these considerations and given the air quality objection and potential health/ wellbeing impacts of the proposal considerable weight; officers are of the view that the other benefits of the proposal would outweigh the predicted impact in terms of air quality in this particular instance.

Noise

The site is situated along a busy road subject to heavy traffic. An Acoustic Assessment has been carried out and reviewed by the Council's Pollution Control Officer, who has confirmed that the methodology followed is acceptable.

Noise levels at the rear of the property, away from the road are lower and no enhanced scheme of sound insulation required. The front of the building facing Lower Ashley Road requires slightly higher sound insulation specification than is required to the sides of the building. Suitable attenuated means of ventilation will be required on the front and side facades and recommended internal noise levels will only be achieved when windows are closed. From the noise point of view, the Pollution Control Officer would not require that windows should be non-openable but the windows would need to be suitably sealed when shut and suitable alternative ventilation is required. Conditions would be required to secure the appropriate level of sound insulation and means of ventilation.

Contaminated Land

The Public Protection Team (Land Contamination) has confirmed that the proposed use is sensitive to contamination and the site is land, which could be a potential source of contamination.

The following report held in this office from earlier applications has been reviewed in relation to the application: Earth Environmental & Geotechnical Ltd. November 2016. Phase 1 Geo-Environmental Assessment. 31 - 45 Lower Ashley Road Bristol. A1641/16

Given the proposed development and identified sources of potentially contamination on and off site the desk study report advises further intrusive investigation's will be required. These should be secured by appropriate planning condition.

**(K) HEADS OF TERMS FOR PLANNING OBLIGATIONS**

The following planning obligations would be sought by legal agreement should Members be minded to recommend approval of the application:

- Affordable Housing requirements
- Future district heating connection
- Traffic Regulation Order financial contribution
- Adoption of strip of land along western boundary
- Travel Plan monitoring (if required)

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It is the view of officers that there are a number of key considerations with the current application – flood risk and air quality.

Although recognised as being a controversial matter locally, officers do not recommend refusal on the grounds of tree matters given the material consideration of the extant planning permission and that the trees can be removed without any requirement for further planning permission.

Officers consider that approval can be recommended subject to the submission of further information to seek to address the Environment Agency's written objection in terms of flood risk.

Material considerations in terms of air quality include the objection by the Air Quality Team on the grounds of adverse impact on air quality for existing properties (as identified in the submitted Air Quality Assessment), the 3-storey extant planning permission for student accommodation and the other planning benefits of delivering the proposed scheme on this site (including delivering affordable housing), which may only be realised through the provision of a building of this scale on the site.

Planning officers, having given considerable weight to all of these considerations, consider the other planning benefits of the proposed development to outweigh the degree of adverse impact in terms of air quality, taking into account the 'fall-back' position of the extant student permission, which is a further material consideration. It is also the view of these officers that while reducing the scale of the proposed development may reduce the extent of adverse air quality impact, that it is unlikely to remove the adverse impact all together.

**(M) COMMUNITY INFRASTRUCTURE LEVY (CIL)**

The CIL liability for this development is £123676.92, however social housing relief may be claimed on those residential dwellings included in the development that are to be managed by a Housing Association for the provision of affordable housing.

**RECOMMENDED** APPROVAL SUBJECT TO A) REMOVAL OF THE OBJECTION FROM THE ENVIRONMENT AGENCY AND B) SUBJECT TO PLANNING AGREEMENT AND CONDITIONS

Proposed conditions and advice notes are to follow (they are expected to be included on the Amendment Sheet to Committee). It is anticipated that these would cover the following matters (many of which are referenced within the above report):

**Trees**

- Revised landscape details investigating tree replanting options along Lower Ashley Road frontage to include tree pit specifications, tree species and size specifications, revised plan, maintenance considerations.
- Landscape Plan implementation and maintenance
- Tree Planting maintenance

**Housing**

- Plan and further details of affordable housing location and details

**Flood risk/ drainage**

- Sustainable Drainage (SUDs) strategy;

**Development Control Committee B – 24 June 2020**

**Application No. 19/02157/F : 31 - 45 Lower Ashley Road St Pauls Bristol BS2 9PZ**

**Transport**

- Secure 2 off street parking spaces (in full in accordance with approved details i.e. disabled bays) prior to occupation and retention in perpetuity;
- Servicing- prior to occupation provision of refuse etc store. To be made open and available to refuse crews
- Secure cycle parking prior to first occupation;
- Footpath works- resurfacing/ Travel Plan
- Construction Environmental Management Plan (CEMP)
- Highway condition survey
- Advice note removing rights of residents to parking permits in the event of a future Resident Parking Zone being introduced.

**Design**

- Large scale details
- Samples/ sample panels
- Crime reduction measures

**Residential Amenity**

- Obscure glazing
- Secure details of sealed shut windows and mechanical ventilation
- Secure details of noise insulation (perhaps glazing specification)

**Sustainability**

- PV panels plan needed
- Secure details including solar shading
- District heating- plant room space constraints

**Other Matters**

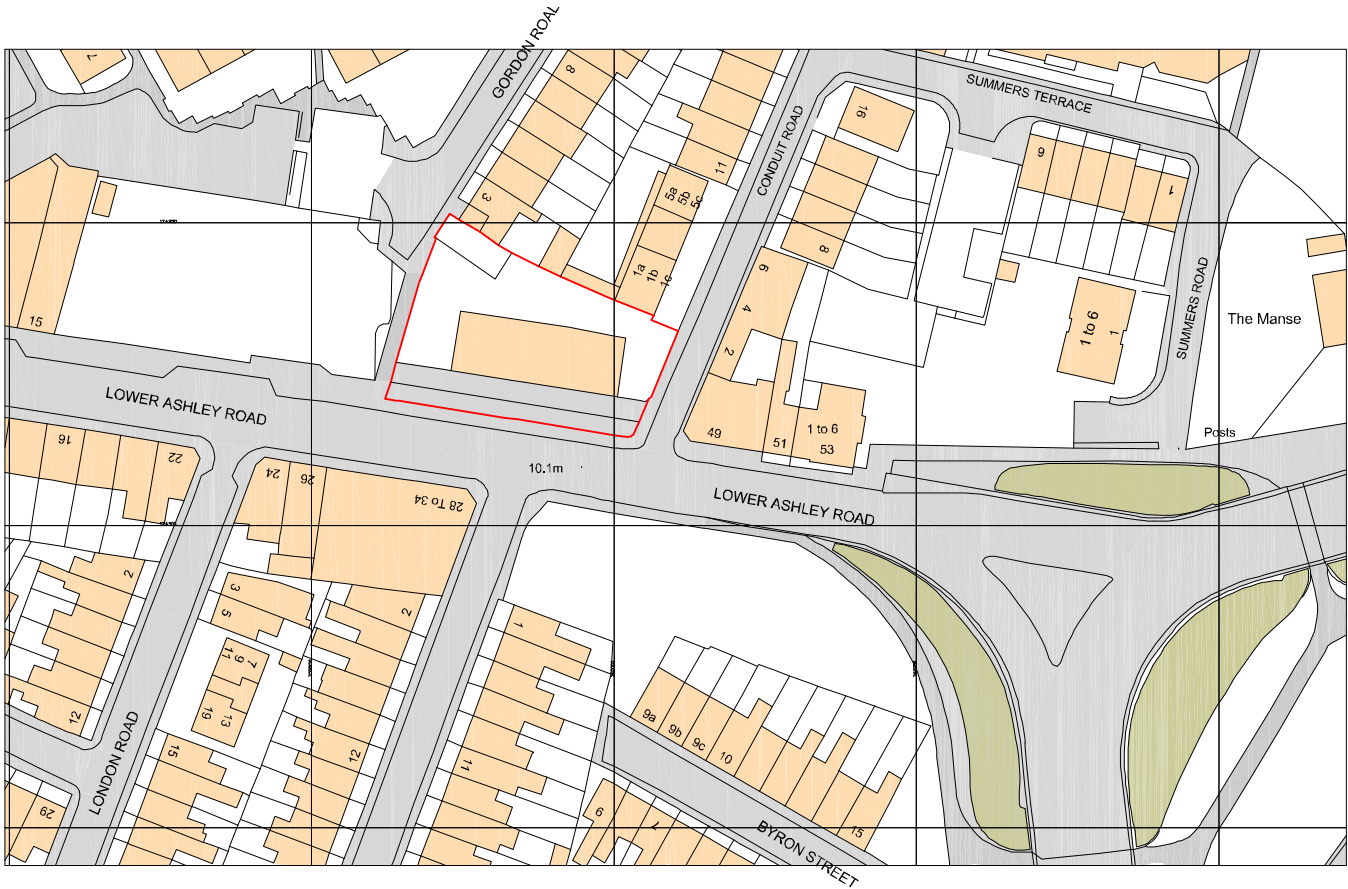
- Bird and bat boxes condition
- Contaminated land investigations

commdelgranted  
V1.0211

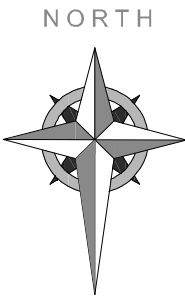
## **Supporting Documents**


### **1. 31-45 Lower Ashley Road**

1. Location plan
2. Proposed landscape plan
3. Proposed basement plan
4. Proposed ground floor plan
5. Proposed first floor plan
6. Proposed second floor plan
7. Proposed third floor plan
8. Proposed roof plan
9. Proposed South & West elevations
10. Proposed East & North elevations
11. Proposed sections
12. Proposed 3D image – S & E elevations
13. Proposed 3D image – S & W elevation
14. Approved elevations – extant student scheme – 18.05532.M & 15.05530.P
15. Approved landscape plan – extant student scheme – 18.05532.M & 15.05530.P



Location Plan  
(Scale 1:1250)



Revision Details			CLIENT: Clayewater Homes		KEY:				Location Plan	
Rev. A	-	-	Lower Rolleston				Lower Rolleston		31-45 Lower Ashley Road.	
Rev. B	-	-	Harracott				Harracott			
Rev. C	-	-	Barnstaple				Barnstaple			
Rev. D	-	-	EX31 3JF				EX31 3JF			
Rev. E	-	-			NOTE: FIGURED DIMENSIONS TO BE WORKED FROM ONLY. REPORT ANY DISCREPANCIES TO THE SURVEYOR BEFORE PROCEEDING. DO NOT SCALE DRAWING.		01237 421985			
Rev. F	-	-	Drawn: IB		© Copyright				Scale: 1:1250    Date: Apr 2020    Rev	
Rev. G	-	-							Drawing Number: 1270-2019-002    A	
Rev. H	-	-								
Rev. I	-	-								
Rev. J	-	-								

**LANDSCAPE PRINCIPLES**  
The proposed landscape elements wrap around the building providing a buffer to the street and an element of privacy to the ground floor. Planting of varying texture and colour with year round interest is contained within brick walls.  
On conduit road the street scene is enhanced with fastigate varieties of tree within low shrub beds.  
Block paving complimenting the buildings materials, marks the entrances to the building.

The amenity space to the rear is centrally located across 3 levels to accommodate topographic changes. It is fully accessible via a ramped path that wraps around the outer edge providing access to all parts of the space. Raised planting beds enclose the space and retain the paths across the level changes, as well as accommodating seating. These will be planted with a variety of low growing shrubs along with larger specimen shrubs and climbers trained up the boundary walls to provide height and interest.



Paving Examples



Variety of colour and texture to be provided by evergreen shrubs and herbaceous planting

**INDICATIVE PLANTING**

**Lower Ashley Road/Gordon Road Access**

**SHRUB/HERBACEOUS MIX - Low Wall**

Plant Species	Size/height/ spread (cm)	Density m <sup>2</sup>
Choisya x dewitteana 'White Dazzler'	5L 30-40cm	4
Euphorbia amygaloides 'Robbiae'	5L 30-40cm	5
Lonicera nitida 'May Green'	5L 30-40cm	4
Potentilla frutosa 'Abbotswood'	5L 30-40cm	4

**SPECIMEN SHRUBS - High Planter**

Plant Species	Size/height/ spread (cm)
Phormium cookanum 'Tricolour'	10-12L triple crown
Hedera helix 'Green Ripple;'	3L min 3 shoots

**TREES - Corner Lower Ashley Rd/Gordon Rd Access**

Plant Species	Size/height/ spread (cm)
Juniperus scopulorum 'Skyrocket'	15L 150-180cm ht

**Conduit Road**

**SHRUB/HERBACEOUS MIX**

Plant Species	Size/height/ spread (cm)	Density m <sup>2</sup>
Bergenia cordifolia 'Silberlicht'	3L cover pot	6
Gaultheria procumbens	2L 15cm	6
Helleborus argutifolius	5L cover pot	5
Heuchera 'Palace Purple'	3L cover pot	6
Skimmia japonica 'Rubella'	5L 40-60cm	4
Vinca minor 'Alba'	2L cover pot	6

**TREES**

Plant Species	Size/height/ spread (cm)
Carpinus betulus 'Frans Fontaine'	20-25cm girth, 450cm ht, min 250cm clear stem

T	E	g	e	g
---	---	---	---	---

**Amenity Space to Rear of Building**

**SHRUB/HERBACEOUS MIX**

Plant Species	Size/height/ spread (cm)	Density m <sup>2</sup>
Ajuga reptans	3L cover pot	6
Bergenia cordifolia 'Silberlicht'	3L cover pot	6
Gaultheria procumbens	2L 15cm	6
Helleborus argutifolius	5L cover pot	5
Heuchera 'Palace Purple'	3L cover pot	6
Pachysandra terminalis	5L cover pot	5
Vinca minor 'Alba'	2L cover pot	6

**SPECIMEN SHRUBS & CLIMBING PLANTS**

Plant Species	Size/height/ spread (cm)
Fatsia japonica	10-12L 60-80cm
Mahonia x media 'Charity'	10-12L 60-80cm
Skimmia japonica 'Rubella'	10-12L 60-80cm
Clematis montana var. Grandiflora	5-7.5L min 3 shoots
Hydrangea seemanii	7.5L min 4 breaks

**KEY**

- Application site boundary
- Existing boundary wall at rear to be made good as necessary and rendered to match building. New sections, where required, to be brick topped with timber panels.
- Rear amenity space - ground cover shrub planting within walled bed. Planting medium at no less than 200mm below top of wall. (Refer to indicative species list)
- Rear amenity space - new wall and gated access between parking and amenity space. 1800mm high brick wall
- Rear amenity space - shade tolerant climbing plants trained against wall. (Refer to indicative species list)
- Rear amenity space - seating to edge of raised planting beds, FSC hardwood slats.
- Conduit Road - proposed trees located in low level beds containing ground cover shrubs, edged with Marshall's Conservation Kerb 255 x 205 x 450mm or similar approved.
- Wall wraps around building at front and sides containing private amenity space & shrub planting. Material: matching building bricks. Wall topped with black metal vertical railing in places.
- Raised planted, formed from wall, between units. Planted with specimen shrubs.
- Specimen shrubs/trees planted within ground cover shrubs in walled beds. (Refer to indicative species list)
- Paving - blend of 4no. colours laid in stretcher bond. Marshalls 'La Linea' concrete textured paving 300 x 200 x 60mm or similar approved.
- Paving - single colour laid in stretcher bond. Marshalls 'La Linea' concrete textured paving 400 x 400 x 60mm or similar approved.
- Ramp paving - single colour laid in stack bond. Marshalls 'La Linea' concrete textured paving 400 x 400 x 60mm or similar approved.
- Proposed fixed decorative panel
- Proposed hinged decorative panel forming access gate
- Decorative aggregate/gravel strip
- Existing city map/info-board
- Existing pedestrian crossing

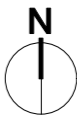
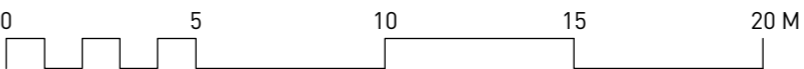
A	09.12.19	LB	Boundary treatment amends
-	12.11.19	LB	Initial draft
Rev	Date	By	Note

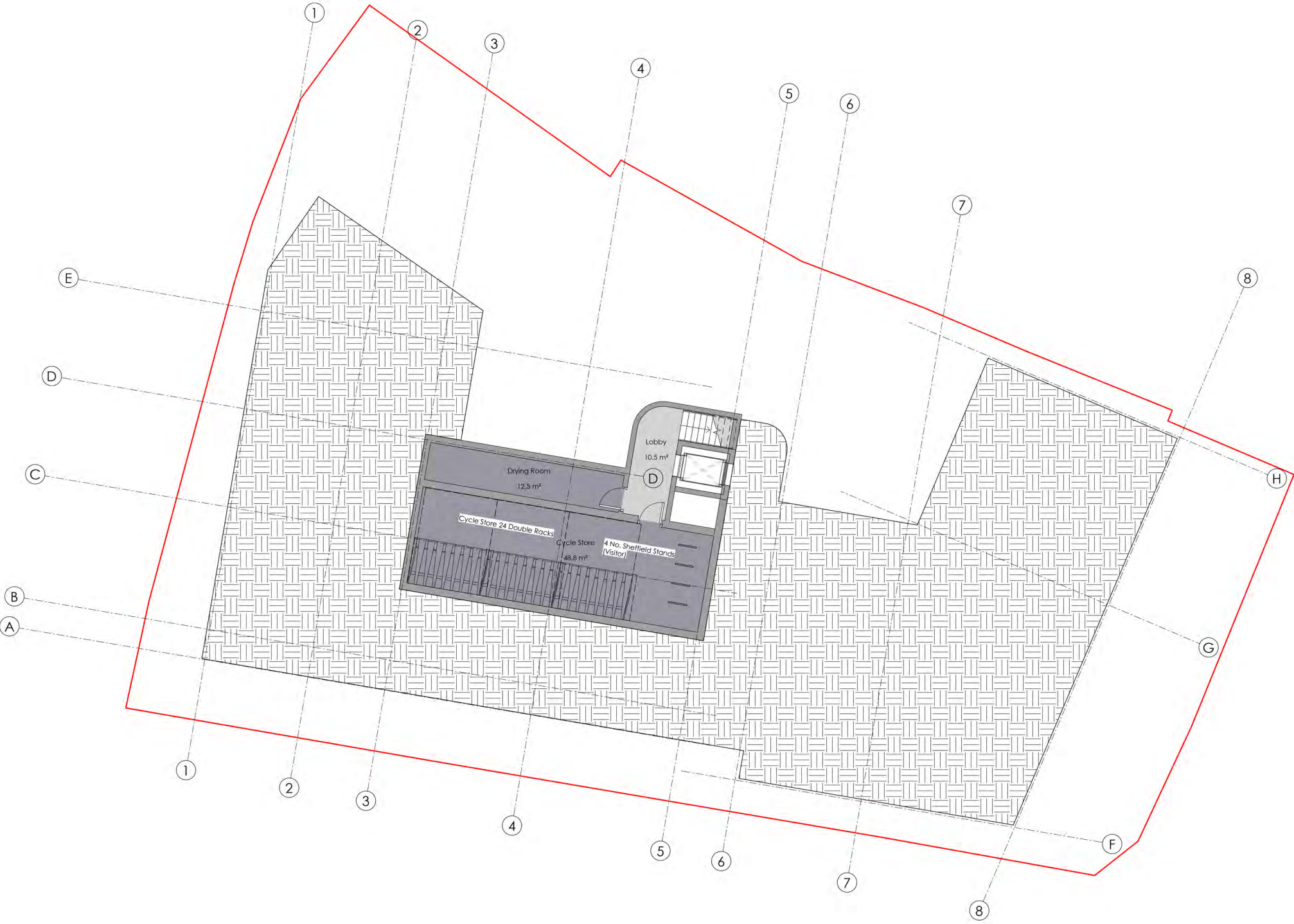
**Lower Ashley Road, St Pauls, Bristol**

**Landscape Masterplan**

Client: Clayewater Homes Ltd  
DRWG No: P17-2959.004  
Date: 12/11/2019  
Scale: 1:200 @ A2

REV: A  
Approved by: FH





Overall GIA: 72.5m2

One Bed Apartment

Two Bed Apartment



REV - - Planning Amendment - 24.11.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Part Basement Level Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) B01</b>	SCALE: <b>1:200 @ A3</b>
T +44 (0)1299 841111    E info@b3a.co.uk    W www.b3a.co.uk		DATE: November 2019	REV: -

Overall GIA: 513.7m2

One Bed Apartment      Two Bed Apartment



REV E - Planning Amendment - 24.11.2019  
REV D - For Planning Approval - 28.04.2019  
REV C - For Information - 18.03.2019  
REV B - For Information - 11.03.2019  
REV A - For Information - 20.02.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Ground Floor Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 000</b>	SCALE: <b>1:200 @ A3</b>
T +44 (0)1299 841111      E info@b3a.co.uk      W www.b3a.co.uk		DATE: February 2019	REV: E



Overall GIA: 553.9m2

One Bed Apartment Two Bed Apartment



REV E - Planning Amendment - 24.11.2019  
REV D - For Planning Approval - 01.05.2019  
REV C - For Information - 18.03.2019  
REV B - For Information - 11.03.2019  
REV A - For Information - 20.02.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol First Floor Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 001</b>	SCALE: <b>1:200 @ A3</b>
T +44 (0)1299 841111 E info@b3a.co.uk W www.b3a.co.uk		DATE: February 2019	REV: E



Overall GIA: 574.3m2

One Bed Apartment

Two Bed Apartment



REV F - For Planning Approval - 27.03.2020  
REV E - Planning Amendment - 24.11.2019  
REV D - For Planning Approval - 01.05.2019  
REV C - For Information - 18.03.2019  
REV B - For Information - 11.03.2019  
REV A - For Information - 20.02.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Second Floor Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 002</b>	SCALE: <b>1:200 @ A3</b>
T +44 (0)1299 841111    E info@b3a.co.uk    W www.b3a.co.uk		DATE: February 2019	REV: F



Overall GIA: 414.5m2

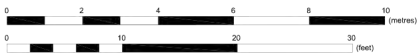
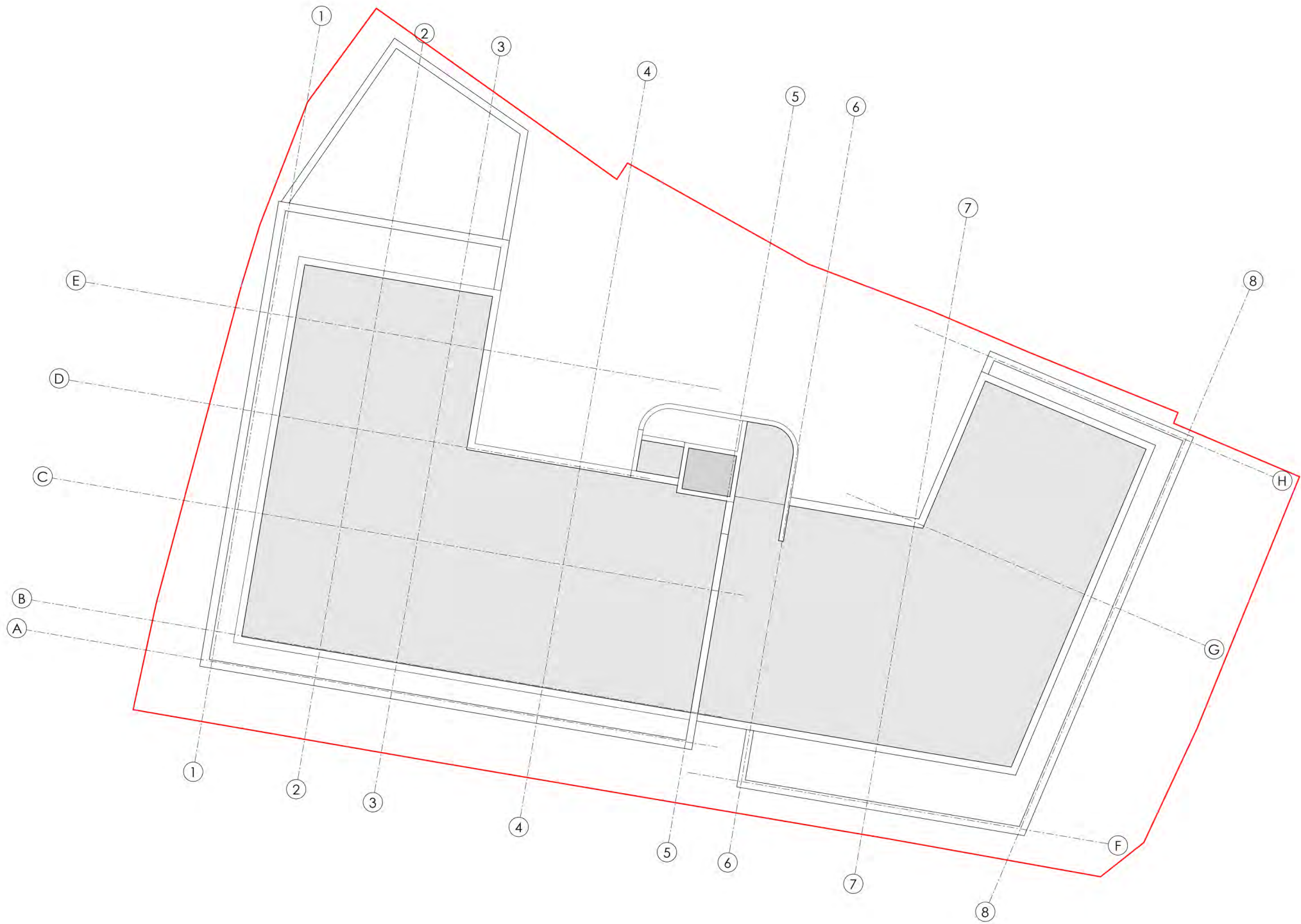
One Bed Apartment

Two Bed Apartment



REV F - For Planning Approval - 27.03.2020  
REV E - Planning Amendment - 24.11.2019  
REV D - For Planning Approval - 01.05.2019  
REV C - For Information - 18.03.2019  
REV B - For Information - 11.03.2019  
REV A - For Information - 20.02.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Third Floor Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 003</b>	SCALE: <b>1:200 @ A3</b>
T +44 (0)1299 841111    E info@b3a.co.uk    W www.b3a.co.uk		DATE: February 2019	REV: F



REV A - For Planning Approval - 27.03.2020  
REV - - Planning Amendment - 24.11.2019

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Roof Plan - For Planning Approval	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 004</b>	SCALE: <b>1:200 @ A3</b>
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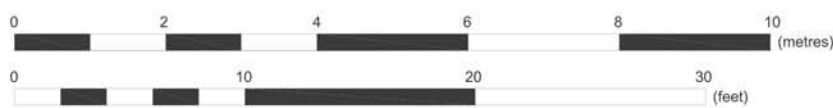


SOUTH ELEVATION



WEST ELEVATION

Page 68



REV C - For Planning Approval - 27.03.20  
 REV B - Planning Amendment - 24.11.19  
 REV A - For Planning Approval - 01.05.19

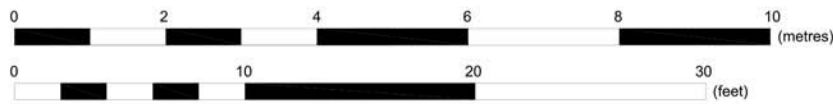
<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol Elevations - Preliminary Proposed	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: <b>L (Sk) 010</b>	SCALE: <b>1:100 @ A1</b>
T +44 (0)1299 841111	E info@b3a.co.uk	W www.b3a.co.uk	DATE: March 2019
			REV: C



EAST ELEVATION

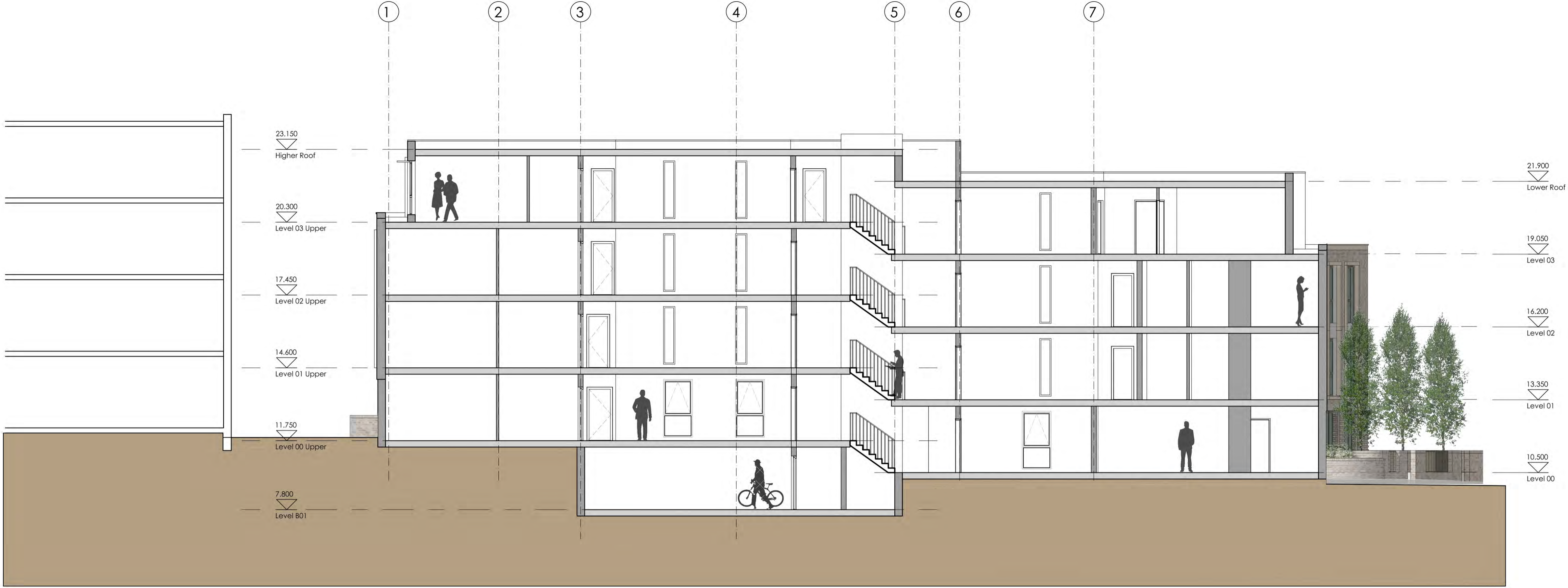


NORTH ELEVATION

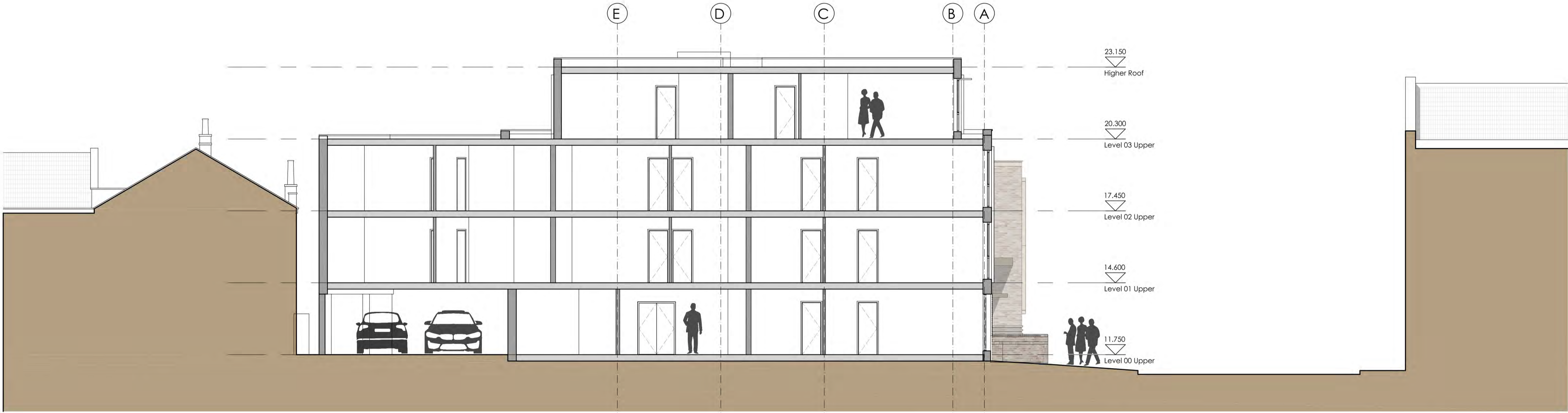


REV C - For Planning Approval - 27.03.20  
REV B - Planning Amendment - 24.11.19  
REV A - For Planning Approval - 01.05.19

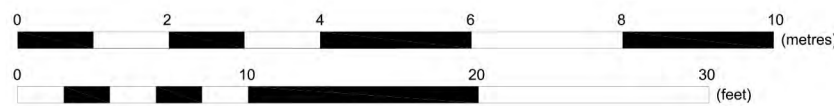
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		DRG. NO: <b>L (Sk) 011</b>	SCALE: <b>1:100 @ A1</b>
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DATE: March <b>2019</b>	REV: C
T +44 (0)1299 841111      E info@b3a.co.uk      W www.b3a.co.uk			



SECTION A-A



SECTION B-B



REV A For Planning Approval - 27.03.20  
REV - - For Planning Approval - 24.11.19

**BLOCK<sup>3</sup> ARCHITECTS**

HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB  
T +44 (0)1299 841111 E info@b3a.co.uk W www.b3a.co.uk

TITLE:  
L.A.R. 31-45 Lower Ashley Road, St Pauls, Bristol  
GA Sections

DRG. NO: L (Sk) 015

SCALE: 1:100 @ A1

DATE: Nov 2019

REV: A



Rev A - For Information - March 2020

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: <b>L.A.R. 31-45 Lower Ashley Road, Bristol Massing Model Development</b>	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: L(MD)002	SCALE: N.T.S
T +44 (0)1299 841111      E info@b3a.co.uk      W www.b3a.co.uk		DATE: March 2020	REV: A



Rev A - For Information - March 2020

<b>BLOCK<sup>3</sup> ARCHITECTS</b>		TITLE: <b>L.A.R. 31-45 Lower Ashley Road, Bristol</b> <b>Massing Model Development</b>	
HOLLY COTTAGE, BAVENEY WOOD, NR KIDDERMINSTER, DY14 8JB		DRG. NO: L(MD)001_ADS	SCALE: N.T.S
T +44 (0)1299 841111      E info@b3a.co.uk      W www.b3a.co.uk		DATE: March 2020	REV: A



Proposed South Elevation  
(Scale 1:100)



Proposed East Elevation  
(Scale 1:100)



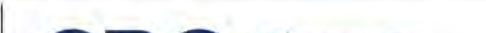
Proposed North Elevation  
(Scale 1:100)



Proposed West Elevation  
(Scale 1:100)



Location Plan  
(Scale 1:1250)

Revision	Date	Revision Details	CLIENT: Claywater Homes		STATUS: ???? ???	KEY:		31-45 Lower Ashley Road. Proposed Elevations & Location Plan
Rev. A	-	-	Lower Rolleston					
Rev. B	-	-	Harracott					
Rev. C	-	-	Barnstaple					
Rev. D	-	-	EX31 3JF					
Rev. E	-	-						
Rev. F	-	-						
Rev. G	-	-						
Rev. H	-	-						
Rev. I	-	-						
Rev. J	-	-						
Drawn: ??			Checked: ??		NOTE : FIGURED DIMENSIONS TO BE WORKED FROM ONLY. REPORT ANY DISCREPANCIES TO THE SURVEYOR BEFORE PROCEEDING. DO NOT SCALE DRAWING.		Scale: 1:100 Date :Sept 2018 Rev Drawing Number : 1270-RES-2018-001	
					© Copyright		G	

LANDSCAPE SPECIFICATION:

TOPSOILING:  
ALL TOPSOIL TO BE SUPPLIED AND SPREAD BY MAIN CONTRACTOR IN ACCORDANCE WITH BS3882:1994. GENERAL PLANTING AREAS TO HAVE A MINIMUM DEPTH OF 450 MM WITH TREE PITS TO BE A MINIMUM OF 1200 MM WIDTH X 1000 MM DEPTH. GRASS AREAS TO RECEIVE A MINIMUM OF 150 MM DEPTH.  
HEDGE BUNDS TO BE CONSTRUCTED AS PER DIAGRAM 1

PLANTING:  
ALL PLANT MATERIAL SHALL BE PROVIDED IN ACCORDANCE WITH BS3936 PART 1:1992 'NURSERY STOCK SPECIFICATION FOR TREES AND SHRUBS'.

ALL PLANTING SHALL BE CARRIED OUT IN ACCORDANCE WITH BS4428:1989 'GENERAL LANDSCAPE OPERATIONS'.

ALL SHRUBS TO BE PLANTED IN SPECIES GROUPS , AT APPROXIMATELY 2 PLANTS PER M2, UNLESS OTHERWISE STATED. EACH PLANTING PIT TO HAVE 20 LT COMPOST AND 25 g BONE MEAL INCORPORATED.

ALL TREES TO BE PLANTED AS ILLUSTRATED. EACH PLANTING PIT TO HAVE 75 LT COMPOST AND 50 g BONE MEAL INCORPORATED. EACH TREE TO BE SECURED WITH 1 NO. 1.8 M X 60 MM DIAMETER MACHINE ROUND TIMBER STAKE AND 1 NO. RUBBER BUCKLE TIE. ANY TREE PLANTED WITHIN 5M OF ANY DWELLING OR MAJOR DRAIN SHALL HAVE PROPRIETARY ROOT BARRIER TREE PITS.

ALL PLANTING TO BE CARRIED OUT DURING THE PLANTING SEASON OF OCTOBER TO MARCH UNLESS EXTRA ESTABLISHMENT PROCEDURES ARE TO BE USED.

WEED CONTROL:  
WEED CONTROL TO BE CARRIED OUT IN ACCORDANCE WITH BS4428:1989 'GENERAL LANDSCAPE OPERATIONS' BY APPLICATION OF BARK MULCH TO ALL TREE AND SHRUB AREAS AND AT THE BASE OF NEW HEDGEROWS, TO A DEPTH OF 50 MM.

MAINTENANCE:  
ALL PLANTING TO BE MAINTAINED FOR 12 MONTHS FROM PRACTICAL COMPLETION, THIS TO INCLUDE:  
CONTROL OF WEED GROWTH VIA HAND OR HERBICIDE APPLICATION  
FERTILISER APPLICATION AS REQUIRED.  
PEST AND DISEASE CONTROL.  
LITTER PICKING  
FORMATIVE PRUNING IF REQUIRED.

ANY PLANT FAILURES WITHIN 5 YEARS OF PLANTING MUST BE REPLACED WITH THE SAME SPECIES AND SPECIFICATION

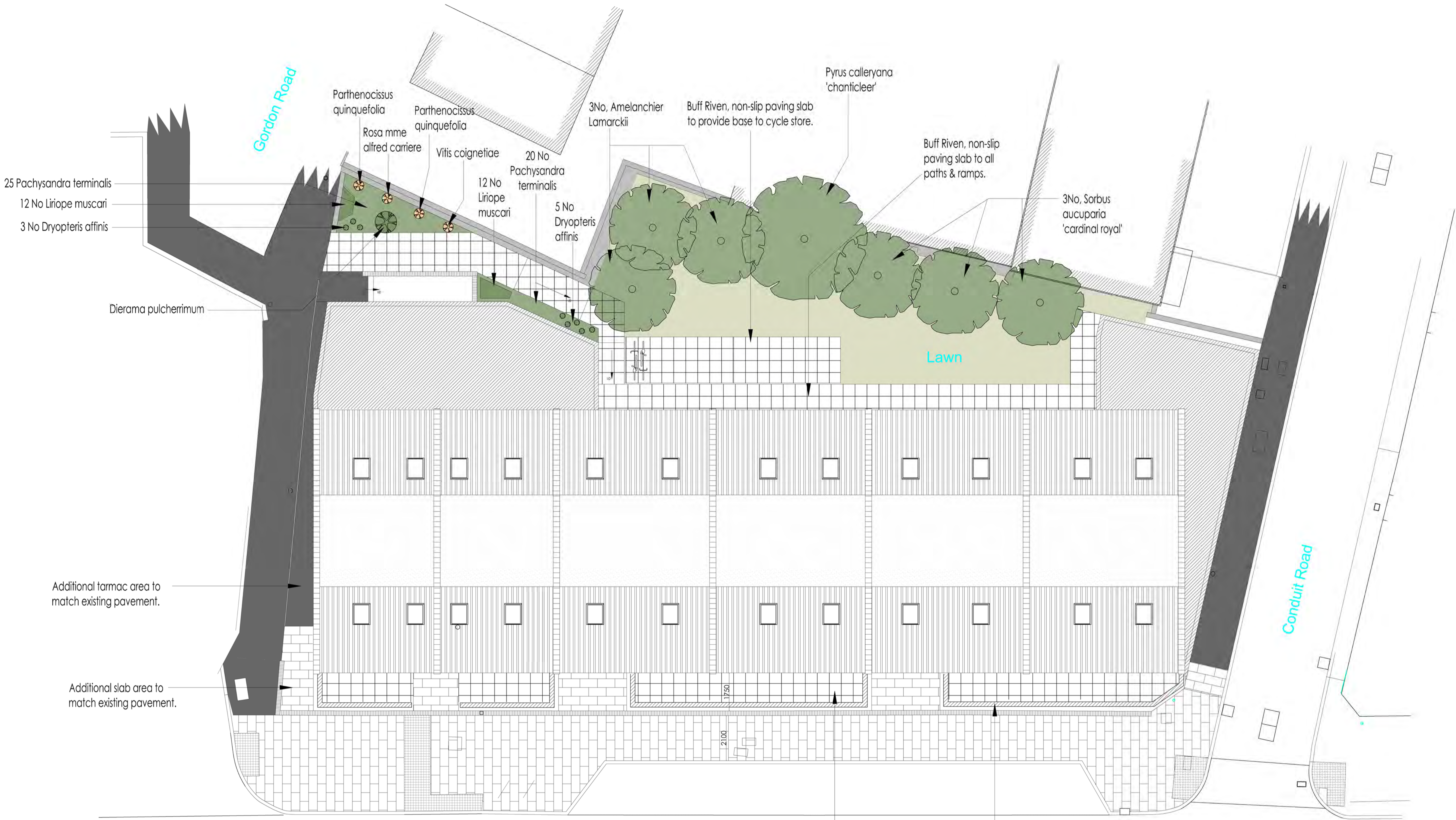
Plant List

Feature Shrub  
Cytisus battandieri, 10 litre, 1.2-1.5m high

Climbers  
Parthenocissus quinquefolia, 10 litre  
Rosa mme alfred cariery, 10 litre  
Vitis coignetiae, 10 litre

Shrubs  
Pachysandra terminalis , 2 litre  
Rosmarinus lavandulaceus, 1 litre

Herbaceous  
Dierama pulcherrimum, 2 litre  
Dryopteris affinis, 5 litre  
Liriope muscari, 3 litre



Lower Ashley Road

Landscape Plan  
(Scale 1:100)

Revision	Date	Revision Details
Rev A	-	-
Rev B	-	-
Rev C	-	-
Rev D	-	-
Rev E	-	-
Rev F	-	-
Rev G	-	-
Rev H	-	-
Rev I	-	-
Rev J	-	-

CLIENT: Claywater Homes  
Lower Rolleston  
Harracott  
Barnstaple  
EX31 3JF

STATUS:  
???

KEY:

NOTE: FIGURED DIMENSIONS TO BE WORKED FROM ONLY.  
REPORT ANY DISCREPANCIES TO THE SURVEYOR BEFORE  
PROCEEDING. DO NOT SCALE DRAWING.

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CPG Claywater  
Planning Group

Lower Rolleston  
Harracott  
Barnstaple  
EX31 3JF  
01237 421985

Landscape Plan  
31-45 Lower Ashley Road.

Scale: 1:100 Date: Sept 2018 Rev  
Drawing Number: 1270-RES-2018-002 B

## Development Control Committee B – 24 June 2020

ITEM NO. 2

**WARD:** Filwood

**SITE ADDRESS:** Land North Of Airport Road Bristol BS14 9UG

**APPLICATION NO:** 20/00299/F Full Planning

**DETERMINATION DEADLINE:** 22 April 2020

*Full planning permission for the demolition of existing structures and development of 173 dwellings (Use Class C3) together with provision of public open space, play areas and landscaping; cycle parking and car parking provision; and associated infrastructure works, including construction of a bridge over Brislington Brook, use of the existing access off Airport Road and 2 no. new accesses off Salcombe Road and Ilminster Avenue.*

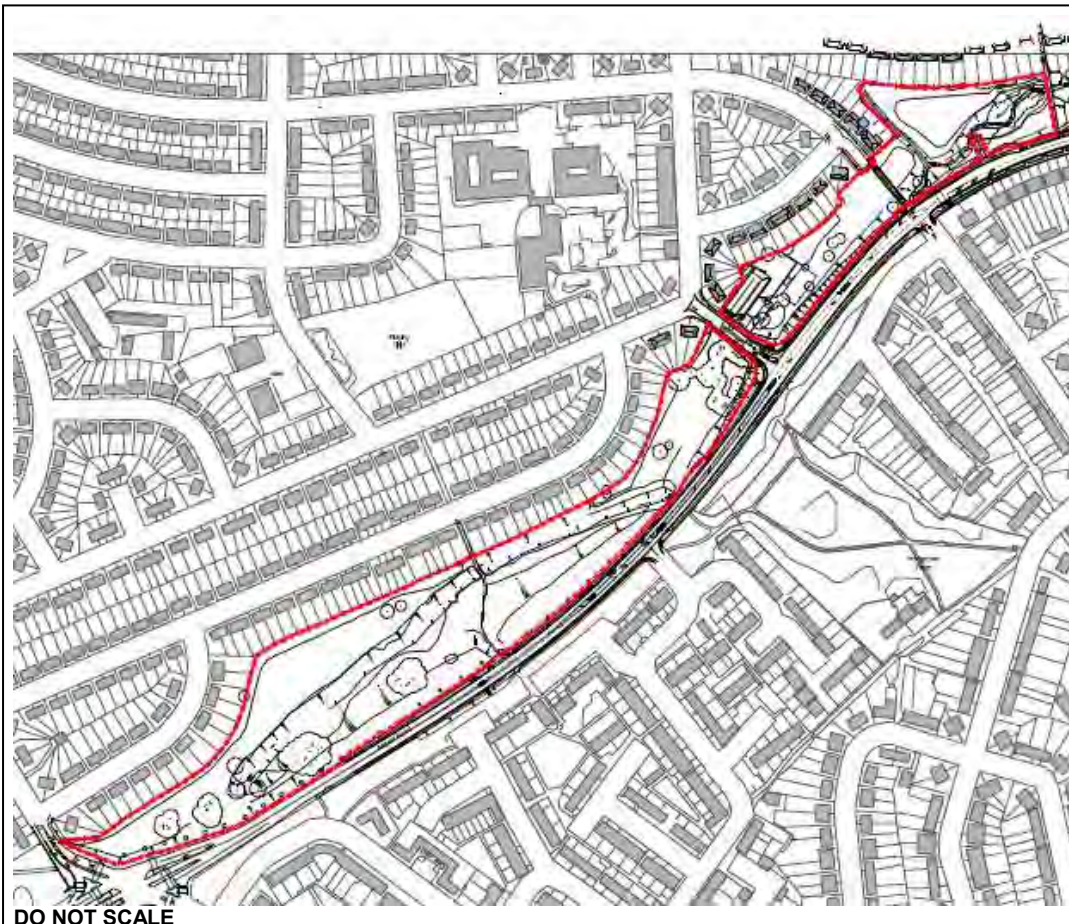
**RECOMMENDATION:** GRANT subject to Planning Agreement

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

**APPLICANT:** BoKlok UK  
C/o Agent

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

### LOCATION PLAN:



**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG****SUMMARY**

This application is presented to Committee on account of the scale of the development proposed. Due to the critical time nature of the scheme officers are presenting this to committee with a recommendation of approval subject to the applicant addressing the outstanding objection from the Environment Agency. We are expecting a response prior to the committee meeting and members will be updated via the amendment sheet.

In terms of the other key issues, the scheme is considered to have an acceptable visual impact, and would not have a significant impact on neighbouring properties. While officers are disappointed with the single aspect units facing onto Airport Road, this is a small proportion of units and the majority will be dual aspect.

While the highway officers are objecting to the lack of a 5 m shared footpath along Airport Road, officers consider that the existing footpath provides a safe pedestrian environment and a smaller footpath improves the visual impact of the development (more landscaping) and living environment for future occupiers.

The proposal will provide a significant number of units to south Bristol and a policy compliant level of affordable housing with new open space and landscaping.

**SITE DESCRIPTION**

The application site is currently open space which sits to the north side of Airport Road. The site is occupied by scrub and low grassland with a significant number of trees and in the middle of the site is Brislington Brook. The Site is located to the north of Airport Road, Bristol. The Site occupies two linear

parcels of land totalling 5.17ha. The north site ('Site 1') is 1.46ha and the south site ('Site 2') is 3.71ha.

The Site is bound to the south by Airport Road, the north of the Site is bound by residential gardens of houses that fronts onto Alard Road, Willinton Road, Broadfield Road and Chilton Road. To the south west of the Site is Creswicke Road and beyond is the Filwood Park Development. The north east of the Site adjoins an area designated as Important Open Space.

The Site's topography slopes from a number of mounds gently towards the Brook

The majority of the Site falls within Flood Zone 1, the Brook and the bank surrounding it is located within Flood Zone 3 and 2, as identified on the Environmental Agency's flood map.

The Site is allocated in the Bristol City Council Site Allocations and Development Management Policies Local Plan for housing (two sites allocations, BSA1117 & BSA1113).

**RELEVANT HISTORY**

No planning applications but site 2 was previously occupied by a number of prefabricated homes (approx. 40 homes).

**APPLICATION**

Permission is sought for the erection of 173 dwellings in the form of typical 2 storey dwellings and four blocks of 4 storey flats which sit next to Airport Road. New open spaces are proposed along with highway infrastructure including a bridge over the brook. Additional landscaping including tree

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planting is also included.

The applicant BoKlok produces homes using modern methods of construction. The homes are built in factory conditions and constructed offsite for a fast building programme.

**PRE APPLICATION COMMUNITY INVOLVEMENT**

The application includes a Community Involvement Statement. The applicant carried out a number of meetings with local ward members and Knowle West Alliance but the document states that the Alliance could not endorse the consultation due to the short timeline for submission of the full planning application.

Consultation leaflets were sent to neighbouring properties in the area (783 properties). A public exhibition meeting took place in December with 40 residents attended. 22 responses were submitted to the applicant and the statement sets out how the applicant has responded to the points made.

**RESPONSE TO PUBLICITY AND CONSULTATION**

Site notice and press advert issued. 477 letters issued. A total of 8 Representations received raising the following objections-

Impact on road safety  
Loss of privacy

Development out of character  
Increase traffic and congestion  
Impact on sunlight to neighbouring gardens.  
Lack of public infrastructure  
Proposed playground will not replacement the current open space  
Loss of trees  
Insufficient parking proposed  
Perimeter footpath increase antisocial behaviour.  
Increase flooding  
Loss of green space  
Increase pollution

Bristol Civic Society has stated that the proposals are acceptable in terms of scale and layout. The scheme will add modestly to the residential density while relating well to the existing housing in the vicinity. The Society commends the choice of developing this site through an off-site fast building project.

Not material considerations-

Damage from construction work on neighbouring buildings.

Loss of view.

**OTHER COMMENTS**

City Design team object to certain elements of the scheme and their comments are included in the key issue section B) of the report

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Air Quality has commented as follows:-

The submitted AQA indicates that the predicted impact of the development will be negligible, and that no new exposure to air quality worse than the national objectives will be introduced. The AQA is of a high standard and accords with relevant guidance.

Highways Development management Team have objected see key issue E .

Flood Risk Manager has no objection. The principle of the drainage strategy that is limiting surface water peak flows to Greenfield rates and discharging to the brook through various existing and proposed outfalls is accepted. Conditions are recommended

Natural England has no comments to make on this application.

Avon Fire have requested fire hydrants to be secured under section 106 agreement.

The Crime Prevention Design Advisor has not raised any objections but commented on measures to improve surveillance, such as use of cctv systems, and making parking areas and cycle storage secure. They also outline that the affordable housing will have to meet the Housing Design and quality standards.

Pollution Control officer has no objections; comments are included under the key issue D.

## 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 Park Neighbourhood Development Plan 2019.

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) PRINCIPLE

Policy BCS1 states that South Bristol will be a priority focus for mixed-use development and comprehensive regeneration, including the provision of around 8,000 new homes of a mix of type, size and tenure.

The Knowle West Regeneration Framework identifies the site for new housing and open space.

The development site is allocated in the current adopted Local Plan as two separate allocations BSA1113 and BSA1117. The allocation promotes housing with consideration of flood risk, ecology, noise issues and safeguarding neighbouring residential properties. The Local Plan estimates a total of 150 dwellings could be accommodated over the two sites.

The development for housing is acceptable in principle subject to the consideration of the above issue outlined in the Local Plan and other material considerations.

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG****Housing- Affordable housing provision-**

Policy BSC17 requires affordable housing to be provided in residential developments of 15 dwellings or more. The policy requires the provision of 30% of the development to be affordable units.

The development proposes that 30% of the homes will also be affordable with 52 homes being managed by a registered provider for rent and low cost ownership. The development proposes a tenure mix of 77% Social Rent and 23% Intermediate which is in line with the split promoted by the Local plan and supplementary planning guidance. Affordable units will be secured by Legal agreement.

**Mix of units-**

The latest census statistics for the Lower Super Output Areas that cover the two pieces of land show that the area is dominated by dwellings- over 90% are houses with around 7 % flats. The proposal would propose a mix which is predominately 2 bedroom accommodation which will help the mix of housing in the area. There is also an over dominance of family housing in the locality with the latest census statistics setting out that approx. 17% of the housing are 1 and 2 bedroom units. The scheme will deliver pre-dominantly 1 and 2 bedroom units making up 80% of the 173 units proposed.

The proposal is considered compliant with policy BCS18.

**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 development proposes a group of two storey dwellings to the rear of the site and a group of four blocks of 4 storey flats. Revised plans received on the 27 May have changed the colour of the proposed elevations of all the buildings from grey to a red to address issues the case officer and City Design team had with the materials not reflecting the predominate colours of the area.

The proposed two storey dwellings are considered to have minimal visual impact on the character of the area and the change to the colour of the cladding will ensure that the development is in keeping with the majority of housing in the area which are predominately red brick.

The large blocks of flats are unusual and not typical of the area but are a similar scale and height to the neighbouring development at Filwood Park. While the City Design team have concerns with the massing of the blocks being too large and have suggested breaking up the 'blocky' appearance, it is considered that the overall form is acceptable due to the similarities to the new buildings further to the west which are flat roof and 4 storeys.

The revised plans received on the 27th May also include planting along Airport Road which will help soften the visual impact of the development, but it is acknowledged that it will take some time for these trees to become established.

On balance the visual impact of the scheme will be acceptable.

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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

A number of local residents along roads to the north of the site have raised objections of overlooking from the proposed four storey buildings, but the blocks are over 65m to the rear gardens of these existing neighbours so this element of the proposal would not result in unacceptable overlooking or significant impact on light to gardens and houses to the north.

The two storey dwelling have the potential for greater impact on these neighbours as they are in closer proximity with the new dwellings being approx. 8m to the rear garden fences. It is noted that there is a change of levels between the existing houses and those proposed, with the application site being at a lower level than the existing houses. This helps reduce the impact.

The new dwellings will clearly have a physical presence/ impact on existing properties but the scale and massing of two storey dwellings is typical in this suburban environment. In terms of overlooking there are no new windows that will be below the recommended 21m window to window distance. There will be overlooking to the rear gardens from the first floor level of the new houses, but this is considered acceptable where overlooking exists among existing properties into rear gardens at first floor level.

In terms of the impact on light and overshadowing to neighbouring properties, the application includes a Daylight and sunlight assessment

The impact of the proposed development on the existing buildings within the vicinity of the site has been assessed; this has been undertaken using a desktop-based approach. For there to be no significant impact on the existing buildings, the obstruction angle from the ground floor window of the existing buildings must be less than 25 degrees. In all cases, the massing obstruction angle is below 25 degrees, and therefore the proposed building has no impact on light to the surrounding buildings. Therefore the development is unlikely to have a significant impact on skylight reduction on properties along Alard Road, Willinton Road, Salcombe Road and Chilton Road.

In regards to shadowing to the rear gardens which are north of the proposed dwellings, the development will create some overshadowing but the level of shadowing will not be significant to warrant a refusal and the BRE assessment concludes the rear gardens will continue to receive adequate sunlight for the whole year. The BRE guidance states that half of each amenity space should receive at least two hours of sunlight on the 21st March to be adequately sunlit for the year, and the submitted assessment concludes this.

In conclusion the scheme would have some impact on neighbouring properties to the north of the site, but the impact is not significant to warrant a refusal of planning permission.

**Anti social behaviour-**

A number of local residents have made comments regarding existing anti social behaviour on the open space and are concerned that the new dwellings will move this behaviour to elsewhere on site in particular there are concerns that the path next to the rear gardens of the neighbouring houses to the north (Willinton Road, Chilton Road, Alard Road) could be a source of anti social behaviour in the future. These paths provide direct access to back gardens for the new dwellings, and will be overlooked by the rear elevations of new dwellings. There are also side windows on the end houses that will directly overlook the entry point to these paths and will help dissuade anti

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social behaviour.

It is noted that the Crime Prevention Officer (Police) have not raised any objections to the scheme and in particular have not raised any specific comments regarding these footpaths along the perimeter of the site, but has recommended lighting and CCTV systems to improve surveillance in parking courtyards and that the affordable housing should meet Design and Quality standards to obtain Secured by Design certification which is a separate assessment and process from the consideration of this application.

To conclude the proposal would not result in a significant amenity impact and would comply with policies BCS21 and DM30 of the Local Plan.

## D) FUTURE LIVING ENVIRONMENT

Space standards-

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

All of the proposed units will meet the minimum space standards.

Single aspect units: overheating and noise-

The City Design team and the case officer have raised concerns with potential conflict with liveability aspirations set out in the Urban Living SPD. The apartment buildings are configured as double stacked blocks. This delivers a number of single aspect units directly facing on to the busy Airport Road main road with balconies and also a number of units which will be north facing.

32 of the 173 units are single aspect. These are all found in the blocks of flats fronting Airport Road. In percentage terms this is approximately 18% of the total development.

The Urban Living SPD promotes maximising opportunities to dual aspect units, which improve access to natural light, choice of views and cross ventilation through units providing greater capacity to address overheating.

To overcome this issue the officers have recommended that corner units should be reconfigured to locate the Kitchen/Dinning/Living room on the corners of the buildings (so instead of 6 units on each floor there would be a reduction to 4). This would ensure the main living room would be a double aspect room which would benefit from;

- Good ventilation of the main kitchen/dinning/living room;
- Windows along the side elevation to allow the units along Airport Road to have a window away from the heavily trafficked Airport Road;
- Opportunity to locate the balcony along the side elevation away from the road.

In terms of the north facing units, the submitted Daylight and Sunlight assessment includes an assessment of the Average Daylight Factor (ADF). This factor establishes if a room within a building will receive adequate daylight for future occupiers. Across the site 75% of kitchens and living rooms and 100% of all bedrooms are achieving the required ADF criteria. The units that fail the required ADF are the one bed units facing north and the ADF rating will be 1.4%, instead of the minimum recommended 1.5% (for kitchens and living rooms). This lower figure is disappointing particularly as this is a new build scheme in a suburban area (not a heavily dense urban constrained site), but as this is only 0.1% below the recommended level it is difficult for officers to raise significant objection.

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Officers had significant concerns that the south facing units would be within close proximity of Airport Road, which is a busy route within the city. Officers were not convinced that the living environment for future occupiers would be of high quality due to the position next to the road and the added problem of potential overheating from south facing windows. For example if overheating is a problem in the future there be a need for occupiers to open windows which then creates noise impacts from the road which reduces the quality of the living environment.

With regards to overheating the submitted overheating assessment concluded that there may be an impact from overheating under the 2080 modelling which will mean that occupiers could suffer from overheating.

On responding to these objections the applicant has revised the scheme to reduce the size of the proposed footpath along Airport Road to 3.5m (from 5m ) and moving the buildings back as far as possible (additional 500mm) . This moves the development further from the pavement which provides a sense of more defensible space for residents. They have also provided an addendum to the overheating analysis, which provides further information of the potential for overheating in the future under climate change conditions in 2080.

The overheating analysis concludes that the mechanical ventilation rate will need to be increased if windows remain closed at night. Specifically, the ventilation rate would need to be increased by 28 litres a second (l/s) from 32l/s to 60l/s (for a 1B2P unit). The assessment advises that this is easily achieved by increasing the existing extract fan speed to the next setting, or engaging a boost function for periods of warm weather.

The Pollution Control officer has reviewed the noise assessment and the overheating analysis and has concluded that the scheme would create a satisfactory environment due to the inclusion of mechanical trickle vents. Residents would have to keep windows closed in order to achieve recommended internal noise levels. If they choose to do this then background ventilation is provided for these rooms by trickle vents.

Residents would however have the choice of opening windows to let in ventilation in which case internal noise levels would be likely to be above the recommended internal noise level (could depend on how noisy it is outside at the time and how wide the window is open). Whilst the internal noise level would be above the recommended internal noise level this doesn't necessarily mean that this will not be acceptable to all residents and some may prefer to have windows open and experience higher noise levels. The Pollution Control officers advises that the noise here is also from traffic which they generally find that people are more accepting of than say noise from refrigeration or ventilation plant or from music.

While officers are disappointed that further variations have not been made to the blocks and continue to have concerns with the single aspect units, the evidence presented suggest that the living environment would be acceptable and as single aspect units only make up approx. 18% of the total units provided, on balance refusal on this aspect would be difficult to substantiate.

#### Proposed open space-

The adopted Local Plan provides the Open Space Standards for recreation and requires a locality quantity standard of 18m<sup>2</sup> per person (appendix 1 of Site Allocations and Development Management Policies 2014)

The latest Ward profile data from Bristol City Council states that the Bristol average household size is 2.3 persons per household. On the basis that the proposed development is for 173 homes, using the average of 2.3 persons per dwelling, 0.7ha of open space is required on site.

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Urban Living SPD sets guidance on outdoor spaces. This includes the provision of private and communal open space that should be designed to be safe, accessible, inviting and well used. The guidance recommends providing a minimum of 5sqm of private outdoor space for a 1-2 person dwelling and an extra 1sqm should be provided for each additional occupant. The guidance also recommends providing 10sqm of play space per child.

A Child Yield Calculator for Bristol has been created (included in the SPD) and estimates the likely number of children from a development broken down into 0 – 4, 5 – 11 and 12 – 15 year olds. The calculation is based on the number of children living in households in Bristol based upon different housing tenures and sizes. The Open Space assessment concludes that the potential number of children generated by the development would be 57.46. Using the Urban Living requirement of 10sqm of play space is required per child, the total amount of play space required is 580sqm.

The site is approximately 5.17 hectares and provides a total of open space provision on site of 2.28 hectares. The proposed landscaping plan details the location of the open space provision, confirming provision of the following children's play space:

- Southern play area (100sqm);
- Central play area (200sqm);
- Central hub (400sqm); and
- Northern play space (100sqm).

Approximately 1.19ha of this provision will be allocated for reptile mitigation and enhancements where public access will be limited, with the remaining 1.09ha comprising publically accessible open space. The areas of public open space will include 3 no. play areas and a central hub amounting to 800sqm.

The proposals therefore meet and exceed the Local Plan requirement for onsite open space provision

#### Private external space-

Urban Living SPD requires the development to provide private and communal open space. The recommendation is a minimum of 5sqm of private outdoor space for a 1 – 2 person dwelling and an extra 1sqm should be provided for each additional occupant.

The Urban Living SPD requires 1,155sqm of private open space provision, to be provided as private balconies or gardens, or as communal gardens and roof terraces. The proposed development meets and exceeds the Urban Living SPDs requirements, providing 5,204sqm of private amenity space in the form of private balconies for the apartments and private rear gardens for the houses.

#### Wheelchair accessible-

DM4 requires Two per cent of new housing within residential developments of 50 dwellings or more should be designed to be wheelchair accessible, or easily adapt able for residents who are wheelchair users. The development would need to provide 3.46 units as accessible.

The submission confirms that Units 51 to 54 (4 units) will be fully wheelchair accessible (conforming to the requirements of Building Regulations M4 (3)).

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG****E) TRANSPORT AND HIGHWAY SAFETY**

Policy BCS10 and DM23 seek to ensure that development will not give rise to unacceptable traffic conditions. The proposal has been reviewed by the Transport Development Management (TDM) and the following includes their assessment.

**Traffic and parking-**

Whilst the proposals would see the development of 173 dwellings, comprising 96 apartments and 77 houses, for assessing the anticipated impact of the proposed development on the highway network testing has been undertaken on the basis of 180 dwellings, comprising 100 apartments and 80 houses. This therefore provides a robust assessment.

The assessment concludes that a maximum of 64 trips will occur during the am peak hour and 67 in the pm peak hour. The report equates this to approximately one trip on the highway network every minute during the peak hour.

To consider the potential traffic impact traffic surveys were carried out at the junction between Salcome Road and Airport and Salcome Road and Throgmorton Road. The conclusion of the survey and the predicted modelling with the development predicts at a max a 3.7% change on Salcome Road during the AM peak hours and 2.7% on the Airport Road during the PM peak hours. The assessment concluded that as the impacts are within 10% they are unlikely to be significant. It is therefore concluded that the addition of the traffic generated by the proposed development is not anticipated to result in a severe residual cumulative impact and as such no mitigation works are required at these junctions. Highway officers are satisfied with the assessment as the additional traffic flows are modest and therefore not anticipated to lead to a material impact on the operation of the identified junction.

**Vehicular access-**

Originally the applicant proposed to access site one by means of a new priority T junction on Salcombe Road. Additionally the eastern end of site two would be accessed by a similar arrangement. However, this would have created significant conflicting movements and would not have permitted the bus stops to be retained in their current location, which is an essential public transport requirement. As a result the applicant has agreed to amend this plan. Whilst access to the eastern side of site two will continue to be taken from Salcombe Road, site one will now be accessed by means of extending Ilminster Avenue, which currently forms a cul-de-sac.

Although this would mean reducing the length of the newly constructed shared use footpath / cycle route that connects Ilminster Avenue to Airport Road, a popular route used by children walking to Oasis Academy John Williams, this is preferable to the site also being accessed by means of Salcombe Road and the risk of accidents this would create. Regarding the western half of site two, due to motorists having to merge in turn where Airport Road changes from a dual to single carriageway it has been agreed that access from Airport Road will only be by means of the newly constructed priority T junction which features a right turn lane, either side of which are two pedestrian islands.

As part of the recent work to Airport Road this layout has been further improved by reducing the speed limit which covers this section of carriageway from 40mph to 30mph. Swept path analysis has been provided for a 11.4m long refuse vehicle, a 5.07m long large car, a 7.7m Dennis Sabre fire tender to demonstrate that they can safely access both sites. A Stage One Road Safety Audit has also been undertaken of the proposed access arrangements, although this has been done before agreement was reached on the provision of the bus laybys. However, at that time it did not find anything wrong with the proposals, which the council's Senior Road Safety Engineer considers to be acceptable.

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG****Pedestrian Access-**

As set out above to enable vehicles to access site one by means of Ilminster Avenue, it will be necessary to reduce the length of the newly constructed shared use footpath / cycle route that connects Ilminster Avenue to Airport Road. To prevent vehicles from accidentally using the route the applicant proposes to provide a series of bollards at either end along with a combination of tactile paving and corduroy hazard strips for the benefit of anyone with a visual impairment. Suitable directional signage will be required and it is proposed that the route will continue to form part of the adopted highway. Due to the limited number of properties, the fact that just 14 two-way vehicle trips are likely to be generated during both the AM and PM peaks and vehicles should travel at lower speeds, the applicant proposes to construct the access road, which pedestrians and cyclists would be required to utilise to reach Ilminster Avenue, as a shared surface that will measure between 7.5m and 8m wide.

This arrangement would be in line with Manual for Street principles and was assessed as part of the Stage One Road Safety Audit that was undertaken. On this basis it is considered acceptable. To improve connectivity with Salcombe Road and the footpath that connects Airport Road and Broadfield Road, 2m wide footpaths are proposed in both directions. These are acceptable. Only the footpath to Salcombe Road is sought for adoption. Turning to site two footpaths are proposed from the access road on the northern bank of Brislington Brook to Airport Road at the signalised junction with Creswicke Road and Bamfield, the existing footpath that runs between Airport Road and Throgmorton Road by means of a pedestrian footbridge and from here onto Airport Road by the existing bus stop as well as near the junction with Salcombe Road, the end of which will feature a set of steps.

These are required due to the gradient of the land. However, this will prevent anyone in a wheelchair, mobility scooter, pushing a pram or cycling from using the route. As a result, if it is possible, the footpath must be extended to the footway that will be surround the proposed bus layby and a link must be provided to the footway that extends into the eastern end of the site next to units 36 to 50. Corduroy hazard strips will be required at the top and bottom of both sets of steps along with anti-slip nosings/treads. Footpaths are also proposed from Airport Road into the site by the two proposed car parks by blocks one and four as well as either side of the main access road. All of the footpaths are sought for adoption bar the sections either side of the pedestrian footbridge. Full details will be agreed as part of the technical approval process required for the Section 278 and 38 Agreements.

**Bridges-**

The highway officer preference for the crossings over the brook is for Box culverts, but following comments made by the EA the applicant is now proposing a single span bridge. Initially Highway officers had concerns but have now confirmed that principal of a single span bridge is acceptable the design must be revised as it currently contains bearings and joints which are contrary to guidance within Design Manual for Roads and Bridges (DMRB). This however is not cause to object and this can be addressed as part of the technical approval process.

**Car Parking / Cycle Parking-**

Originally the applicant proposed to provide parking for 222 vehicles. However, on analysing flood data for Brislington Brook, which is classified as a main river, it was found that during a severe event part of the car parks at either end of the blocks of flats could potentially flood. As the Environment Agency advised that this was unacceptable, the applicant proposes to address this by reducing the size of these car parks by removing 17 bays. The applicant has derived this figure by calculating the potential number of vehicles the site could generate. They have done this by analysing car ownership data from the 2011 census for the Mid-Layer Super Output Area (MSOA)

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within which the site lies. This revealed that of all the households within the area, 34% do not own a vehicle and 43% own just one car / van.

When these figures were applied to the number of properties proposed parking for 198 vehicles would be required. As a result when including parking for disabled people the applicant now proposes to provide parking for 205 vehicles. They state that due to the opportunities for sustainable travel this is acceptable. Highway officers agree with this assessment and consider this amount of parking to be acceptable.

In respect of cycle storage the applicant proposes to provide storage for a total of 368 cycles across the site. Each of the houses will be provided with a shed which altogether will be able to accommodate 154 cycles. The highway officers have raised concern that a significant proportion of the cycle storage for the flats consists of double stacking which may not be suitable all occupiers as some people may not have the physical strength or ability to use two-tier racks or may own adapted or specialist bikes. The applicant has revised the plans to now include an additional 3 Sheffield stands, providing alternative space for 15 cycles to mitigate the amount of double stacking.

#### Public Transport

Following extensive discussions, the applicant has agreed to provide laybys on both sides of Salcombe Road to enable buses to pull clear of the carriageway. This is to be welcomed given the number of vehicles that use the route on a daily basis and the need to set the inbound bus stop back to ensure motorists attempting to pull out from Site Two onto Salcombe Road can clearly see vehicles approaching from the right hand side. The applicant has agreed to construct the laybys with concrete pads and 6m raised kerbs. A 3m footway will need to be provided behind both stops. This work will be undertaken as part of the overall package of highway works to the adopted highway under a Section 278 Agreement. The applicant has also agreed to pay for the installation of two x 4-bay Mark 1 shelters with real time information (RTI) displays via a Section 106 Contribution of £57,309 (index linked).

#### Public Right Of Way

Approximately half way along site two is a footpath which connects the site by means of a footbridge over Brislington Brook to Throgmorton Road via Willington Road, part of which is Public Right Of Way (PROW) BCC/457/10. Due to the excellent connectivity it offers with Ilminster Avenue E-ACT Academy and the bus stops on Throgmorton Road the applicant has agreed to upgrade these.

#### Airport Road Segregated Cycle Path

Hengrove Way along with Airport Road forms part of Bristol's strategic walking and cycling network. To improve facilities for cyclists, pedestrians and complete the South Bristol orbital cycle route a 3.5m route has been constructed along most of Airport Road from the junction with Creswicke Road up to the junction with Wells Road (A37). To increase the routes capacity to support the additional demand that is likely to be generated by residents and further promote walking and cycling, Highway officers have requested that a 1.5m wide strip of land is sought to enable the route to be fully segregated (5m wide).

Whilst the applicant has agreed to dedicate some additional land along the route to enable the section that has not been upgraded adjacent to the junction with Creswicke Road to be improved, they have chosen not to provide the 1.5m strip, despite originally committing to this. The Highway officers are extremely disappointed by this. The removal of the 1.5m strip has been made by the applicant to improve the visual impact of the scheme and to provide more defensible space for the ground floor units which was recommended by City Design team.

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The Highways Officers consider that the failure to provide the additional land has resulted in a substandard route which does not comply with the Councils current standards nor the plans within the Local Cycling, Walking Infrastructure Plan (LCWIP). They consider that it will not cater for the increased number of users that will generated as a result of the development or the development of additional housing at neighbouring Filwood Park and Hengrove Park. They have advised that the need for improved infrastructure in South Bristol is vital as the route forms a key link within South Birstol. The area is currently highly car dominated and 2011 Travel to Work Census data analysed by the Council indicates that within the various communities that make up South Bristol between just 2% and 4% cycle and between 7% and 14% walk. Highway officers consider that the only way to encourage people to get out of their cars in order to tackle air pollution and congestion and reverse this trend is to provide such infrastructure.

In response to these representations from the Highway officers, the case officer has had to balance the potential visual improvements to the scheme with one of the key issues being the liveability of the units and its relationship with Airport Road. Reducing the width of the path to 3.5m provides more defensible space to the blocks of flats and improving the visual impact of the scheme. It is noted that Highways team have recently finished construction work to the pavement along Airport Road and we understand that this meets the minimum width for shared use paths for cyclists and pedestrians and provides a safe environment for users. Officers acknowledge that it is disappointing that this has been removed from the scheme, but we do not consider that the loss of this additional width to the footpath would undermine highway safety or conflict with improving sustainable transport in the area.

#### Section 106 contributions-

The Highway officer has advised that to implement the required highway works, promote public transport use and encourage a modal shift the following Section 106 Contributions are required:

Upgrade bus stops on Salcombe Road :	£57,309
Traffic Regulation Orders (TRO's) for the implementation of waiting restrictions / Restricted Parking Zone and 20mph speed limit throughout both sites:	£11,826
Travel Plan Management and Audit Fee or Travel Plan Implementation Fee:	£24,912
Commuted sum for future maintenance of vehicle and pedestrian bridges:	TBC
Total	£94,047 subject to clarification of sum for maintenance of bridges

To conclude the highway officers have raised objections to the reduction in the proposed footpath along Airport Road, but on balance officers do not consider that this jeopardises highway safety or conflicts with sustainable transport policies in the Local Plan.

#### F) 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.

The dwellings on site have been assessed under Part L 2013 using the Government's Standard Assessment Procedure (SAP). The CO2 reduction requirements have been assessed on an aggregate approach across the site, taking into account the orientation, number, size and type of dwelling.

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Regarding heating for the residential blocks the preferred option is for heating and hot water to be provided by an air-source heat pump in combination with a communal gas-fired boiler providing 25% top-up during peak periods, supplying each dwelling via a Heat Interface Unit. All houses will have individual ASHP systems providing heating and hot water.

The site proposes a community boiler/ASHP system, providing space heating and hot water to all blocks, and individual ASHP systems providing heating and hot water to the houses. This provides a 24% reduction through renewables against a typical gas boiler system.

Although the Bristol Heat Network does not have a connection close to the site, the current proposed heating system for the development will be capable to connect to any future networks.

### Overheating

During the assessment of the application concerns were raised by officers of the potential impact from overheating on units facing south onto Airport Road. The sustainability officer has noted that 37% of rooms fail during the 2080 modelling which will mean that they could suffer from overheating. Officers raised concern that this could create a poor living environment particularly as the units facing onto Airport Road could be impacted from traffic noise and there is the potential that occupiers will close windows to reduce the noise impact.

In response to this the applicant has produced an additional report that that has reviewed the potential for overheating in 2080. A 'stress' analysis has been undertaken; which consists of running the overheating model with the windows closed at night time (between 2200 - 0700).

To overcome the increase in ambient temperature given in the 2050 data set; the mechanical ventilation rate will need to be increased if windows remain closed at night. Specifically, the ventilation rate would need to be increased by 28l/s from 32l/s to 60l/s (for a 1B2P unit). The assessment advises that this is easily achieved by increasing the existing extract fan speed to the next setting, or engaging a boost function for periods of warm weather.

The report concludes that the scheme passes the 2080 requirements during the daytime hours, however it doesn't mitigate the effects of overheating during the night time. In order to demonstrate a pass for the 2080 data set, the scheme requires an increase in the mechanical extract ventilation rate to 120l/s. As per 2050, this will be achieved through increasing the fan speed on each unit. It should also be noted that the extract fan equipment will have been replaced twice over the lifespan of the building at this stage, meaning any replacement fan and associated duct system would be able to achieve the increase flow rate.

Subject to the appropriate mechanical ventilation the units facing onto Airport Road will be able to provide a satisfactory living environment. The mitigation outlined by the report will be secured by condition.

The submitted strategy and heating assessments concludes that the scheme is inline with BCS13, BCS14, BCS15 and BCS16.

### G) ECOLOGY

The NPPF (Paragraph 170) sets out that planning decisions should seek to enhance the local and natural environment by protecting and enhancing valued sites of biodiversity value.

Policy BCS9 seeks to ensure that the integrity and connectivity of the green infrastructure network is maintained/ enhanced. The loss of green infrastructure should only be allowed where it is necessary on balance, to achieve the policy aims of the Core Strategy, with appropriate mitigation

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for the lost green infrastructure assets required.

Policy DM19 sets out that development likely to impact on habitat, species or features, which contribute to nature conservation in Bristol will be expected to be informed by an appropriate survey/ assessment of impacts, be designed/ sited in so far as practically and viably possible, to avoid any harm to habitats, species and features of importance.

Site 1 and 2 comprise areas of built environment, parkland and scattered trees, amenity grassland and scrub. The Brislington Brook runs through both sites and scattered trees which are of local value and therefore will be retained and enhanced where possible.

No great crested newt, otter or water vole were recorded on site during the Extended Phase 1 Habitat Survey, they have potential to utilise the site in the future. As such, the impacts on great crested newt, otter and water vole have been assessed and precautionary mitigation has been imbedded within the layout of the plan.

Slow worms are present within the site and there is potential to retain them onsite within retained habitats on the site. A reptile mitigation strategy has been prepared to translocate the slow worms out of the development area for the construction and operational phases of the development.

The Reptile Mitigation Strategy provides the details of the designated reptile receptor area and measures that will enhance this area including cutting back scrubland and reducing the amount of mowing of the grass to establish into tussocks. The receptor area will include areas that will be fenced and trapped. The Strategy provides details of how the reptiles will be captured and translocated to the reptile receptor area.

The City Ecologist has reviewed the proposal and assessment and did have concerns with the proposal isolating the Brook from each other and other and wildlife corridors to the south west. This would have been contrary to policy DM19: Wildlife corridors which seek to enhance and retain existing corridors. In response to this the applicant has tweaked the layout to reduce access road widths and parking courts, reduced depth of parking bays and pushing the blocks of flats further back from Airport Road. This has resulted in an increased width to the landscape buffer between the buildings and the back of the cycle path that abuts Airport Road, to 5 - 6m. Additional tree planting will be incorporated along Airport Road within this landscape buffer, as well as throughout the scheme and within the greenspaces. Additional shrub, hedgerow and wildflower planting is also incorporated within the landscape areas particularly in pinch point areas as noted in the original Ecologist objections to improve the connectivity to the wildlife corridors.

The City Ecologist has confirmed that the revised plan and landscape management scheme is acceptable and satisfactorily addresses DM19.

#### H) FLOOD RISK

The application site includes land which falls within flood zone 2 and 3 which run along the location of the Brislington Brook. The brook runs through the centre of the site flowing from south west to north east before leaving the site through a culvert. The brook re-enters the site adjacent Cadogan Road and continues to flow from south west to north east.

At the time of writing this report there is currently an objection from the Environment Agency on the following grounds-

-The Malago and Brislington 2010 model has not been used as the basis for this FRA but rather Skanska have undertaken their own separate modelling exercise in regards to potential flow rates. It is important that the capacity of the Airport Road Tunnel to take higher flows as a result of the predicted impacts of climate change and any associated impact on this development must be

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG**

considered. However, it is unclear as to whether the Airport Road Tunnel has been considered.

-We remain concerned that consideration of climate change impacts has only focused on rainfall intensity rather than river flows as previously highlighted.

-The applicant must confirm finished floor levels and surrounding ground levels for each plot to ordnance datum. Will dry access and egress be possible from each building during the 1 in 100 year climate change event? I.e. safe, dry access during a 'design' flood in accordance with the Planning Practice Guidance.

-The applicant must provide further clarification on the final option that has been selected for the proposed vehicular bridge crossing over the Brislington Brook, a designated "Main River". We also require clarification regarding our maintenance ask for different sections of the site.

-Insufficient information has been provided to demonstrate that there is not a significant risk that this development will prevent achievement of good ecological status and therefore cannot proceed except under the provisions of Article 4.7 of the Water Framework Directive.

The Environment Agency advises that the applicant may be able to overcome the objections by submitting further information. This has now been done and the applicant has submitted an updated FRA. At the time of writing this report the EA are still reviewing the information and the case officer hopes to update members prior to the meeting.

The revised FRA outlines the following-

-Revised flow rates provided from the EA have been modelled. The Halcrow report discusses the capacity of the tunnel and that it has the capacity for all but the most extreme events, and this approach has been followed in the modelling as part of this FRA.

-The FRA shows that the development has minimal impact on the flows of the brook, due to a SuDS approach having been taken in the Development surface water drainage design.

-Regarding the issue of Flow event v Rainfall event. There is very little difference in this case due to the site being at the head of the brook which has a relatively local and urban catchment, which results in a fast response of the brook flow to a rainfall event.

-The FRA shows the maximum flood level is more than 300mm below the road and building platform levels and therefore since the ground floor levels in each case are above these, the Planning Practice Guidance criteria have been met (provision of safe dry access and egress from each building).

-The proposed vehicular bridge clears the maximum flood flow level, and that the abutments are outside the extents of the peak flows. Having a clear span form, the bridge will not alter the nature of the brook channel, including the geomorphology of the stream bed, maintaining the existing flow characteristics of the brook.

Due to the time critical nature of this application the Environment Agency response to the revised FRA will be presented to members via the amendment sheet prior to committee.

## I) 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

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG**

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 has been reviewed by the Council Air Quality team.

The main purpose of the assessment is to determine the current conditions in the area and what impact future increases in vehicle movements, associated with the development, might have on existing sensitive receptors. In addition, the air quality concentrations at the residential portions of the development are predicted to enable an assessment of compliance with the UK air quality objectives.

Based on this assessment, it is concluded that the development will not introduce residents into a development that is exposed to exceedances of the NAQO nor will it have a detrimental impact on air quality at existing receptors in the area.

Once operational all receptors along the main roads are not expected to have concentrations of PM10 and PM2.5 that would cause exceedances of their relevant NAQOs.

While the assessment concludes that there will be a negligible impact the assessment does set out mitigation such as potential improvements to cycling and public transport infrastructure. Each home is to be provided with an electric charge point to encourage the use of electrically powered vehicles.

There will also be a car club provided to residents.

The Air Quality Team have raised no objections and have advised that the submitted assessment is of a high standard and accords with relevant guidance.

## J) 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 an Arboricultural Impact Assessment, Method statement and Tree protection plan. A total of 117 individual trees, 13 groups of trees and ten hedges were surveyed. 78 trees will need to be removed in order to construct the Proposed Development, these include 12 B-grade trees. 4 trees were classed as U grade trees with the rest classed as category C.

The proposed tree plan has been revised (to incorporate planting along Airport Road) and a total of 185 new trees to respond to policy DM17 and the Bristol Tree replacement standards. The City Tree officer has reviewed the assessment and has advised that to comply with the policy only 165 is required, so the application has gone beyond the minimum.

Subject to standard conditions to protect the trees the development is considered to comply with DM17.

**Development Control Committee B – 24 June 2020****Application No. 20/00299/F : Land North Of Airport Road Bristol BS14 9UG****K) CONTAMINATION**

The application includes a site investigation report, Desk Study and Preliminary Risk Assessment which have been reviewed by the Contamination officer.

The assessments conclude that the historical mapping of the site has revealed that the land has only been used for housing from approximately 1947 which were demolished by 2002. As a result it is likely that Made Ground will be present on site. This poses a risk to human health through the ground gases that may be produced and the possible presence of heavy metals and asbestos which may be disturbed in future residential gardens. The mounds separating the site from Airport Road are a potential source of this material

The Contamination officer has advised that the site needs to be more adequately characterised prior to the groundworks and construction commencing on site and this can be addressed by standard contamination conditions for relevant pre-commencement site investigation and reporting to the Local Planning Authority.

Subject to conditions no significant concerns are raised.

**L) PLANING OBLIGATIONS**

The 30% affordable housing will be secured by legal agreement

If the Environment Agency removes their objection it is likely that funding will also need to be secured for the maintenance of the Brislington Brook.

Highway officers have also requested a provisional total of £94,047 to deliver upgraded bus stops on Salcombe Road, Traffic Regulation orders for the implementation of waiting restrictions/restricted parking zone and the 20 mph throughout both sites. Travel plan implementations and also commuted sums for the future maintenance of vehicle and pedestrian bridges.

Avon Fire has also requested that the development includes 4 fire hydrants. The cost of installation and five years maintenance of a Hydrant is £1,500 + vat per hydrant.

**COMMUNITY INFRASTRUCTURE LEVY**

The CIL liability for the development is £1,094,066.21.

**CONCLUSION**

If Flood Risk issues are addressed officers are on balance able to support the application subject to the completion of a necessary legal agreement to secure obligations and finalise planning conditions.

Due to the time critical nature of the decision - Officers will update members of the EA recommendations via the amendment sheet.

Weighing up the negative and positive aspects of the scheme officers on balance can support the proposal.

The principle of the development is supported by the Local Plan and the scheme would provide an acceptable level of affordable housing and an appropriate mix of units. New play areas and open space is also proposed alongside satisfactory ecological mitigation and tree planting.

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While the development would change the character of this section of Airport Road, the land is allocated in the Bristol Local Plan for residential development and the scale and form of development is similar to the buildings further south along Airport Road.

Officers do have some concerns with the future living environment for occupiers of the one bedroom flats facing Airport Road, the applicant has provided sufficient evidence that noise and overheating can be addressed by mechanical ventilation (trickle vents) to provide a satisfactory living environment. But we are disappointed that no further revisions could be made to improve the living environment. The other alterations to the scheme, moving the buildings further from the pavement and the inclusion of additional vegetation will help screen the development and provide some more defensible space for future occupiers on the ground floor.

While the Highway officers are objecting to the removal of the proposed 5m wide shared footway, officers considered that it would be difficult to object to the loss of 1.5m as the existing 3.5m footpath meets the minimum widths for shared pavements and is deemed safe.

Therefore on balance, officers recommend approval subject to the applicant addressing the Flood Risk issues.

**RECOMMENDED :** If Environment Agency objection is removed- Resolution to GRANT planning permission subject to delegation to officers to:

- (1) Completion of Planning agreement to secure the following
  - (i) Payment of the sum of £24,912 for Travel Plan Management & Audit Fee (Residential)- (index linked to the date of Committee);
  - (ii) Payment of the sum of to upgrade two bus stops within the vicinity of the site - £57039
  - (iii) Payment of the sum of Traffic Regulation Order for the implementation of waiting restriction £11826
  - (iv) Commuted sum for maintenance of bridges- final sum to be agreed.
  - (v) Payment of the sum of £6000 for the provision of fire hydrant s(index linked to the date of Committee)
  - (vi) Potential payment of commuted sum for maintenance of Brislington Brook – Subject to Clarification of the Environment agency.

- (2) Completion of relevant planning conditions to cover design, contamination, climate change, highway works, residential amenity, ecology, landscaping, trees and other conditions reasonable and necessary to make the scheme acceptable.

## **Supporting Documents**

### **2. Land North of Airport Road**

1. Site accommodation layout
2. Illustrative layout
3. Street elevations apartments
4. Street elevations South site housing
5. Street elevations North site housing
6. Street sections
7. Street sections
8. View to housing plots 25 to 35
9. View from Airport Road
10. View to Housing plots 61 to 77



BoKlok: Airport Road, Bristol						
Open Market Sale (using BoKlok Affordability Model)						
Apartments						
Block	Block Type	Storeys	1B2P (Type 01)	2B4P (Type 02)	Apartment total	
1	1B2P (Type 01)	4	7	17	24	
2	2B4P (Type 02)	4	7	17	24	
3	1B2P (Type 01)	4	2	10	12	
Totals:				16	44	60
House Types						
HT	Unit Type	No.	GIA (m <sup>2</sup> )	Sub Total GIA	%	
THC2	2B4P	28	81.9	2,313.2	46%	
THC3	3B4P	33	88.9	2,933.7	54%	
Totals		61		5,246.9	100%	

Affordable Homes						
Intermediate Homes						
Apartments						
Block	Block Type	Storeys	1B2P (Type 01)	2B4P (Type 02)	Apartment total	
3	AB13	4	5	7	12	
Totals			5	7	12	

Affordable Rented Homes						
Apartments						
Block	Block Type	Storeys	1B2P (Type 01)	2B4P (Type 02)	Apartment total	
4	AB13	4	7	17	24	
Totals			7	17	24	

House Types						
HT	Unit Type	No.	GIA (m <sup>2</sup> )	Sub Total GIA	%	
THC2	2B4P	6	81.9	491.4	38%	
THC3	2B4P	4	93.4	373.6	25%	
	3B4P	6	88.9	533.4	36%	
Totals		16		1398.4	100%	

Affordable Totals						
	Tenure	Unit Totals				
Houses	Affordable Rent	16	77%			
Apartments	Intermediate	24	0%			
Apartments	Affordable Rent	12	23%			
Totals of 30% Affordable provision		52				

Site Totals						
Apartments						
Tenure	No. of Apartments	% of total provision (private)	% of total provision (affordable)			
Private	60	63%	NA			
Intermediate	12	NA	13%			
Affordable Rent	24	NA	25%			
Totals		96	63%		38%	

House Types						
Tenure	No. of Houses	% of total provision (private)	% of total provision (affordable)			
Private	61	79%	NA			
Intermediate	0	NA	0%			
Affordable Rent	16	NA	21%			
Totals		77	79%		21%	

House Types & Apartments Combined						
Tenure	No. of Plots	% of total provision (private)	% of total provision (affordable)			
Private	121	70%	NA			
Intermediate	12	NA	7%			
Affordable Rent	40	NA	23%			
Totals		173	70%		30%	

Note:  
landscape shown on this drawing as indicative;  
please refer to Neil Tully Landscape Architect's  
drawing for details of the landscape proposals.

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Key:

Top of bank to brook

EA 5m off set from top of bank  
(no build zone)

8m off set from top of bank  
(hard standing only; roads and paths)

Groupings of trees retained

Individual trees retained

Proposed new trees

Embankment to cyclepath

Passive surveillance to  
parking areas & public realm

7.5m wide shared surface streets  
with forward visibility indicated

Mobility units (plots 51 to 54)

Sub Station

Junction visibility splays

EV charging points will be supplied to house  
plots with on plot parking

R	19.05.20	Adopted footpath added to front of parking bays at rear parking court for plots 40 to 47.	DS	-
Q	15.05.20	Layout updated to coordinate with landscape architect layout. Bus laybys added to Salcombe Road. Forward visibility and junction visibility splay added to layout. Footpath layout adjusted to the rear of Block 1. 5 no. additional Sheffield bike stands added to the rear of Block 1.	DS	-
P	29.04.20	Apartment Blocks 1 & 2 pushed back 700mm to maximise landscape buffer onto Airport Road. Blocks 3 & 4 pushed back and re-aligned to maximise landscape buffer onto Airport Road. 3.5m cyclepath reinstated to maximise distance between building line and cyclepath. Parking reduced to 100% to reduce parking courts at end of Blocks 1 & 4. Additional landscaping added in place of end parking courts. Gates removed from parking court serving plots 36 to 50. Pedestrian zones to shared surface streets removed (at plots 05 to 33 and at plots 51 to 65). 10 no. Sheffield bike stands added either side of the central access road.	DS	-
O	06.01.20	Key revised	SM	DS
N	13.12.19	Rear access paths added. Garden sheds/cycle stores added. Bin stores for homes added. Turning head and junction at plots 36 to 50 adjusted to suit vehicle tracking.	DS	-
M	11.12.19	Plots 69 to 71 and 75 to 77 amended from 2 bed units to 3 bed units. Accommodation schedule updated accordingly. 6 no. disabled parking spaces added to apartment block parking areas. Eastern most parking area has had 3 no. parking spaces redistributed to create some distance between the parking court and Airport Rd cycle way.	DS	-
L	11.12.19	Plots 36 to 50 layout adjusted to reflect comments from pre-app meeting on 09.12.19. This area drops 2 no. units, which have been relocated elsewhere to maintain site wide numbers at 173 (additional plot at plots 01 to 04 and at plots 29 to 32). Plots 01 to 04 configuration adjusted to reflect comments from BCC pre-app meeting. Bridge alignment skewed slightly to assist with refuse vehicle tracking requirements. Access road off Airport Road widened to 6m to assist with vehicle tracking. Road mouth radii increased to 7.5m to assist with tracking also. Parallel visitor parking bays added between plots 12 and 13, as per pre-app comment from BCC. Road serving plots 01 to 35 adjusted to reflect BCC comments. 2m footpath to one side of 5.5m wide road, with 1m margin to opposite side. Accommodation schedule updated to reflect changes.	DS	-
K	06.12.19	Northern parcel of south site adjusted to reflect comments from BCC urban design officer. More trees in this area retained as a result. Access road brought to front in order to omit rear parking court.	DS	-

Rev	Date	Description	Drawn	Chkd
Drawing Status				

PLANNING

Client



jtp

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Project

Airport Road, Bristol

Drawing Title

Site Accommodation Layout

Scale @ A1

1:1000

Job Ref.

01510

Drawing No.

01510\_ S\_02

Revision

R

Scale Bar

0

10

20

30

40

50m



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C	20.05.20	Illustrative Layout updated to reflect planning layout updates.	DG	DS
B	19.12.19	Illustrative Layout updated to reflect planning layout updates.	DG	DS
A	08.11.19	Illustrative Layout updated to reflect planning layout updates.	DG	RP
-	30.09.19	Initial Issue	DG	RP

Rev	Date	Description	Drawn	Chkd
Drawing Status				

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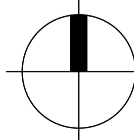
Drawing Title

Illustrative Layout

Scale @ A1 1:1250 Job Ref. 01510

Drawing No. 01510\_S\_03 Revision C

Scale Bar 0 10 20 30 40 50m



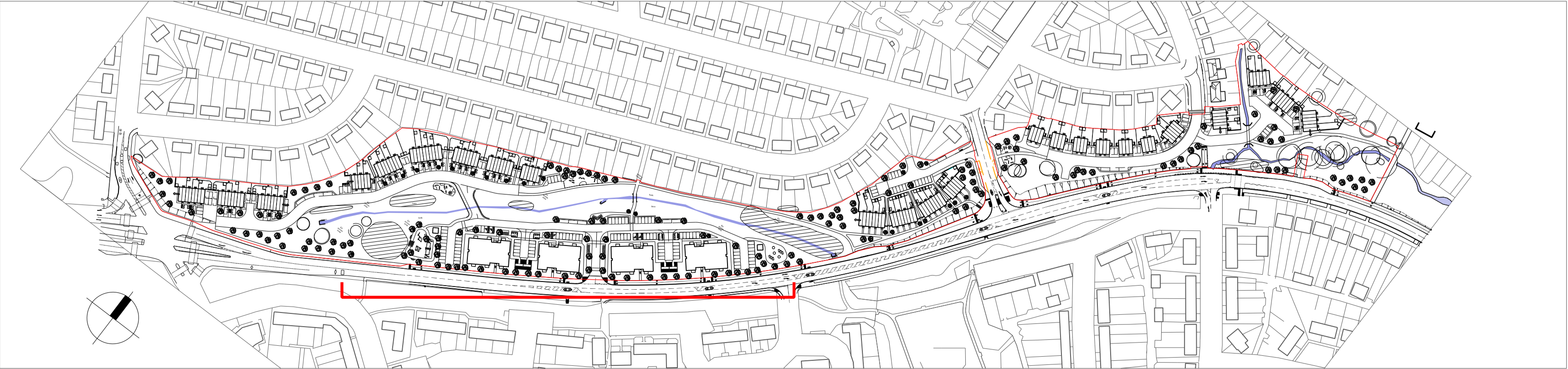


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A	30.04.20	Materials revised to apartments and housing	SM	DS
-	07.01.20	First Issue	SM	DS

Rev	Date	Description	Drawn	Chkd
		Drawing Status		

Pre-planning

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Project  
Airport Road, Bristol

Drawing Title  
Street Elevation  
Apartments on Airport Road

Scale @ A1 1:200 Job Ref. 01510

Drawing No. 01510\_ SE\_01 Revision A

Scale Bar  
0 2 4 6 8 10m



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Plot 01 Plot 02 Plot 03 Plot 04 Plot 05 Plot 06 Plot 07 Plot 08 Plot 09 Plot 10 Plot 11 Plot 12 Plot 13 Plot 14 Plot 15



Plot 16 Plot 17 Plot 18 Plot 19 Plot 20 Plot 21 Plot 22 Plot 23 Plot 24 Plot 25 Plot 26 Plot 27 Plot 28 Plot 29 Plot 30 Plot 31 Plot 32 Plot 33 Plot 34 Plot 35

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A	30.04.20	Materials revised to apartments and housing	SM	DS
-	06.01.20	First Issue	SM	DS
Rev	Date	Description	Drawn	Chkd

Drawing Status

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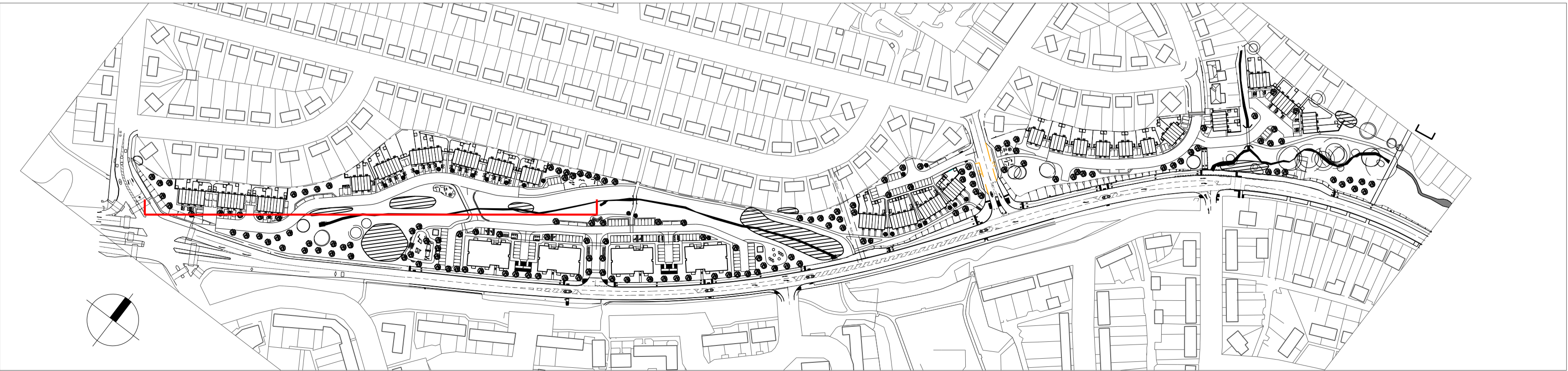
Drawing Title

Street Elevation  
Housing to South Site

Scale @ A1 1:1000 Job Ref. 01510

Drawing No. 01510\_ SE\_02 Revision A

Scale Bar 0 10 20 30 40 50m





Notes:  
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A	30.04.20	Materials revised to apartments and housing	SM	DS
-	07.01.20	First Issue	SM	DS
Rev	Date	Description	Drawn	Chkd

Drawing Status

PLANNING

Client



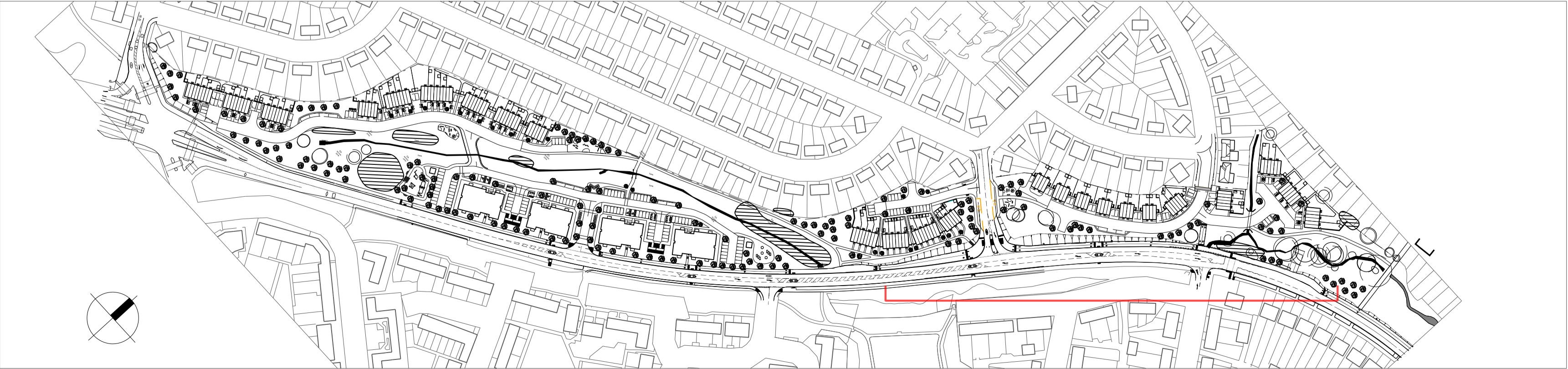
Project  
Airport Road, Bristol

Drawing Title  
Street Elevation  
Housing to North Site

Scale @ A1 1:1000 Job Ref. 01510

Drawing No. 01510\_ SE\_03 Revision A

Scale Bar  
0 10 20 30 40 50m





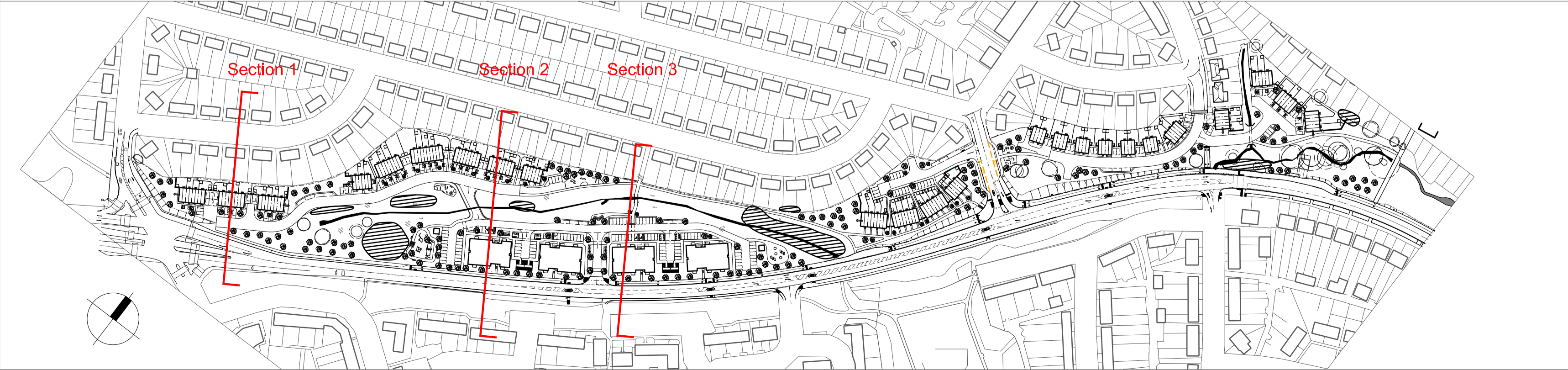
Section 1



Section 2



Section 3



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A	18.05.20	Revised in line with materials and layout changes	SM	DS
-	07.01.20	First Issue	SM	DS

Rev	Date	Description	Drawn	Chkd
Drawing Status				

PLANNING

Client



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Project  
Airport Road, Bristol

Drawing Title  
Street Sections  
01-03

Scale @ A1	1:200	Job Ref.	01510
Drawing No.	01510_ SX_01	Revision	A
Scale Bar			



Section 4



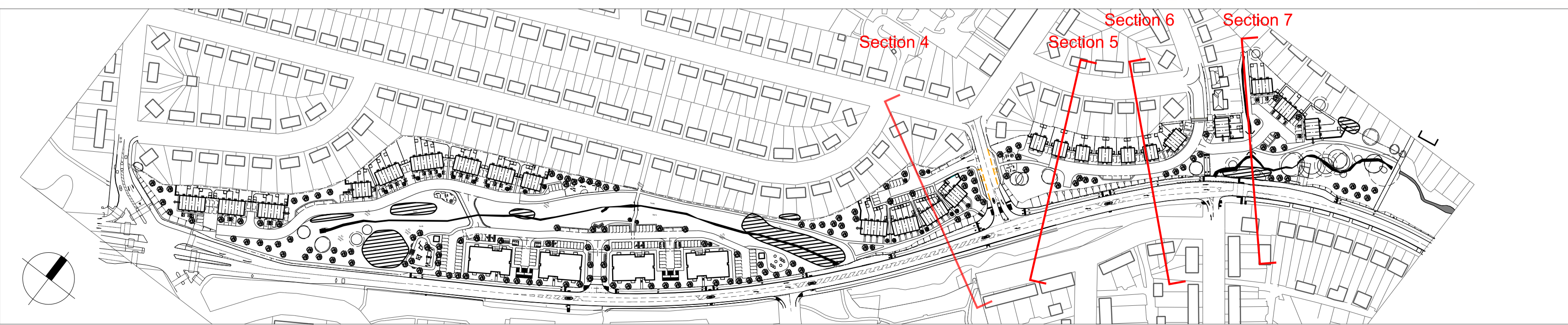
Section 5



Section 6



Section 7



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A	18.05.20	Revised in line with materials and layout changes	SM	DS
-	07.01.20	First Issue	SM	DS

Rev	Date	Description	Drawn	Chkd
Drawing Status				

PLANNING

Client



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Project  
Airport Road, Bristol

Drawing Title  
Street Sections  
04-07

Scale @ A1 1:200 Job Ref. 01510

Drawing No. 01510\_ SX\_02 Revision A

Scale Bar  
0 2 4 6 8 10m

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A	08.06.20	Image updated to reflect changes to layout, landscaping and building materials.	SC	DS
-	07.01.20	First Issue.	SC	DS

Rev	Date	Description	Drawn	Chkd
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Drawing Status

PLANNING

Client



Project  
Airport Road, Bristol

Drawing Title  
View to Housing  
Plots 25 to 35

Scale @ A2	nts	Job Ref.	01510
Drawing No.	01510_S_CGI-02	Revision	A



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A 08.06.20 Image updated to reflect changes to layout, landscaping and building materials. SC DS  
- 07.01.20 First Issue. SC DS

Rev	Date	Description	Drawn	Chkd
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Drawing Status

PLANNING

Client



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Drawing Title

Airport Road Elevation  
with trees at height after completion

Scale @ A2 nts Job Ref. 01510

Drawing No. 01510\_S\_CGI-01 Revision A



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A	08.06.20	Image updated to reflect changes to layout, landscaping and building materials.	SC	DS
-	07.01.20	First Issue.	SC	DS

Rev	Date	Description	Drawn	Chkd
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Drawing Status

## PLANNING

Client



Project  
Airport Road, Bristol

Drawing Title  
View to Housing  
Plots 61 to 77

Scale @ A2: nts

Job Ref: 01510  
Drawing No. 01510\_S\_CGI-03 Revision A

