

# Development Control A Committee Agenda



**Date:** Wednesday, 22 September 2021

**Time:** 2.00 pm

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

## **Distribution:**

**Councillors:** Richard Eddy (Chair), John Geater, Paul Goggin, Fi Hance, Tom Hathway, Philippa Hulme, Steve Pearce, Ed Plowden and Andrew Varney

**Copies to:** Zoe Willcox (Director: Development of Place), Gary Collins, Matthew Cockburn, Laurence Fallon, Stephen Peacock (Executive Director for Growth and Regeneration) and Claudette Campbell (Democratic Services Officer)

**Issued by:** Oliver Harrison, Democratic Services  
City Hall, PO Box 3399, Bristol BS3 9FS  
E-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)  
**Date:** Tuesday, 14 September 2021



# Agenda

## 1. Welcome, Introductions and Safety Information

(Pages 4 - 7)

## 2. Apologies for Absence and Substitutions

## 3. Declarations of Interest

To note any interests relevant to the consideration of items on the agenda. Please note that any declarations of interest made at the meeting which are not on the register of interests should be notified to the Monitoring Officer for inclusion.

## 4. Minutes of the previous meeting

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

(Pages 8 - 13)

## 5. Appeals

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

(Pages 14 - 22)

## 6. Enforcement

To note recent enforcement notices.

(Page 23)

## 7. Public Forum

Up to 30 minutes is allowed for this item.

Any member of the public or Councillor may participate in Public Forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Public Forum items should be emailed to [democratic.services@bristol.gov.uk](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 5 pm on Thursday 16 September.



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 12.00 noon on Tuesday 21 September.

Members of the public who wish to present their public forum statement, question or petition at the meeting must register their interest by giving at least two clear working days' notice prior to the meeting by **2pm on Friday 17 September**.

**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**

**(Page 24)**

### **9. 21/01999/F - Former Car Park, College Road, Clifton**

**(Pages 25 - 45)**

### **10. 19/06107/F - Paynes Shipyard & Vauxhall House, Coronation Road**

**(Pages 46 - 115)**

### **11. 21/00531/P - Hengrove Leisure Park, Hengrove Way**

**(Pages 116 - 136)**

## **12. Date of Next Meeting**

The next Development Control A Committee is on Wednesday 3 November at 6.00pm in City Hall.



# Public Information Sheet

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

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

## Changes to how we hold public meetings

Following changes to government rules, public meetings including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny will now be held at City Hall.

## COVID-19 Precautions at City Hall (from July 2021)

When attending a meeting at City Hall, COVID-19 precautions will be taken, and where possible we will:

- Have clear signage inviting you to check in to the venue using the NHS COVID-19 app or record your contact details for track and trace purposes.
- Provide public access that enables social distancing of one metre to be maintained
- Promote and encourage wearing of face coverings when walking to and from the meeting
- Promote good hand hygiene: washing and disinfecting hands frequently
- Maintain an enhanced cleaning regime and continue with good ventilation

## COVID-19 Safety Measures for Attendance at Council Meetings (from July 2021)

To manage the risk of catching or passing on COVID-19, it is strongly recommended that any person age 16 or over attending a council meeting should follow the above guidance but also include the following:

- Show certification of a negative NHS COVID-19 lateral flow (rapid) test result: taken in the 48 hours prior to attending. This can be demonstrated via a text message or email from NHS Test and Trace.
- An NHS COVID-19 Pass which confirms double COVID-19 vaccination received at least 2 weeks prior to attending the event via the NHS App. A vaccination card is not sufficient.
- Proof of COVID-19 status through demonstrating natural immunity (a positive NHS PCR test in the last 180 days) via their NHS COVID-19 pass on the NHS App.
- Visitors from outside the UK will need to provide proof of a negative lateral flow (rapid) test taken 48 hours prior to attendance, demonstrated via a text message or email.

Reception staff may ask to see this on the day of the meeting.

No one should attend a Bristol City Council event or venue if they:

- are required to self-isolate from another country
- are suffering from symptoms of COVID-19
- have tested positive for COVID-19 and are requested to self-isolate



Members of the press and public who wish to attend City Hall are advised that you may be asked to watch the meeting on a screen in another room due to the maximum occupancy of the venue.

### Other formats and languages and assistance for those with hearing impairment

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

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

### Public Forum

Members of the public may make a written statement ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee 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. If the statement is longer than this, then for reasons of cost, it may be that only the first sheet will be copied and made available at the meeting. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the Committee and published 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.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute.**
- If there are a large number of submissions on one matter a representative may be requested to speak on the groups behalf.
- If you do not attend or speak at the meeting at which your public forum submission is being taken your statement will be noted by Members.
- Under our security arrangements, please note that members of the public (and bags) may be searched. This may apply in the interests of helping to ensure a safe meeting environment for all attending.
- As part of the drive to reduce single-use plastics in council-owned buildings, please bring your own water bottle in order to fill up from the water dispenser.

For further information about procedure rules please refer to our Constitution  
<https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

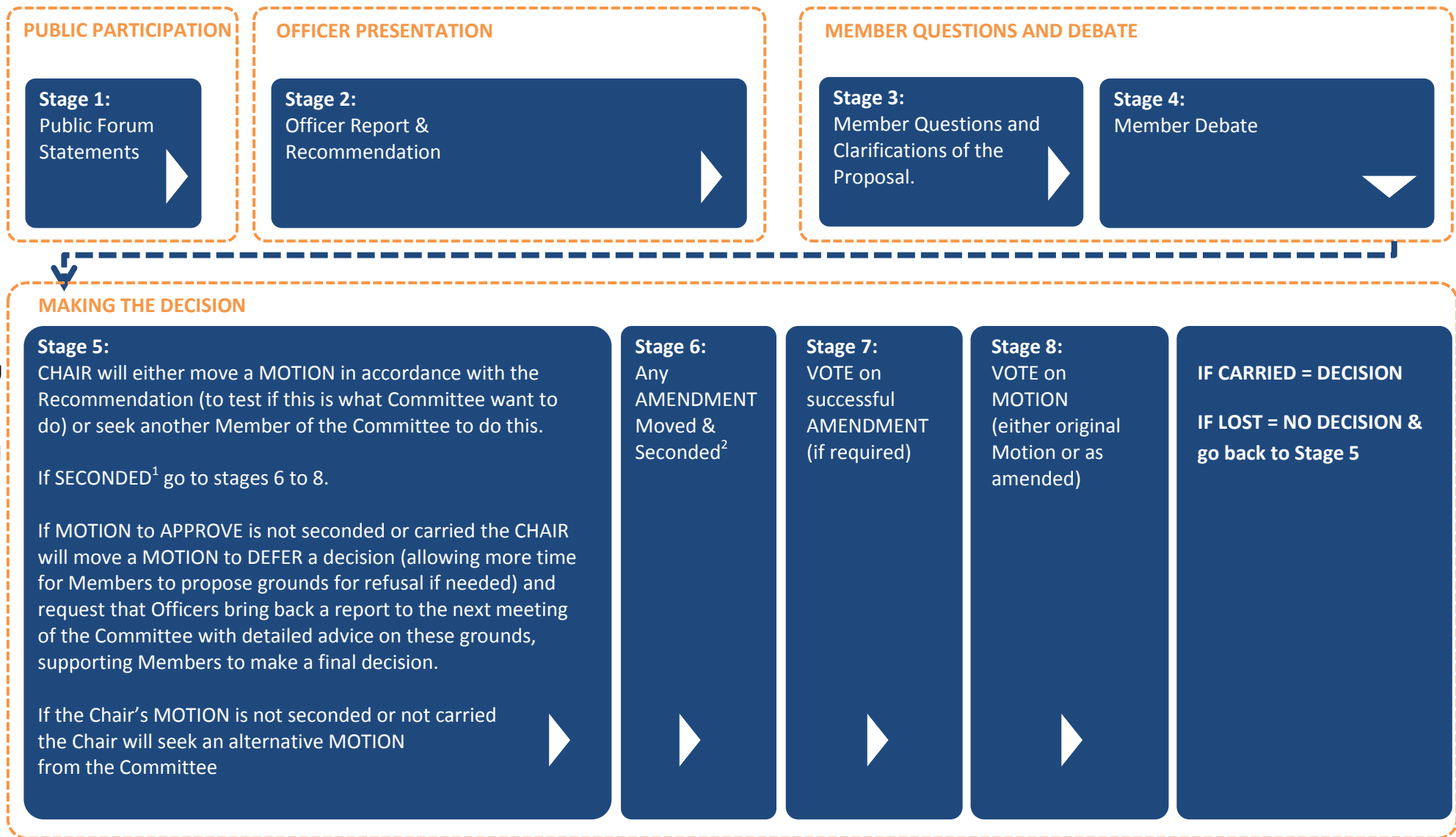
### Webcasting/ Recording of meetings

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

The privacy notice for Democratic Services can be viewed at [www.bristol.gov.uk/about-our-website/privacy-and-processing-notices-for-resource-services](http://www.bristol.gov.uk/about-our-website/privacy-and-processing-notices-for-resource-services)



# Development Control Committee Debate and Decision Process



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<sup>1</sup> A Motion must be Seconded in order to be formally accepted. If a Motion is not Seconded, the debate continues

<sup>2</sup> An Amendment can occur on any formally approved Motion (ie. one that has been Seconded) prior to Voting. An Amendment must itself be Seconded to be valid and cannot have the effect of negating the original Motion. If Vote carried at Stage7, then this becomes the Motion which is voted on at Stage 8



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



**11 August 2021 at 6.00 pm**

### **Members Present:-**

**Councillors:** Richard Eddy (Chair), Paul Goggin, Fi Hance, Tom Hathway, Philippa Hulme, Steve Pearce, Ed Plowden and Andrew Varney

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

Gary Collins, Oliver Harrison

### **1 Welcome, Introductions and Safety Information**

The Chair welcomed everyone to the meeting and issued the safety information.

### **2 Election of Vice-Chair**

Councillor Paul Goggin was elected Vice-Chair.

### **3 Apologies for Absence and Substitutions**

Apologies were received from Cllr John Geater, Cllr Jonathan Hucker substitutes.

### **4 Declarations of Interest**

Cllrs Ed Plowden, Paul Goggin and Steve Pearce were unable to attend the site visit for the first application so will not vote on the outcome.

Cllr Fi Hance has submitted a statement in support of the third application so will not participate on that item.

### **5 Minutes of the previous meeting held on Wednesday 30th June 2021**

RESOLVED The minutes of the previous meeting 30 June 2021 were agreed as a correct record.





## 6 Appeals

Officers drew attention to the following items:

Items 9 and 10 (Colston Avenue), refer to the vacant plinth in the centre following the removal of the Colston statue. Officers resolved not to determine the statue as this is part of a major public consultation exercise currently being done by the Council. It was felt it was right to defer to that consultation rather than make a planning decision on this individual proposal. The Inspector dismissed the appeals, however, the Inspector did award costs against the Council.

Item 14 relates to the move of Baltic Wharf Caravan Club to the former police horse and dog training site. Following a call-in by the Secretary of State the Public Inquiry finished a week ago and we await the decision.

Item 59 (Eldridge Close) was refused under delegated powers but was permitted on appeal by the Inspector. This was a different view to BCC about the effect of the application on the surrounding area.

The Chair commented that there has only been one upheld appeal in this period, reflecting well on planning officers and members.

## 7 Enforcement

Officers reported that no enforcement notices had been issued since the last meeting, but such notices were in the pipeline.

## 8 Public Forum

Members of the Committee received Public Forum Statements in advance of the meeting.

The Statements were heard before the application they related to and were taken fully into consideration by the Committee prior to reaching a decision.

## 9 Planning and Development

The Committee considered the following applications.

### 1 Planning Application Number 21/00746/F - 6 Clyde Park

0



Officers presented the report but did not want to repeat information that had already been covered. The report is comprehensive, and members had a site visit today.

Questions for clarification:

1. The concept of “garden grabbing” can be permitted if certain criteria can be proven: efficient use of land within a high density area, improvement in design for the area or the proposal is an extension of an existing dwelling. Officers considered clause 1 in this case, the efficient use of land in a high-density area around the city centre (which is 800m from the site).
2. There has been lots of discussion about this application setting a precedent. Clyde Park is itself a suitable location for a new development. It is stated in the conservation area appraisal that back lanes are not as important as major routes.
3. The distance between properties is 19m.

Debate notes:

4. Members appreciated the site visit so they could clearly visualise the impact of the application. Parking is very difficult on this road. Clyde Park is a “dog leg” so there are concerns about the safety of vehicles and pedestrians. This development would have a negative impact on a conservation area. The views across existing gardens would be impacted. This application could set a precedent for garden grabbing.
5. The visit allowed members to get a good feel for the conservation area and what we are trying to preserve. The development would have a negative impact. There is an issue of overlooking existing properties and the lane is very narrow.
6. There are many objections on this application. A properly positioned mirror could mitigate some of the vehicle risk.
7. Heritage is the main issue of concern in this application, and it is clear from the site visit today it would not be in keeping with the character of the area.

DECISION

8. Cllr Varney moved to approve the officer recommendations. There was no second so this motion falls.
9. There was a discussion about the appropriate grounds for refusal for this application to defend the decision against possible appeal.

RESOLVED (6 for / 0 against / 0 abstain) application is REFUSED on heritage and conservation grounds.

## **1 Planning Application Number 20/03659/F - Green Court Access 18, Avonmouth**

**1**

Officers presented the report and highlighted the following points:

1. This is an unusual application. Committee is not examining the original decision for planning consent but looking at conditions being amended so the planning considerations at this stage are relatively narrow. This would normally be an officer decision, but the ward councillor has referred it to the committee.



2. This application already has planning permission. The change in conditions refers to the type of fuel being processed at this plant. The business has a 50-year lease on the site and needs the flexibility of being able to process different fuels.
3. There are no external variations to site and all structures remain the same.
4. The application is to combine Refuse Derived Fuel (RDF) and waste wood. There is previous approval for RDF in 2010 and wood in 2017.
5. There have been some objections, several related to the presence of flies which is a persistent issue for the area. This is largely a matter for the Environment Agency, who would consider the relevant environmental permits and attach conditions.

Questions for clarification:

6. The wider environmental investigations into fly issues in Avonmouth is ongoing, however this should not have a bearing on this application.
7. This application will need two separate pieces of approval. The planning application as per today, then a further application for an environmental permit via the Environment Agency. A deferral of planning based on environment issues is inappropriate given the future requirements for a permit.
8. Refuse Derived Fuel is any waste material that is not otherwise recycled. There should be processing before burning to remove hazardous material.

Debate notes:

9. The ability of the committee to act under the circumstances of the application is limited. If a change in conditions is not agreed, the applicant will continue to process waste under existing permissions. The amendment is unlikely to influence the wider fly issues.
10. We do not have full details on what will be burned and the pollution that will result. Do we want to encourage the burning of waste? The alternative is landfill, so the options are difficult.
11. Members were satisfied on the general principle that the detailed pollution control issues are a matter for the Environment Agency rather than Planning Committee.
12. If we were determining the 2010 application under current policy, we may have refused it but the planning history before us means the only issue is increased tonnage and variation in fuel types.
13. Pollution and odour are material consideration for planning, but the EA will be able to regulate these to a higher degree.

DECISION

RESOLVED (9 for / 0 against / 0 abstain) the application is approved as per officer's recommendations.

**1 Planning Application Number 21/00288/F - Ferro Whapping Wharf, Bristol**

**2**

Officers presented the report and highlighted the following points:

1. The report shows the location of the houseboat within the harbour. There are pictures before and after alterations. There has been a significant increase in the height of the boat.
2. The application is within a conservation area, so members should give that relevant weight.



3. There are 53 letters of support for the application. However, the officer recommendation is to refuse based on policy within a conservation area and the scale of alteration to the boat.

Questions for clarification:

4. Members expressed confusion about why planning permission applies in this situation. It is a grey area, but some determining features are the permanence of the mooring to services and this vessel having no engine or propulsion. It is classed as a residence so will need planning permission.
5. There are many boats in the area used as residences, but they are active vessels despite variations of design.
6. The application impacts on the character of a conservation area. There are policies to inform that, but it is ultimately a subjective view. Officers give an informed opinion and make recommendations for members. Applications go through several officer teams, the reports are based on that consensus, they are not a singular view.
7. Although rare, there have been other applications where officers recommend refusal, but public comments are all supportive. These applications go to committee for determination.
8. Granting this application will inevitably set a precedent for other heavily converted houseboats.
9. These applications need both planning consent and the licensing consent from the harbour. They are separate processes and decisions.
10. It would be helpful for there to be a cohesive policy that applicants can follow. Cllr Eddy as a member of the Harbourside Council asked for officer assistance in addressing this in the upcoming Harbourside review plan.

Debate notes:

11. The Bristol docks is an area where people work, live and play. It is incumbent on members to find a balance. This application is a good example of creating water borne accommodation in the city centre and represents the housing diversity that we should be aiming for. The impact on heritage grounds is not significant given the mixed nature of the harbour. Members should support innovative and sustainable design.
12. Some members expressed sympathy for the applicant due to the delays caused by there not being a clear policy to cover these types of conversions. The Harbourside is a working and semi-industrial area so conservation arguments have a limit in this context. The unique design is likely to add to the character of the area.
13. Public comments are overwhelmingly supportive. In such a high-profile area, we would expect many complaints if the design was poor. It is unintrusive even with the increased height.
14. In the context of a city-wide housing crisis, boathouses are a feasible part of the solution.
15. There was concern about setting a precedent and the need for a policy. Cllr Eddy volunteered to write to the Harbourside Forum on behalf of the committee to take this forward.

DECISION

RESOLVED Members declined to move the officer recommendation.

Councillor Eddy moved the approval of the application seconded by Councillor Pearce.



RESOLVED (8 for / 0 against / 0 abstain) approve application subject to suitable conditions to be drafted by officers.

**1 Date of Next Meeting**

**3**

The next DCA meeting is 22 September 2021 at 2pm.

Meeting ended at 7.30 pm

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



## DEVELOPMENT CONTROL COMMITTEE A

22 September 2021

### REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

#### LIST OF CURRENT APPEALS

##### Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	St George Troopers Hill	42 Nicholas Lane Bristol BS5 8TL A single storey extension is proposed to the rear of the property with a roof terrace accessed from the rear bedroom. Appeal against refusal Delegated decision	12/10/2020
2	Hillfields	95 Gorse Hill Bristol BS16 4PL Replacement of an existing garage with annexe for ancillary accommodation. Appeal against refusal Delegated decision	10/05/2021
3	Stoke Bishop	22 Old Sneed Avenue Bristol BS9 1SE Alterations and extensions to the property on the north (rear), west and south (road) elevations to provide additional residential accommodation. Appeal against refusal Delegated decision	18/05/2021
4	Brislington West	40 Runswick Road Bristol BS4 3HY Single storey rear extension and loft conversion. Appeal against refusal Delegated decision	14/06/2021
5	Windmill Hill	10 New Walls Bristol BS4 3TA Erect a porch to the front elevation. Appeal against refusal Delegated decision	03/08/2021
6	St George Troopers Hill	77 Dundridge Lane Bristol BS5 8SN Erection of garden fence over one metre in height, adjoining a highway. Appeal against refusal Delegated decision	03/08/2021

7	Bedminster	5 Prospect Terrace Bristol BS3 3BQ Replacement of existing roof with a mansard style roof, to provide a new bedroom and bathroom at second floor. Appeal against refusal Delegated decision	11/08/2021
8	Avonmouth & Lawrence Weston	7 Fairford Road Bristol BS11 9QZ Single storey rear extension and two-storey side extension. Appeal against refusal Delegated decision	11/08/2021

### Informal hearing

Item	Ward	Address, description and appeal type	Date of hearing
9	Lawrence Hill	1 Milsom Street Bristol BS5 0SS Enforcement notice appeal for the erection of rear extension without planning permission. Appeal against an enforcement notice	TBA

### Public inquiry

Item	Ward	Address, description and appeal type	Date of inquiry
10	Lawrence Hill	Land And Buildings On The South Side Of Silverthorne Lane Bristol BS2 0QD Phased development of the following: site wide remediation, including demolition; (Plot 1) outline planning permission with all matters reserved aside from access for up to 23,543m2 GIA of floor space to include offices (B1a), research and development (B1b), non-residential institution (D1) and up to 350m2 GIA floor space for cafe (A3); (Plots 2 and 3) erection of buildings (full details) to provide 371 dwelling houses (C3), offices (B1a), restaurants and cafes (A3); (Plot 4), redevelopment of 'Erecting Sheds 1A and 1B' (full details) to provide offices (B1a); (Plot 5) erection of buildings and redevelopment of 'The Boiler Shop' (full details) to provide a 1,600 pupil secondary school (D1); (Plot 6) erection of buildings (full details) to provide 693 student bed spaces (Sui generis); infrastructure, including a new canal side walkway and associated works.  Committee	11/05/2021

11	Lawrence Hill	<p>Land And Buildings On The South Side Of Silverthorne Lane Bristol BS2 0QD</p> <p>Redevelopment of the site for: (Plot 1) Removal of the Shed 4 western gable wall; (Plot 2) Removal of Shed 4 (excluding wall to canal), insertion of opening into boundary wall and lowering/removal of material; (Plot 3) Removal of Shed 3, removal of Sheds 2a-c; (Plot 4) Insertion of pedestrian access opening into the northern boundary wall of shed 1b, alterations to the South wall of Shed 1b/north wall of Shed 2b, Restoration/rebuild of Shed 1a; (Plot 5) Reduction in height of the walls attached to the North Gateway, removal of western Hammer Forge Wall, reduction of Northern Hammer Forge Wall, demolition and rebuild of Eastern Hammer Forge wall. Works to the Boiler Shop, including new openings in the Western gable end, replacement of asbestos cement roof, removal of post-war cladding and glazing between piers, internal works including new floor level; (Plots 2-5) Potential stabilisation to the early 19th century Feeder Canal rubble stone wall.</p>	11/05/2021
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Committee

12	Bedminster	<p>Police Dog &amp; Horse Training Centre Clange Road Bristol BS3 2JY</p> <p>Proposed change of use from training centre (Use Class D1) to touring caravan site (Use Class D2), consisting of 62 pitches and associated buildings and works.</p>	20/07/2021
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Committee

13	Lawrence Hill	<p>10 Feeder Road Bristol BS2 0SB</p> <p>Demolition of existing buildings and development of 4 buildings - a 5 storey building comprising flexible commercial floorspace (Use B1 and B8) and a part 7, part 8 and part 14 storey building interlinked to provide a communal area at ground floor level and student bedspaces (sui generis) at the upper levels, incubator space (B1 use class) at ground floor level, shared social and study spaces, roof terrace and associated car parking (for the commercial use), cycle parking.</p>	TBA
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Appeal against refusal

Delegated decision

### Written representation

Item	Ward	Address, description and appeal type	Date lodged
14	Henbury & Brentry	<p>The Lodge Carriage Drive Bristol BS10 6TE</p> <p>Sycamore Tree T3 - Crown reduce canopy by a maximum of 30%. TPO 1148</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	07/09/2020



15	Clifton	31 West Mall Bristol BS8 4BG Application for a Certificate of Existing Use/Development - use of upper floors as self contained maisonette. Appeal against refusal Delegated decision	02/11/2020
16	Eastville	15 Bridge Street Eastville Bristol BS5 6LN Enforcement notice appeal for the erection of a two storey rear extension with door access onto the roof from first floor level to rear without planning permission. Appeal against an enforcement notice	01/12/2020
17	Brislington West	57 West Town Lane Brislington Bristol BS4 5DD New single storey dwelling. (Self Build). Appeal against refusal Delegated decision	15/03/2021
18	Lockleaze	39 Stothard Road Bristol BS7 9XL x2 two storey 2 bedroom, 3 person semi-detached dwellings to front of site and x2 single storey 2 bedroom, 3 person dwellings to rear of site as well as access and x6 car parking spaces, bin and cycle storage. Appeal against refusal Delegated decision	10/05/2021
19	Filwood	10 Melvin Square Bristol BS4 1LZ Part demolition of existing building and erection of 6no. apartments (use class C3) with secure cycle parking and refuse/recycling store. Appeal against refusal Delegated decision	21/05/2021
20	Avonmouth & Lawrence Weston	Beaumont Court Avonmouth Road Bristol BS11 9FL Creation of additional apartments at third-floor. Appeal against refusal Delegated decision	26/05/2021
21	Horfield	23 St Lucia Crescent Bristol BS7 0XR Demolition of existing bungalow and construction of a pair of semi-detached bungalows, (one 2 bedroom and one 1 bedroom). Appeal against refusal Delegated decision	02/06/2021
22	Clifton Down	Garden Flat 15 Aberdeen Road Bristol BS6 6HT Proposed single storey rear extension and garden landscaping. Appeal against refusal Delegated decision	08/06/2021

23	Clifton Down	Garden Flat 15 Aberdeen Road Bristol BS6 6HT Proposed single storey rear extension, garden landscaping and minor structural works. Appeal against refusal Delegated decision	08/06/2021
24	Knowle	48 Tavistock Road Bristol BS4 1DN Proposed two bedroom dwelling. Appeal against refusal Delegated decision	14/06/2021
25	St George Troopers Hill	Trooper Court 303 Crews Hole Road Bristol BS5 8BQ Enforcement Notice Appeal for installation of timber enclosure without planning permission. Appeal against an enforcement notice	14/06/2021
26	Hotwells & Harbourside	63 Park Street City Centre Bristol BS1 5NU Retention of storage container, at the rear of the building. Appeal against refusal Delegated decision	15/06/2021
27	Hotwells & Harbourside	63 Park Street City Centre Bristol BS1 5NU Enforcement notice appeal for the installation of shipping container. Appeal against an enforcement notice	15/06/2021
28	Ashley	58 Banner Road Bristol BS6 5LZ Enforcement notice for the use of basement (formation) of separate flat without planning permission. Appeal against an enforcement notice	23/06/2021
29	Hillfields	113 Thicket Avenue Bristol BS16 4EQ Enforcement notice appeal for the erection of two canopy structures to the front of the property. Appeal against an enforcement notice	28/06/2021
30	Henbury & Brentry	Henbury Lodge Station Road Henbury Bristol BS10 7QQ Proposed replacement of existing sheds, with an outbuilding to accommodate garden room and disable WC. Appeal against refusal Delegated decision	02/07/2021

31	Henbury & Brentry	Henbury Lodge Station Road Henbury Bristol BS10 7QQ Proposed replacement of the existing sheds with an outbuilding to accommodate garden room and disable WC. Appeal against refusal Delegated decision	02/07/2021
32	Horfield	Land To Rear Of 382 - 386 Southmead Road Bristol BS10 5LP Retrospective change of use of land at the rear of houses 382, 384 and 386 Southmead Road to provide parking spaces for 7no. cars. Appeal against non-determination Delegated decision	05/07/2021
33	Frome Vale	128 Downend Road Fishponds Bristol BS16 5BG Application for prior approval of a proposed new dwellinghouse on terraced buildings in commercial or mixed use. Appeal against non-determination Delegated decision	05/07/2021
34	Lockleaze	Telecommunication Mast Opposite 60 Lockleaze Road Bristol BS7 9RU Proposed telecommunications installation: Proposed 15m Phase 8 Monopole C/W wraparound Cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	22/07/2021
35	Hengrove & Whitchurch Park	21 New Fosseway Road Bristol BS14 9LW Two storey side and single storey rear extension. Appeal against non-determination Delegated decision	22/07/2021
36	Southville	Telecommunications Mast Corner Of Victoria Grove And Princess Street Bedminster Bristol BS3 4AG Proposed 15m Phase 8 Monopole C/W, wraparound Cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	22/07/2021
37	Lockleaze	195 Wordsworth Road Bristol BS7 0EF Change of use from dwelling house (C3a) to a small house in multiple occupation (C4). Appeal against refusal Delegated decision	22/07/2021

38	Lawrence Hill	Telecoms Equipment Easton Way At Junction With Stapleton Road Easton Bristol BS5 0QA Application to determine if prior approval is required for a proposed: Development by or on behalf of an electronic communications code operator -Proposed 15m Phase 8 Monopole C/W wraparound Cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	22/07/2021
39	Westbury-on-Trym & Henleaze	Grange Court Grange Court Road Bristol BS9 4DW Application to determine if prior approval is required for proposed two storey upward extension to comprise 14 new dwellings on detached block of flats. Appeal against refusal Committee	22/07/2021
40	Ashley	123 Chesterfield Road Bristol BS6 5DU Construction of a detached single storey 1 bedroom dwelling within site curtilage. Appeal against refusal Delegated decision	13/08/2021
41	Hartcliffe & Witherwood	26 Murford Avenue Bristol BS13 9JY 2 no. 2-bedroom dwellings. Appeal against refusal Delegated decision	13/08/2021
42	Bedminster	Land Adjacent To 52 Brighton Crescent Bristol BS3 3PR Erection of a detached single dwelling and associated works (Re-submission of application 20/00855/F). Appeal against refusal Delegated decision	17/08/2021
43	Lockleaze	Ikea Ltd Eastgate Road Bristol BS5 6XX New and replacement elevational signage, including new internally illuminated IKEA wordmark NE elevation, replacement externally illuminated IKEA wordmark signs, unlit block advertisement banner and car park/pedestrian entrance signage. Appeal against refusal Delegated decision	23/08/2021
44	Hillfields	269 Lodge Causeway Bristol BS16 3RA Prior notification for conversion of rear part of retail (Use Class A1) to 1no. one bed dwelling (Use Class C3) under Schedule 2, Part 3, Class M of the Town and Country Planning (General Permitted Development)(England) Order 2015 (as amended). Appeal against refusal Delegated decision	26/08/2021

45	Stoke Bishop	17 Haytor Park Bristol BS9 2LR Demolition of existing dwelling and replacement with one and half storey, 4 bedroom dwelling. Appeal against refusal Delegated decision	26/08/2021
46	Frome Vale	234 Frenchay Park Road Bristol BS16 1LD Attached side extension to form a 2-bedroom, self-contained house with associated access and parking. Appeal against refusal Delegated decision	27/08/2021

### List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
47	Bishopston & Ashley Down	7 Selborne Road Bristol BS7 9PH Enforcement notice appeal for development not in accordance with the plans approved as part of planning permission 19/00729/H. Appeal against an enforcement notice	Appeal withdrawn 02/09/2021
48	Central	Public Realm Colston Avenue Bristol BS1 4RD Temporary art installation for a period of 2 years (retrospective) entitled, 'A Surge of Power (Jen Reid) 2020' on the plinth of the former statue of slave trader Edward Colston (grade II listed). Appeal against non-determination	Appeal dismissed 04/08/2021  Costs awarded
49	Central	Public Realm Colston Avenue Bristol BS1 4RD Temporary art installation for a period of 2 years (retrospective) entitled, 'A Surge of Power (Jen Reid) 2020' on the plinth of the former statue of slave trader Edward Colston (grade II listed). Appeal against non-determination	Appeal dismissed 04/08/2021  Costs awarded
50	Clifton Down	41 Alma Vale Road Clifton Bristol BS8 2HL Change of use from D1 (pre-school care) to C3 flat. (Ground floor and part basement). Appeal against refusal Delegated decision	Appeal dismissed 06/09/2021
51	Clifton	Goldney Lodge Worlds End Lane Bristol BS8 4TQ Demolition of outhouses and construction of a two storey side extension. Construction of garden studio. Appeal against refusal Delegated decision	Appeal dismissed 07/09/2021

52	Clifton Down	All Saints Court All Saints Road Bristol BS8 2JE Refurbishment of existing building. Conversion of garages to form 2no. (1bedroom 2 bedspace) Use Class C3 residential units. Extension to form 2 (1bedroom 2 bedspace) Use Class C3 residential units at roof level. Erection of bin and cycle stores. Appeal against non-determination Delegated decision	Appeal dismissed 09/08/2021  Costs not awarded
53	Stoke Bishop	96 Sylvan Way Bristol BS9 2LZ Proposed two storey extension Appeal against refusal Delegated decision	Appeal dismissed 26/08/2021
54	Avonmouth & Lawrence Weston	Garage Hung Road Site Adjacent To 125 Nibley Road Bristol Creation of a 1 x 2 bedroom property within the side plot of no.125 Nibley Road. Appeal against refusal Delegated decision	Appeal dismissed 05/08/2021
55	St George Central	75 New Queen Street St George Bristol BS15 1DE Demolition of existing garage and outbuildings. Two storey side extension to form separate dwellinghouse (Use Class C3) including new vehicle access and driveway with 4no. off-street parking spaces. Appeal against refusal Delegated decision	Appeal allowed 12/08/2021
56	Clifton Down	Beer Garden For Brewhouse And Kitchen Cotham Hill Bristol BS6 6JY Retrospective Application for the installation of new retractable awning to existing beer garden opposite Brewhouse & Kitchen. Appeal against refusal Delegated decision	Appeal allowed 16/08/2021
57	Ashley	1 Treefield Place Bristol BS2 9UU Demolition of existing garage. Erection of a new artist studio to front elevation. Appeal against refusal Delegated decision	Appeal allowed 25/08/2021
58	Hengrove & Whitchurch Park	1 Maidenhead Road Bristol BS13 0PS Proposed two storey side extension. Appeal against refusal Delegated decision	Appeal dismissed 27/08/2021

**DEVELOPMENT CONTROL COMMITTEE A**

**22 September 2021**

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

LIST OF ENFORCEMENT NOTICES SERVED

No Enforcement Notices to report

## Development Control 22 September 2021

### Report of the Director: Development of Place

#### Index

#### Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Clifton	Grant subject to Legal Agreement	21/01999/F - Former Car Park College Road Clifton Bristol BS8 3HX  Erection of 62 dwellings with associated parking, new vehicular access, and associated infrastructure and landscaping.
2	Southville	Grant subject to Legal Agreement	19/06107/F - Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP Demolition and redevelopment for residential together with associated car parking, landscaping, access, infrastructure and riverside pedestrian walkway, with up to 154 residential units.
3	Hengrove & Whitchurch Park	Grant subject to Legal Agreement	21/00531/P - Hengrove Leisure Park Hengrove Way Bristol BS14 0HR Outline planning application for demolition and residential-led redevelopment comprising up to 350no. Use Class C3 dwellings (including affordable dwellings), and up to 1,650sqm of flexible Class E uses, of which 150sqm is also Sui Generis (Hot Food Takeaway), along with cycle accesses, parking, servicing, landscaping, public realm, and associated works. Approval sought for Access, with all other matters reserved.

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**Development Control Committee A – 22 September 2021**

**ITEM NO. 1**

**WARD:** Clifton

**SITE ADDRESS:** Former Car Park College Road Clifton Bristol BS8 3HX

**APPLICATION NO:** 21/01999/F Full Planning

**DETERMINATION DEADLINE:** 9 July 2021

**Erection of 62 dwellings with associated parking, new vehicular access, and associated infrastructure and landscaping.**

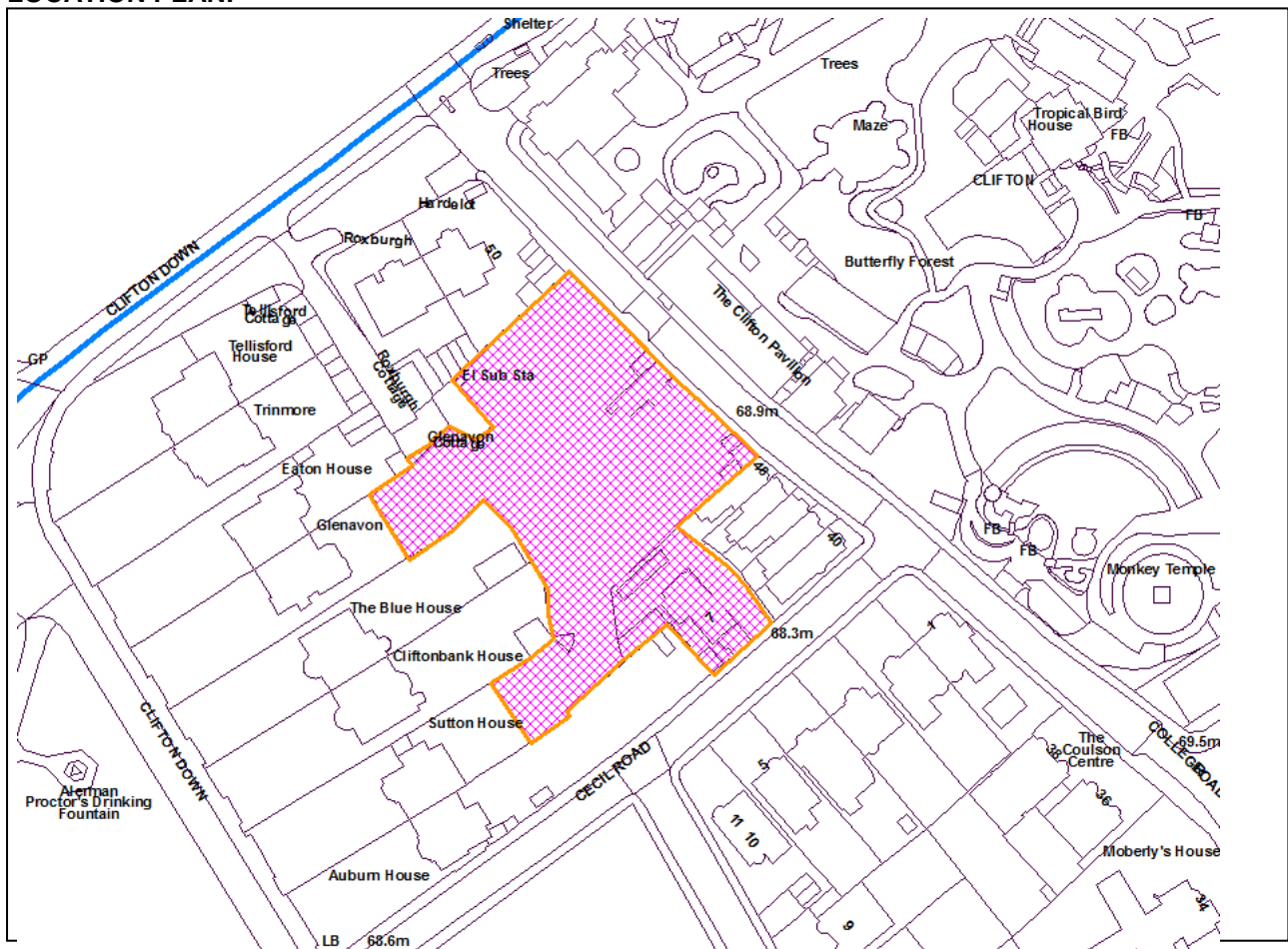
**RECOMMENDATION:** GRANT subject to Planning Agreement

**AGENT:** Barton Willmore  
101 Victoria Street  
Bristol  
BS1 6BU

**APPLICANT:** Bristol, Clifton & West Of England  
Zoological Society  
Bristol Zoo Gardens  
Guthrie Road  
Bristol  
BS8 3HA

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

**LOCATION PLAN:**



**Development Control Committee A – 22 September 2021**

**Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

**1.0 BACKGROUND**

- 1.1 This application is brought to Committee following the receipt of a Member Referral from Councillor Grant. The reasons given for the referral are as follows:

“Unacceptable loss of trees which are needed for both carbon sequestration and for public amenity.

Damaging to the conservation location due to:

1.Massing: The size of the blocks of flats is over-large. It should be in line with the houses along the street. Contrary to what is said in the design statement, these new structures will dominate the adjacent terraces. The mansard roof, while echoing the Georgian style, is actually quite inappropriate here as it is juxtaposed to the pitched rooves in the terrace. The lack of light around a pitch roof, adds to the feel of it being too dominant.

2.Lack of detail – the plainness of the design is out of line with the adjacent properties. The ‘squareness’ of the street elevation is unpleasing, as there is no relief which the pitch rooves give to the terraces.

- 1.2 This application has been submitted by the Bristol, Clifton & West Of England Zoological Society. It is a standalone application and should not be read as part of any wider proposals for zoo site on the opposite side of College Road.
- 1.3 This is an application for full planning permission for the erection of 62 dwellings with associated parking, new vehicular access, and associated infrastructure and landscaping on the Zoo’s west car park on College Road, Clifton. The application was originally submitted for the erection of 65 dwellings, but through revisions to the scheme it has been revised to 62.
- 1.4 Following an initial round of consultations, the applicants have amended the scheme. The amended scheme primarily involves two changes. First, the setting back of the College Road apartment block footprint by approx. 1m, so that a lowered portion of the boundary wall can be retained, and secondly the stepping of the northern end of the same block by a storey.
- 1.5 The key issues in the determination of this application are therefore
- 1) Is this an acceptable location for housing in principle?
  - 2) Is the design of the proposal appropriate in this location in the Clifton and Hotwells Conservation Area?
  - 3) Would the proposal give rise to an unacceptable loss of trees?
  - 4) Would the proposal give rise to unacceptable congestion and parking issues in the area?

## **2.0 THE IMPORTANCE OF THE PROPOSALS TO THE ZOO**

- 2.1 Ahead of the meeting of the Planning Committee, the Applicants have written to the Zoo stating:

“With our history of 185 years in Clifton, we are committed to creating a legacy of high-quality sustainable homes, which are in line with our core conservation values. We are bringing the scheme to the planning committee ourselves in order to ensure a positive addition to Clifton, whilst ensuring the financial sustainability of the Society itself.”

## **3.0 SITE AND SURROUNDING AREA**

- 3.1 The application site is located in the Clifton Ward of the City. It is located in the Clifton and Hotwells Conservation Area.
- 3.2 The site located on the western side of College Road between its junction with Clifton Down to the north and Cecil Road to the south. It is predominantly surrounded by residential development, including a series of Grade II listed buildings on Clifton Down. On the opposite side of College Road to the east is Bristol Zoo
- 3.3 The application site is a currently in use as a 160 space car park for the Zoo. The car park also has 8 cycle spaces. It is surrounded on three sides by residential development and by the Clifton Pavillion and main zoo site on the fourth side on the opposite side of College Road.
- 3.4 The site is a ‘brownfield’ site as defined by the National Planning Policy Framework (NPPF). It is land in the curtilage of developed land and is currently in use as a car park associated with the Zoo.

## **4.0 APPLICATION DETAILS**

- 4.1 This is an application for full planning permission for the erection of 62 homes. The proposed homes are divided into three parts, two blocks of apartments and 7 mews houses.
- 4.2 During the life time of the application, the number of homes has been reduced from 65 to 62 and this is reflected in the description of development. This is a standalone application and not part of any wider proposals for the development of the nearby main Zoo site.
- 4.3 Block A is proposed to front College Road includes 41 homes comprising 9 x 1 bedroom homes with an internal floor area of 51 square metres; 27 x 2 bedroom homes with an internal floor area of between 71 and 112 square metres and 5 x 3 bedroom homes measuring 132-148 square metres. Internal bin and cycle storage is included at ground floor.

**Development Control Committee A – 22 September 2021**

**Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

- 4.4 Block B is proposed to be located at the vehicular entrance to the site at Cecil Road. It includes 14 homes comprising 10 x 2 bed homes and 4 x 1 bed homes. Each home incorporates a small balcony (typically 3 sq.m). All comply with nationally described space standards. One of the ground floor flats is proposed to be wheelchair accessible. Internal bin and cycle storage is included at ground floor.
- 4.5 The seven mews houses are proposed to be located to the rear of Block A. There are two designs for the Mews Houses. Both designs incorporate incorporates three storeys and four bedrooms divided on two levels.
- 4.6 Provision is made for 20% affordable housing, to be secured by legal agreement. This equates to 13 homes within Block B. The breakdown of the affordable housing is 4 x 1 bedroom (including 1 M4(3) compliant); 5 x 2 bedroom and 4 x 2 bedroom homes.
- 4.7 Provision is made on site for 45 parking spaces on site. The proposals for the site also accommodate sufficient space for 151 cycle spaces.
- 4.8 The application proposal incorporates green rooves. It will utilise Air Source Heat Pumps (ASHPs) to provide heating and hot water to the development and achieve a 37% total reduction in carbon emissions. An update on Sustainability will be presented to Members at the meeting.
- 4.9 The application proposal will facilitate the planting of additional trees and will be landscaped. The exact form the landscaping will take and the species of trees will be secured by condition.
- 4.10 Bird and bat boxes will also be fitted to trees on the site and provision for insects such as solitary bees will be made either by incorporating suitable crevices into walls or by providing insect hotels.
- 4.11 Green roofs and living walls will be provided and will provide additional habitat for invertebrates in the form of shelter, nectar sources and larval foodplants.

**5.0 EQUALITIES ASSESSMENT**

- 5.1 The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.
- 5.2 S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-
- (a) eliminate discrimination, harassment ,victimisation and any other conduct prohibited under the Act
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
  - (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

**Development Control Committee A – 22 September 2021****Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

- 5.3 During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 5.4 Every dwelling has also been designed to meet the requirements of Part M4(2), ensuring that homes are accessible for those with limited mobility and adaptable for residents whose needs change over time. 2% of all homes have also been designed to Part M4(3), providing a total of 6 wheelchair user dwellings in line with policy. 55% of homes are proposed to be affordable.
- 5.5 The scheme has been designed as tenure blind, with no difference between the quality or appearance of market sale or affordable dwellings. The distribution of affordable dwellings has also been carefully integrated across the site, ensuring a well-balanced community.
- 5.6 5% (17 spaces) of the total parking spaces are wheelchair accessible.
- 5.7 Due to the level differences across the site a series of three sets of steps are proposed adjacent to Romney Avenue. Ramped access will also be provided for anyone in a wheelchair, mobility scooter, pushing a pram or with a mobility impairment or a cyclist so that they can access the route through to Danby Street. At the top of the steps a series of bollards will be placed to protect the area from accidentally incursions by vehicles from the adjacent car park. Anti-slip nosing/treads and hazard warning strips will be placed at the top and bottom for the benefit of anyone with a visual impairment.
- 5.8 It is not considered that there will be any adverse impact on equalities.

**6.0 RELEVANT PLANNING HISTORY**

- 6.1 There is no relevant planning history.

**7.0 COMMUNITY ENGAGEMENT**

- 7.1 The application proposal is accompanied by a Statement of Community Involvement.

**Process**

- 7.2 Ahead of the submission of the application, the Applicants undertook a consultation exercise involving:
- Consultation pack letters and leaflets delivered to over 200 local addresses;
  - The Community Forum;
  - Paid social media geotargeted promotion via Facebook between 15 February and 2 March 2021 (the deadline for responses was midnight); Total landing page views were 1,170, with a reach of 16,654 people;

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- Emails to stakeholders and stakeholder groups including Bristol Zoological Society members, newsletter subscribers, shareholders and colleagues (staff and volunteers);
- Wild Place Project annual pass holders/enewsletter subscribers;
- Bristol Zoological Society website which directed traffic to its dedicated strategy and consultation webpages.

**Comments received and Applicants' Response**

7.3 The comments received are reflected in the representations made to the application (summarised below). The Applicant's conclude:

"The consultation was robust, wide-reaching and inclusive, ensuring that a genuine and thorough consultation sought true and accurate public opinion on the emerging development to fully inform the application and enable responses to immediate neighbour and local stakeholder feedback." (taken from the Statement of Community Involvement)

**Planning Application Consultation**

7.4 385 neighbouring properties were consulted and site and press notices were posted. As a result 387 representations were received (116 following the receipt of revised plans). The vast majority of the representations object to both the initial proposal for the site and the revised proposal. In summary the objections to the proposal can be summarised as follows:

**Design**

The proposals constitute over-intensive development of the site.

The buildings are too tall, particularly in relation to the local surroundings.

They are out of keeping with surrounding buildings.

There is insufficient amenity space.

Impact on the Conservation Area: This development would fail to preserve or enhance the character of the Conservation Area. At least 15 mature trees will be lost.

The poor design and over massing would damage the settings of surrounding listed buildings and other unlisted buildings of merit.

Insufficient parking: The proposed parking provision is totally inadequate. Even those who walk/cycle/bus to work/shop still have cars for family excursions.

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Other issues: If this application is granted it would set a dangerous precedent for the redevelopment of the main zoo site.

**Comments made in support of the Application (8 / 1 identified as a Trustee of the Bristol Zoological Society)**

7.5 The following comments have been made in support of the application:

“Fantastic move by BZG. The scheme is planning compliant and addresses most concerns that I have as a visitor. I appreciate that losing car parking is a loss but the provision of housing is meeting a more important social need. As the zoo is a charity we can be assured any gain is locked in to support the charity objectives.”

“More homes in Clifton is long over due. The scheme seems to fit really well with the surrounding properties.”

**EXTERNAL CONTRIBUTORS****Historic England**

7.6 Historic England have not objected to the application, but have provided the following comments on the revised proposal:

“While the principle of development is acceptable in heritage terms, the massing of the College Road block was dominant and did not articulate the traditional form of development that defines the Conservation Area. For development to be better informed and contextual, clear breaks within the linear block would provide a more defined character, reducing overall massing and allowing the views through to open space beyond.

7.7 As it stands, the proposed terraced approach to massing against the existing late C19 terraced properties to the south does not meet the requirements to enhance or better reveal the significance of the Conservation Area (para 206 of the revised NPPF). We therefore advise that your authority would still be justified in recommending refusal, given that these amendments do not represent a meaningful change to the previous the scheme.”

**Conservation Advisory Panel (Comment on original proposal)**

7.8 This is the first phase of the redevelopment of the Zoo and its associated sites. It is noted that there is no overarching Masterplan that sets out and governs development. While the principle of residential development of this site is accepted, the Panel considers this application to be over intensive development.

Area 2 of the Conservation Area is defined in the Character Appraisal as being characterised by "Large Victorian villas of 3 storeys plus basement, up to 4 storeys, detached and semi-detached, two to three bays wide".

New development must respect and respond to this scale and form. The large monolithic block on College Road would be overbearing in nature, primarily due to its

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height and position close to the front of the site, and is disappointing in design, particularly the inappropriate form of the mansard. Although the stairwell sections of the building are set back slightly from the facade, the building still reads as a single block, and lacks the characteristic permeability of the historic development of the area.

There is insufficient parking provision on this site. The scheme removes 15 trees with very limited tree replacement. This proposal does not respond to the character of the conservation area and consequently does not enhance the character and appearance of this part of the conservation area.

In summary it is considered that there are no positive elements of the scheme. Consequently, the Panel considers the proposal does not accord with relevant up to date Local Plan heritage policies nor the requirements of the NPPF and provides insufficient public benefits to outweigh the harm caused by the impact of such a poor scheme on relevant heritage assets.

**Bristol Waste**

- 7.9 The Waste Management & Servicing Strategy shows the correct numbers of containers and the developer has liaised with Bristol Waste over this development. We have no comment but welcome ongoing dialogue with the developer as the scheme develops so issues can be addressed as they arise.

**Crime Reduction Unit (CRU)**

- 7.10 The CRU indicated that they are content with access control, CCTV, cycle security and lighting in general.

Officer Note: All the recommended security measures are to be secured by relevant condition.

**INTERNAL CONTRIBUTORS****Bristol CC Transport Development Management (TDM)**

Make the following comments:

- 1) Adoption - We cannot confirm at this stage whether we adopt the internal road or not – there isn't enough detail - not a showstopper for planning but just so you know, it appears there may be an irregular approach to drainage which, whilst do-able isn't necessarily adoptable.
- 2) Overspill parking – this will require Advice I044 to be applied, otherwise the surrounding streets will be swamped with overspill parking



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- 3) Off-site Works – we will require a section s278 agreement (and condition B1B) for the construction of the new access, the making good of redundant accesses and the refurbishment of the footways around the site
- 4) Any excavation adjacent or within 6m of the highway requires a structural approval
- 5) Likely conditions / obligations as follows (but not to be written now)
  - a. Secure Cycle Parking
  - b. Waste / Refuse Collection Strategy
  - c. B1B – Highway works (description to follow – but will include new access, reconstruction of redundant accessways, Sheffield stands and footway refurbishment – may need to move a zebra crossing but depends on what’s happening across the road at the zoo.
  - d. Electric Vehicle Charging Condition
  - e. Construction Management Plan
  - f. Method / Management statement for when car park is permanently closed whilst zoo is still operational – ie: use of Downs temporary car park?
  - g. Section 106 for TROs
  - h. Section 106 (or condition) for Travel Plan

**Bristol CC City Design Group (CDG)**

## 7.11 Comments on the original proposal:

The approach to height scale and massing is considered generally appropriate for the site. However the roof form for the College Road element (Block A) appears uncomfortable and blocky from some vantage points and in particular should be assessed within views from the Downs.

The massing of the proposed north elevation risks being an overscaled and obtrusive feature against the unlisted buildings adjacent to the north.

Without further design development and refinement we are not convinced that the current massing and appearance along College Road and from Durdham Downs meet the policy requirement to preserve and enhance the special character of the Conservation Area.

Officer Note: Following receipt of these comments, an amendment to the scheme was submitted.

*Site Layout and Building Line*

For the internal spaces of the site including parking a clear justification is needed in relation to their amenity value and compliance with the Urban Living SPD. At present these spaces appear tight and dominated by car parking. Softening of these areas through more generous planting, particular in light of the verdant quality of the wider conservation area, would improve the scheme’s contextual response. It is noted that

**Development Control Committee A – 22 September 2021****Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

the development contains no onsite children's play area which is contrary to the objectives of the UrbanLiving SPD.

In relation to the building line along College Road sufficient space has not been provided to allow for a meaningful setback with greenspace and opportunities for tree planting. While the existing condition is a stone boundary wall hard up against the foot path, the proposal is for housing of significant scale. Therefore, greater efforts should be made to reflect the generous front verdant gardens (with allowance for street trees) that characterises the conservation area.

An adjusted building line would also help reduce the building's perceived scale in the streetscape. It is noted that the adjacent properties (40 to 48 College Road) have more meaningful setbacks that could be carried forward along College Road within the new development. With regard to layout deficiencies noted above including the absence of children's play space a clear and convincing justification has not been made to demonstrate that this is a result of site constraints.

*Accommodation and Urban Living*

The internal accommodation appears rationally planned however there is a relatively high proportion of single aspect accommodation when differentiating the different building typologies across the site. Regarding associated amenity considerations CDG makes the following observations:

*Internal Configuration:*

- Block A and B contain a high proportion of single aspect units (both 60%)
- There are also several instances of bedspaces onto the main street frontage- although the desire to link these spaces to the balconies is noted.
- Apartment stairwells benefit from natural light, but it is unclear if the internal design allows for daylight into corridor spaces.
- The scheme complies with UL recommendation for number of units from a core, with a maximum of 5 units served from a core.

*Private outdoor space and children's play:*

It is noted that those units without balconies will be served by full openable Juliet balconies. However the lack of meaningful communal open space (in part due to the amount of surface car parking) means that 23% of units on site will not have access to any private outdoor space.

It would be regrettable if children were occupying one of the 23% of units with no outdoor space. A shared children's play space has the potential to enhance community cohesion across the development.

These liveability concerns have not been sufficiently justified to be a result of site constraints.

*Appearance*

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Notwithstanding the issues identified above, the look and appearance of buildings are an appropriate response to context. The materiality looks promising and the design and material qualities should be protected by appropriate conditions.

**Comments on the revised proposal:**

7.12 As described in the DAS addendum on page 2 CDG notes the following changes to the scheme and provide our updated response below:

1 Block A: reduce massing to northern end of block (reduction by 1 storey);

2 Block A: revise roofscape to more traditional mansard with lower eaves height;

- The revised massing to the north and more traditional mansard with lower eaves height have addressed the concerns raised in CDG comments dated 24.06.21.
- 3 Block A: step back building line and increased planting to College Road;
- An additional setback of 1m appears insufficient to address the concerns related to building line along College Road. Please see CDG comments dated 24.06.21 for further understanding of this issue.

**Bristol CC Housing Enabling Team**

7.13 Policy BCS17 in the Core Strategy requires 40% affordable housing for residential developments of 15 dwellings or more in Inner West Bristol. However, in accordance with Bristol Affordable Housing Practice Note (AHPN) 2018 the Council has introduced for an interim period a 'threshold' approach to policy BCS17 that applies in Bristol Inner West and Inner East zones. In these zones applications meeting or exceeding 20% affordable housing can follow a 'Fast Track' route."

7.14 As stated in the AHPN the following general terms will apply to these applications. The applicant will agree to:

- commence the development of the scheme within 18 months of the permission being granted;
- a viability testing process if no confirmation of commencement of the development of the scheme has been received within 18 months of the date of grant of the planning permission.

The Council will:

- waive the requirement for a viability appraisal to be submitted with the application;
- consider greater flexibility regarding tenure requirements;
- provide an effective application process by encouraging the use of enhanced Planning Performance Agreements; odel Section 106 agreements with standard affordable housing clauses to speed up the completion of s106 agreements.

**Development Control Committee A – 22 September 2021**  
**Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

*Tenure Requirement*

The preferred approach is for 77% of the affordable housing units to be 'Social Rent' and, 23% as 'Shared Ownership' units. BCC policy is that shared ownership units are sold at an average of 40% equity sale and up to 1.5% rental on retained equity. However, given the potentially high values for units in this area, a lower initial share may be considered in this instance.

Where the applicant has agreed to meet the 'threshold' of at least 20% affordable housing, the Council may consider alternative forms of affordable housing tenure to those normally prioritised above. Such tenures must be demonstrated as affordable. Acceptable alternative tenures can include the following:

- 20% affordable housing - Affordable Rent (up to 100%): Homes to rent let by local authorities or private registered providers of social housing at an agreed percentage of open market rent (inclusive of service charges) which is below the prevailing Local Housing Allowance limits for different property types in the Bristol Area.
- 25% affordable housing - 50% Social Rented affordable housing and 50% Intermediate affordable housing as defined in the National Planning Policy Framework.

Service Charges should not exceed £250 per annum for a house and £650 per annum in respect of an affordable flat index linked.

The developer is expected to provide affordable homes on site without any public subsidy. The affordable units should be transferred to a Registered Provider who is a member of the Homes West partnership.

An Enabling Fee of £550 per affordable home will be payable when each home is substantially completed.

Officer Note: These matters will be secured through negotiation by Legal Agreement.

**Bristol CC Drainage**

- 7.15 BCC Drainage Team would welcome seeing details of the SuDs features once finalised. This can be secured by condition.

**BCC Tree Officer**

- 7.16 In order for this application to be supported there is a need for a full landscape plan is received to demonstrate the number of replacement trees proposed on site which must include:
- A high quality landscape plan containing tree locations, species, planting stock size (Minimum 12-14cm Girth)
  - maintenance schedule for watering and aftercare to ensure establishment of newly planted trees.
  - For trees located within areas of hardstanding an engineered tree pit detail.
  - Calculation of financial contribution for off-site trees in accordance with the Planning Obligations; tree replacement standard.

**Development Control Committee A – 22 September 2021****Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

A hard surfacing removal and replacement plan that includes:

- A plan of the existing hard surfacing
- A plan of the proposed extent of new hard surfacing
- An arboricultural method statement to achieve the new hard surfacing within the RPA of retained trees utilising industry best practise.

Officer Note: These matters will be secured by relevant conditions.

**8.0 RELEVANT POLICIES**

8.1 National Planning Policy Framework – July 2021

8.2 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.

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

**9.0 KEY ISSUES****1) IS THIS AN ACCEPTABLE LOCATION FOR HOUSING IN PRINCIPLE?**

9.1 Section 5 of the NPPF sets out the approach to 'Delivering a sufficient supply of homes'. It states the importance of having a sufficient amount and variety of land coming forward to meet housing requirements.

9.2 Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas to contribute towards accommodating a growing number of people and households in the city. Between 2006 and 2026, 30,600 new homes will be provided in Bristol.

9.3 Policy BCS7 states that local shopping and service provision in smaller frontages or single shops away from the identified centres should be retained where it remains viable and provides an important service to the local community.

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

9.5 Policy BCS18 supports a neighbourhood with a mix of housing tenures, types and sizes to meet the changing needs and aspirations of its residents.

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- 9.6 Policy BCS20 states that development should maximise opportunities to re-use previously developed land.
- 9.7 The application site is not subject to any policy designations. It is not allocated for housing.
- 9.8 On 19 January 2021, the government published the results of its 2020 Housing Delivery Test, which aims to measure how effectively each local authority is delivering housing against NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer as standard. Bristol was found to be delivering only 72% of the housing requirement. The penalties for this will be that Bristol will have to provide a "buffer" of sites for 20% more homes than are needed to meet their five-year target, will be required to produce a Housing Action Plan, and the presumption in favour of development in the NPPF will apply.
- 9.9 In view of the fact that the LPA is not able to demonstrate a five year housing land supply, paragraph 11(d) of the NPPF is engaged, and the tilted balance applies. There are two aspects to understanding whether planning permission as prescribed by Paragraph 11(d) should be granted and whether policies which are most important to determining the application are out of date:
- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [6]; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole
- 9.10 It is noted that in respect of paragraph i. heritage assets, including listed buildings and conservation areas are included as 'assets of particular importance', and therefore the tilted balance does not apply where these are harmfully impacted by the development.
- 9.11 Notwithstanding this, the application site is a previously developed site, considered to be a sustainable location for development, with good access to shops, services and public access routes. Given the car park is not allocated for other uses, and the identified need to bring forward windfall housing development, the principle of provision of housing on the site is considered acceptable.

**2) IS THE DESIGN OF THE PROPOSAL ACCEPTABLE IN THIS LOCATION?**

- 9.12 Policy BCS20 sets out that an appropriate density should be informed by the characteristics of the site and the local context.
- 9.13 Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development.

**Impact on the Conservation Area**

- 9.14 A key material consideration in assessing whether the design of this proposal is acceptable in this location is whether it will have a substantially harmful impact on the Clifton and Hotwells Conservation Area,
- 9.15 In determining this application, there is a requirement set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 at Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the act refers to the need of the Local Planning Authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties.
- 9.16 When considering the current proposals, in line with Paragraph 194 of the revised NPPF, the significance of the asset’s setting requires consideration. Paragraph 199 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be. Paragraph 200 goes on to say that clear and convincing justification is needed if there is loss or harm. Paragraph 206 of the revised NPPF states that local planning authorities should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 9.17 The advice of Historic England (HE) is that the proposal as amended fail to test set out in paragraph 206. However HE fall short of objecting. They do not state that the proposals will cause substantial harm to the heritage assets. The Local Planning Authority is in effect invited to proceed with the determination of the application with caution.
- 9.18 Paragraph 206 of the NPPF (2021) states:
- “Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.”
- 9.19 The Clifton and Hotwells Conservation Area Character Appraisal & Management Proposals (June 2010) indicates that all buildings on the western side of the site, together with the Lodge (the Zoo’s main entrance) are Grade II listed. The Clifton Pavilion immediately opposite the application site on College Road is a Building of Merit. Specifically it is a key unlisted building that contributes to the spatial interest of the area. With the exception of Glenavon set back from Clifton Down, which is neutral, all other buildings surrounding the site have been analysed to be character

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buildings. These are buildings that have value with thin the overall townscape context. The current site is not identified as making any contribution to the Conservation Area.

- 9.20 The impact on these heritage assets has been key in determining this application. Consistent with the requirements of Paragraph 206 of the NPPF (2021), your Officers have sought to secure improvements to the scheme specifically the relationship of Block A on College Road to its surroundings. Amendments have been made which have improved the scheme in this regard, specifically in respect of the position of the Block in relation to the road and the reduction in its height. On balance, the conclusion that has been reached is that these changes are sufficient to enable your Officers to recommend approval. In reaching this conclusion, it is noted that both Historic England and colleagues in City Design do not object on the grounds that the application proposal will lead to substantial harm to the Conservation Area and other heritage assets.

**Density**

- 9.21 There is no evidence to suggest that the application proposal would give rise to an over intensive development of the site.
- 9.22 The Council's Adopted Urban Living Supplementary Planning Document (SPD), August 2018, notes that in Clifton development typically has a gross densities in Clifton are over 90 dwellings per hectare (dph). For the purposes of density, the SPD locates the site in the Inner Urban Area where development of 120 dph is considered to be a minimum. The application proposal would give rise to development at 121 dph. This is regarded as entirely appropriate for this location.

**Amenity for existing and future residents***Amenity of Existing Residents*

- 9.23 There are no amenity issues arising from the proposal that would support a refusal of this application. The proposed Blocks (A and B) would have an acceptable relationship with their surroundings.
- 9.24 A number of representations have been received from surrounding residents concerned that because of the proximity of the application proposal to their properties. For example there is concern that the proposed development incorporates three storey housing close to Cliftonbank and Sutton House, directly abutting the garden wall, with windows looking across our garden towards our home.
- 9.25 The proposed development would be located at an appropriate For example, at its closest point, new development (Block B) would be located at least 25m from the rear of Cliftonbank.

*Amenity of future residents*



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- 9.26 The proposed housing would give rise to an acceptable living environment for future residents.
- 9.27 All the homes provide sufficient internal space. There are some single aspect homes included. However, these are considered to offer an acceptable living environment and can be supported.
- 9.28 Particular concern has raised about the absence of play areas within the site. Concern has also been expressed about the absence of parking to accommodate a development of 62 homes on the site. While the density of development is appropriate, it is not possible to achieve both parking and a safe play area. Accordingly provision has been made for an appropriate level of parking on the site at the expense of a safe play area on site. In mitigation for this, it is noted that there are significant areas of public open space in relatively safe walking distance from the site at the end of the opposite end of Cecil Road to the site.

**3) WOULD THE PROPOSAL GIVE RISE TO AN UNACCEPTABLE LOSS OF TREES?**

- 9.29 The application proposal would not give rise to an unacceptable loss of trees.
- 9.30 In response to the representations received expressing concern at the loss of trees on the site, additional tree planting has been proposed within the development. This has been achieved through re-distributing parking bays along the rear elevation of Block A, creating additional room for soft landscaping.
- 9.31 The application proposal will result in the loss of 15 trees. Seven trees together with a group immediate next to Glenavon Cottage within the site will be retained. An additional 17 trees will be planted. Details of the species and their protection will be secured by condition.

**4) WOULD THE PROPOSAL GIVE RISE TO UNACCEPTABLE CONGESTION AND PARKING ISSUES IN THE AREA?**

- 9.32 Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.
- 9.33 Policy DM23 of the Site Allocations and Development Management Policies outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network.
- 9.34 It is considered that in the light of the scale of development proposed. The development site is in a sustainable location. It is served by nearby public transport. The development would not give rise to unacceptable traffic conditions. The development site can comfortably accommodate the scale of development proposed and the access to the site on to Cecil Road will be safe. This is demonstrated by the absence of any objection from Transport Development Management (TDM).

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**Application No. 21/01999/F : Zoo Car Park College Road Clifton Bristol BS8 3HX**

**Parking**

- 9.35 A number of representations received have identified the lack of parking as a major area of concern. Officers have sought to strike a balance between achieving an acceptable density of development on the site, achieving an acceptable tree cover and parking. Accordingly 45 spaces have been retained in the scheme. The details of this parking, the relationship of the spaces with tree planting and the ongoing management of the site will be the subject of further work.
- 9.36 The proposal will not give rise to unacceptable congestion and parking issues in the area.

**10.0 PLANNING CONDITIONS**

- 10.1 In the event that Members are minded to approve this application, delegated authority is sought to finalise the exact details of planning conditions to be attached to the Notice of Decision. These will secure the elements of the scheme that have led Officers to recommend that it be granted.

**11.0 IS THE DEVELOPMENT CIL LIABLE?**

- 10.1 The CIL liability for this development is £697,541.34.

**12.0 CONCLUSION**

- 12.1 On balance, having weighed up all the material planning considerations, it is concluded that there is sufficient information to recommend that subject to successfully securing a legal agreement for the provision of policy compliant affordable housing, planning permission can be granted. This is an acceptable location for housing in principle.

**13.0 RECOMMENDD GRANT subject to Planning Agreement**

- 13.1 The Legal Agreement to secure policy compliant affordable housing of 13 units.

## Supporting Documents

### 1. Former Car park, College Road, Clifton, BS8 3HX.

1. Existing site layout
2. Proposed site layout

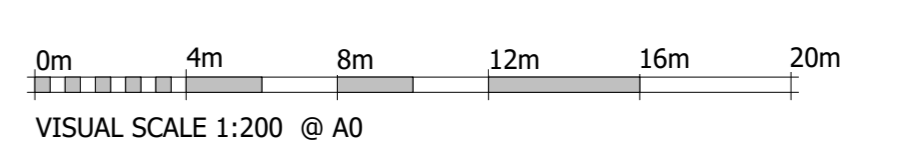


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00 Existing Site Plan  
 1 : 200

- Arboriculture Key**  
 (ref: Dec 2020 report by Silverback)
- Cat A Tree  
 (2no: T02, T05)
  - Cat B Tree  
 (15no: T01, T04, T06, T07, T08, T09, T10, T12, T15, T17, T18, T19, T20, T23, T24)
  - Cat C Tree  
 (6no: T03, T11, T13, T14, T21, T22)
  - Root Protection Zone
- \*T16 is unclassified tree

**Arb Key**  
 1 : 200



Topographical Survey by Anthony Brookes Surveys Ltd  
 (Feb 2020) dwg no: A1077370/7A  
 Arboricultural Survey by Silverback (Dec: 2020)  
 dwg no: 201204-WCPB2-TCP-NB

**PLANNING**

Project  
**West Car Park**  
 College Road, Clifton  
 Drawing Title  
**Existing Site Layout**

Date	Scale	Drawn by	Check by
07/01/21	1 : 200 @ A0	AP	TM
Project No	Drawing No	Revision	
30418	A-E10-002	P1	





**Key:**

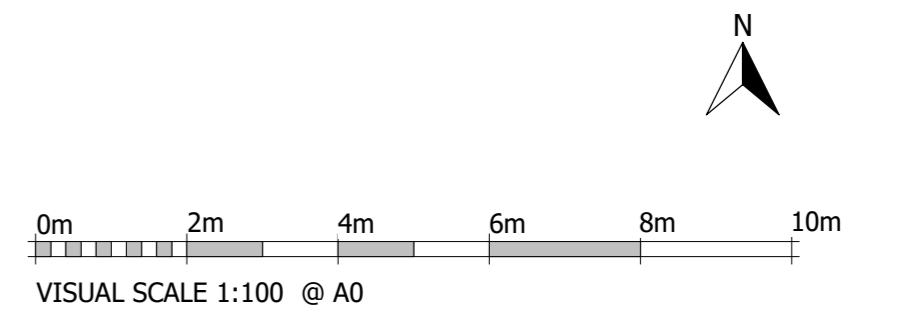
- Site Boundary
- Land owned by the Applicant
- ▲ Vehicle & Pedestrian Access
- ▲ Pedestrian Access
- ▲ Existing Right of Access
- Demolished Existing Building

**Highways**

- Proposed adopted carriageway  
(Finish: tarmac - exact spec to be conditioned)
- Proposed adopted shared surface  
(Finish: block pavers - exact spec to be conditioned)
- Proposed private carriageway / parking bay  
(Finish: block pavers - exact spec to be conditioned)
- Extent of proposed adopted road/pavement

**Trees**

- 15no. existing trees removed;  
T01, T02, T03, T08, T09, T10, T11, T13, T14, T15, T17, T16, T18, T19, T22
- 17 proposed new trees planted
- T\*\* Root Protection Zone
- T\*\* Existing Tree & Number
- Proposed Tree



For further detail see below drawings:

- Block A: A-P19-A series
- Block B: A-P19-B series
- Mews House - Type A: A-P19-MHA
- Mews House - Type B: A-P19-MHB

Topographical Survey by Anthony Brookes Surveys Ltd  
(Feb 2020) dwg no: A107/7370/7A  
Arbicultural Survey by Silverback (Dec 2020)  
dwg no: 201204-WCPB2-TCP-NB

**PLANNING**

Project  
**West Car Park**  
College Road, Clifton  
Drawing Title  
**Proposed Site Layout**

Date	Scale	Drawn by	Check by
01/15/21	As indicated @ A0	AP	TM
Project No	Drawing No	Revision	
30418	A-P10-001	P2	



**Development Control Committee A – 22 September 2021**

**ITEM NO. 2**

**WARD:** Southville

**SITE ADDRESS:** Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP

**APPLICATION NO:** 19/06107/F Full Planning

**DETERMINATION DEADLINE:** 20 January 2021

**Demolition and redevelopment for residential together with associated car parking, landscaping, access, infrastructure and riverside pedestrian walkway, with up to 154 residential units.**

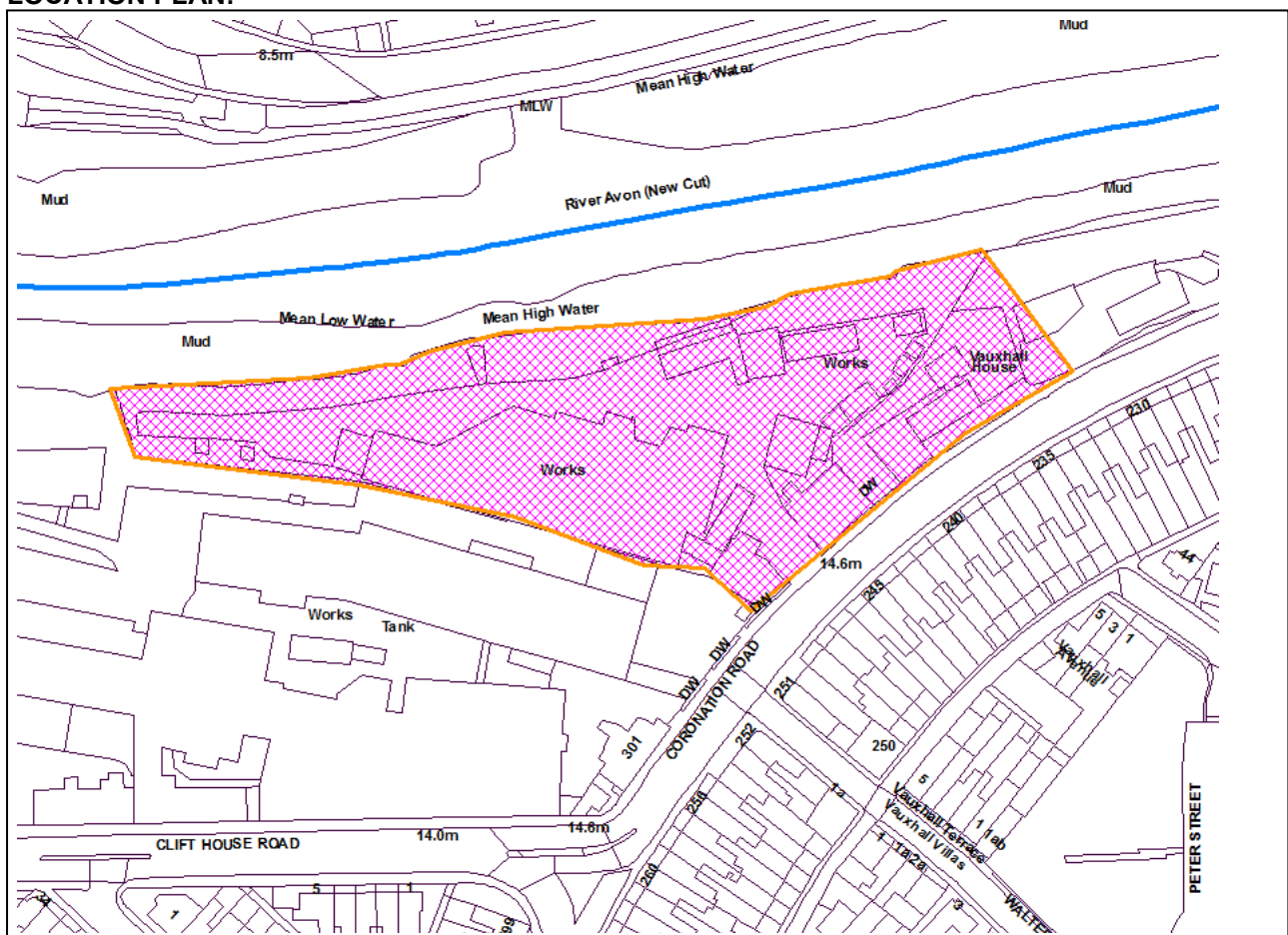
**RECOMMENDATION:** GRANT subject to Planning Agreement

**AGENT:** Nash Partnership  
25 King Street  
Bristol  
BS1 4PB

**APPLICANT:** Crest Nicholson

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

**LOCATION PLAN:**



**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP****BACKGROUND**

This application has not been subject to call-in by a local Councillor, however the major nature of the proposal combined with the level of public interest associated with the proposals are such that it is considered appropriate that the scheme is considered by members of the planning committee.

**SITE DESCRIPTION AND APPLICATION**

The application relates to a site set to the North of Coronation Road and bound by the New Cut to its North, located within the City Docks Conservation Area. The site has an area of 0.97 hectares and comprises vacant industrial buildings and associated yard areas, set within a designated Principal Industrial and Warehousing Area (PIWA). The buildings on site are in a dilapidated state, generally comprising simple gable-ended buildings of an industrial character and varying footprints, set behind a high stone wall along the Coronation Road frontage. This is with the exception of Vauxhall house, which is more recent than the other buildings on site; of a flat roofed form; and fronting Coronation Road.

Neighbouring uses within the PIWA comprise a Tannery to the south/west and a tyre and exhaust fitting premises to the east. Adjacent development to the South of Coronation Road is residential in nature.

The application proposes the demolition of all existing buildings on site and the re-development of the site for residential use, comprising 154 flats (reduced from 158 during the course of the application) across four buildings of between four and five storeys. 56 car parking spaces are proposed (reduced from 70 during the course of the application) including 9 accessible spaces, within open and covered parking areas; communal landscaping located between buildings; and a walkway provided along the waterside frontage. Much of the existing stone boundary wall to the Coronation Road frontage would be retained, but at a reduced height and with increased extent of openings.

See plans and supporting documents for full details.

**RELEVANT HISTORY****Application site**

17/05090/PREAPP - Residential development of 179 Units (97no. 1 bed. and 82.no. 2 bed).  
CLOSED.

**Vauxhall House**

10/05540/F - Proposed change of use from commercial office & store, to a multiple occupancy forming nine bedsits complete with communal & kitchen areas on both floors and associated external alterations. REFUSED.

**Other History**

Other planning history relating to the site comprises commercial alterations from the 1950's - 1970's, along with enforcement enquiries from 2004 and 2014.

**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,

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that the approval / refusal of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

**PRE-APPLICATION COMMUNITY INVOLVEMENT**

The application is supported by a statement of pre-application community involvement (see statement of community involvement for full details).

**(a) Process**

Pre-application engagement was undertaken by the developer's team way of the following:

- o Member and stakeholder briefing at City Hall (20th January 2019)
- o Site visit with local councillors (4th March 2019)
- o Public Exhibition at Underfall Yard (12th and 13th February 2019)
- o Dedicated consultation website

The public exhibition was advertised in local media, as well as via leaflet drop to 2000 households and businesses around the site. Local councillors and stakeholder groups were also invited. Feedback forms provided for completion at the exhibition and/or return via pre-paid envelopes provided, along with online versions of the exhibition and feedback forms available via the website.

**(b) Responses**

21 responses were received to the pre-application community consultation. The majority of respondents raised concerns of parking pressures, with levels of parking on-site considered inadequate and concerns of additional parking pressure on local roads as a result. A minority of respondents considered that parking on-site should be limited. There were mixed opinions on the design, but the nine storeys put forward was generally considered excessive and inappropriate for the site. A lack of housing mix was also raised as a concern.

**(c) Outcomes**

The overall height of the development was reduced to five storeys [height reduction was also required by Bristol City Council during pre-application discussions]; the aesthetic of the development was altered to reflect a more domestic scale and character, and; on-site parking was reduced by approximately one third.

**RESPONSE TO PUBLICITY AND CONSULTATION**

Public consultation was undertaken via press and site notices, along with letters sent to surrounding properties. 25 written responses were received, with some neutral comments and one expressing support, however the majority raised objections to the proposal. Concerns raised through the public consultation process can be summarised as follows:

**Principle**

- o Impact on existing businesses on the site
- Highways
- o Inadequate parking provision



**Development Control Committee A – 22 September 2021**

**Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

- o Increased pressure for on-street parking
- o Right turn into/out of the site would be dangerous
- o Dangerous U-turns would be performed if right turns were banned
- o Conflict with cyclists passing the site
- o Inadequate Fire Service access
- o Local bus services are poor
- o The proposed lay-by would be heavily used and encourage improper use

Residential Amenity

- o Impact on neighbours opposite Coronation Road- loss of light, overlooking and loss of privacy
- o The proposed pedestrian crossing would result in loss of privacy to the house adjacent
- o Too many single aspect apartments
- o Noise and disruption during construction

Design

- o Overdevelopment of the site
- o The appearance is monolithic and charmless
- o Lack of space between buildings to break up the mass
- o Overbearing impact from close and distant vantage points
- o Proposed gables are excessively high
- o The proposed flat roofs could include amenity space/ green roofs
- o Quality of materials and detailing is important
- o Too much of the stone boundary wall would be removed
- o Loss of views towards the Clifton Suspension bridge
- o Development of the site should be considered as part of more comprehensive planning of the wider Western Harbour Area

Housing

- o Not enough affordable housing would be provided
- o Lack of family housing

Sustainability

- o The proposed environmental standards are inadequate. The building should be constructed to near Passivehaus standards to meet the Council's net zero carbon 2030 target

Flood Risk

- o The site is a flood zone and not enough consideration has been given to this

Land stability

- o Greater consideration is needed of land stability

Trees/ Ecology

- o Loss of trees
- o Potential impact upon adjacent Site of Nature Conservation Interest

Air Quality

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

- o Increased air pollution

Following revisions to the scheme, which made amendments to address flood risk issues; removed the lay-by and amended servicing arrangements; made design and detailing alterations, a re-consultation exercise was undertaken. 11 written responses were received. Concerns raised can be summarised as follows:

#### Highways

- o Loss of on-street parking spaces on Coronation Road
- o The new traffic island, and loss of parking spaces on-street adjacent, would bring traffic closer to pedestrians

#### Residential Amenity

- o Increased noise and disturbance from vehicles braking and accelerating due to the new pedestrian crossing
- o Overshadowing of adjacent properties
- o The lay-by on Coronation Road would be a disturbing nuisance [this has been removed from the proposal]

#### Design

- o Height and massing are such that the blocks are not read separately
- o Monolithic blocks
- o Lack of variety to the roofline
- o Utilitarian design with no local connection
- o Overdevelopment of the site
- o Excessive loss of the historic boundary wall would impact the character of the area

#### Land Stability

- o Concerns of subsidence during and after works

#### Trees/Ecology

- o Loss of mature trees
- o Impact upon the New Cut wildlife corridor
- o Inadequate tree replacement to compensate for those lost

#### Air Quality

- o Increased congestion leading to increased air pollution

A further set of revisions were subsequently made to the scheme, with amendments made to the site layout and the extent and configuration of blocks C and D in order to provide a river bank maintenance access strip. A further public re-consultation exercise undertaken. 11 written responses were received, with concerns raised reiterating points previously raised, as set out above.

The various points raised will be discussed within the key issues section of this report.

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP****Bristol Civic Society has commented as follows (03/02/2020):**

If Crest Nicholson (the Developer) can provide evidence to satisfy the procedure to justify the loss of protected employment land, the Society supports residential development of this brown field site. The scale and massing of the proposed buildings is an improvement on the two earlier, Pre-application proposals.

There are no buildings or structures of architectural merit on the site.

Policy BCS8 provides that principal Industrial and Warehousing Areas will be identified and retained. The site appears to be generally functioning well as evidenced by its continuous occupancy. If the Developer can produce evidence to satisfy the Policy DM13 procedure and demonstrate that there is no demand for industry or warehousing, the Society supports the principle of a residential led redevelopment. However, we would prefer to see a greater proportion of employment uses such as B1, retail or leisure unless the Developer can satisfy the Council that these uses are not viable. The decision to abandon employment use is binary. The provision of live/work units is a token given that the whole site is employment land.

The proposed buildings of 3 floors plus ground make a better transition to the domestic townscape of the Coronation Road and the low-industrial buildings to the west than the earlier schemes. Similarly, the development is more sympathetic to its riverbank setting when viewed from Cumberland Road. This site will be a trip generator. Although the North Street local retail centre is within walking distance, the bus service is infrequent. The heavy traffic in the Coronation Road is unpleasant for cyclists.

The scheme's roofs mix pitched and flat roofs to respond to other Harbourside developments. The Society suggests that all five blocks have pitched roofs. The angles and pitches would create an interesting skyline whether seen from Coronation Road or from the north of the New Cut.

The busy Coronation Road will cut off this development from its immediate neighbours to the south. The additional residential population will contribute to the local economy.

The development does not prejudice the possible redevelopment potential of the land to the west. There is no real development opportunity to the east of the site. A riverside walk that extends beyond the site appears to be distantly aspirational.

The scheme creates a series of pocket parks and a linear green bank above the New Cut. This dense development offers little opportunity to do no more than is proposed. The introduction of outdoor furniture and fitness equipment is welcome.

The scheme provides the maximum car parking ratio that policy permits which is realistic given the poor public transport connections. This high-density development has relatively little open space per resident and surface car parking should be avoided, if possible. We suggest that the developer considers measures to inhibit parking other than in the designated parking areas.

The Society would prefer to see as much of the Coronation Road boundary wall retained as is possible. Apart from the contribution that the wall makes to the character of this part of the conservation area the wall provides a barrier against the noise and pollution from Coronation Road. We acknowledge that wall will be lost to create a principal entrance with safe sightlines. We ask whether the proposed lay-by on the north side of Coronation Road outweighs the benefit of the retained wall?

We are pleased that the Developer will install a Puffin Crossing in the Coronation Road and that there will be no right turn from the development into Coronation Road.

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

The scheme produces attractive, naturally lit, entrances and access cores. However, there is continuous discussion in the Design and Access Statement about overlooking between the blocks and the quantity of single aspect flats. Both these problems arise from the ambition to build as many as 158 units although this total is reduced from the 179 flats of the earlier scheme. We are not convinced that the asymmetry between the north and the south facing single aspect units in Block D nor the offset balconies will protect the single aspect flats from being uncomfortably hot in strong sunlight. The units would have no relieving cross-draughts. The Society believes that this would be a more successful development if it reduced the overall number of units to decrease the number of single aspect flats. The rearrangement of the units might, at the same time, produce a solution to any overlong, artificially lit, access corridors. In a setting of free-standing residential blocks as many flats as possible should have habitable balconies. Juliet balconies do not provide desirable external amenity space.

Energy efficiency - there is no indication that this development will be zero carbon. New build zero carbon development is achieved by other local planning authorities. Bristol has pledged to become zero carbon by 2030 which should be a requirement of all new build development.

**The City Council Economic Development Service has commented (21.10.20) as follows:**

No objection on the basis of the updated Employment Statement Addendum Report received 13th October 2020.

**Historic England has commented as follows (16.01.20):**

This application, which we were involved with at pre-application stage, proposes redevelopment of Payne's Shipyard. The former shipyard is within the City Docks Conservation Area and currently in light industrial use, but does not appear to contain any buildings or structures of architectural merit. The form of the remaining industrial buildings do, however, relate to the site's former use as a shipyard being aligned on the course of a long-lost slipway. The grain of the site relates to its shipbuilding past, which therefore makes a modest contribution to the character and appearance of the conservation area.

The buildings proposed for erection on the site take a neo-industrial warehouse aesthetic. They are arranged in a manner that does not draw on the historic grain of the site, and their warehouse aesthetic could be argued to perpetuate a false history given that the site was historically used for boatbuilding, and not warehousing.

However, the harm to the character and appearance of the conservation area is minor, and the regeneration of under-utilised land is welcome. Notwithstanding our slight reservations over their aesthetic, the scale and massing of the proposed buildings is a considerable improvement when compared against an earlier iteration we saw at pre-application stage. In townscape terms, the proposed buildings will make an effective transition between the domestic townscape of the Coronation Road (which sits outside the conservation area) and the large robust forms of the nearby bonded warehouses.

**The City Council Contamination Officer has commented (09.07.21) as follows:**

The January 2021 Hydrock report has been updated to reflect the design plans and more site investigation is proposed as part of the report following demolition at the site.

Queries raised back in 2018 and 2019 are still not referred to/acknowledged in the report

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For example

- o there is no mention of the limitations of having deviating samples for hydrocarbons
- o use of statistics on targeted sample locations is not really appropriate. Assumptions using statistics having been made at this stage when many areas of the site which were subject to potentially contaminating processes have not been subject to assessment. This is particularly relevant for VOC's and SVOC's which are deemed to pose a low risk in the current assessment despite the fact the area where metal spraying has taken place has not been investigated.

The report authors are advised that some of the documents referred to within the report (particularly for the ground gas section) have been updated since the report was produced.

Comments made by the Environment Agency are noted, we have no objections to those conditions being used but do ask the reason is amended as follows:

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

Finally we do ask that we are notified of the dates of any future site investigation so we can arrange a visit to the site.

**The City Council Highways Officer has commented (11.11.20) as follows:**

(Please refer to the online record for full comments)

**Principle**

Following a number of amendments to the scheme, Transport Development Management (TDM) considers the application to be acceptable.

**Transport Statement**

In support of the application, a comprehensive Transport Statement has been submitted, focusing on the sustainability of the site and its potential impact on the surrounding highway network. TDM concurs that the site is in a highly sustainable location.

In order to determine the potential impact of the proposals on Coronation Road two traffic counts were undertaken outside the application site.

The survey results were then combined with modelling through the TRICS database and TEMPro to determine impact upon the highway network, including traffic growth over time, with the modelling finding that there is adequate highway capacity to support the proposed development. TDM concur with this assessment.

Initially the applicant proposed an all movements junction to serve the site. However, TDM considered that this would be unsafe due to the existing traffic flows and motorists being tempted to take risky manoeuvres that would result in a significant risk of collisions. On this basis a Stage One Road Safety Audit (RSA) was undertaken. This revealed that due to the existing vehicle flows on Coronation Road motorists seeking to turn into and out of the site would experience potentially long delays. This would likely result in motorists becoming frustrated and pulling out during inappropriate spaced gaps in traffic flow resulting in an increased risk of side impact type collisions. This would be exacerbated during the AM and PM peaks and for delivery vehicles. As a result of this an all movements junction was rejected in favour of a left in/left arrangement which was subsequently modelled. However, within the Transport Statement it should be noted that the relevant table says right turn, when it should be left turn.

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Due to the scale of the development a full Travel Plan has been prepared and submitted using the Travel Plan Guide for New Developments and the associated Travel Plan Template. The applicant has requested that the council's Travel Plan Coordinator implement the Travel Plan on their behalf for a Travel Plan Implementation Fee of £22,752 (£144 per unit x 158 dwellings). This will need to be collected via a Section 106 Agreement.

**Public Transport / Cycle Path**

As set out within the Transport Statement future residents will be able to utilise both the A1, M2 and 24 bus services. The later can be accessed via stops on North Street. As it can be expected that demand will increase and to further encourage a modal shift by providing improved public transport facilities a Section 106 contribution of £10,000 is sought to upgrade the two closest stops of Frayne Road (South-westbound) and Frayne Road (Eastbound) with raised kerbs.

As set out within the Transport Statement Coronation Road forms a key pedestrian/cycle route. The route is however inadequate and requires improvement. To encourage and support residents to use sustainable forms of transport a section 106 contribution of £110,000 is sought to upgrade and resurface the footway between the site and Vauxhall Bridge to provide a 3 metre unsegregated cycleway with new kerbs drainage and lighting,

Necessary contribution statutory notice for pedestrian crossing and for the provision of TRO's is £18,971. A commuted sum of £50,000 is required for the maintenance of a new signal heads controller. These are also to be secure via s106 agreement.

**Access**

In order to access the site the applicant proposes to retain and widen the existing access point which will consist of a vehicle crossover. This will give priority to pedestrians which is essential as Coronation Road is a key pedestrian/cycle route. Adequate visibility splays are achieved, in part due to the removal of a section of the existing boundary wall.

In order to achieve safe site access/egress the junction must be left turn only (in to and out of the site), with a splitter island provided within the carriageway to prevent right turns.

The splitter island must be at least 1.35m wide and feature illuminated Keep Left bollards with at least 0.45m clearance either side, Cadet Kerbs due to the number of HGV's that use Coronation Road and if space permits an illuminated Turn Left traffic sign for which a TRO will be required. The cost of this and any additional implementation costs will need to be met by the applicant. In order to construct the splitter island the applicant will be required to enter into a Section 278 Agreement and obtain an Excavation Licence which is available at [www.bristol.gov.uk/highwaylicences](http://www.bristol.gov.uk/highwaylicences)

**Footways**

To prevent vehicles from stopping and parking on the footway, a series of bollards must be placed within the footway along the entire length of the site.

**Pedestrian Crossing/Loss of Parking**

TDM requested that the applicant provide a signalised pedestrian crossing. The applicant has agreed to do this and a signalised Puffin Crossing is now proposed around 30m east of the sites vehicle access. This will provide a safer route for residents seeking to access the bus stops, school, shops and local facilities on North Street (B3120) and within the surrounding area. To ensure adequate visibility a kerb build-out is required, along with the loss of some existing on-street parking bays. Without the provision of a pedestrian crossing there would be a significant highway safety risk.

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The applicant originally proposed to provide a layby on Coronation Road for servicing. Throughout the application process TDM has raised strong objections to the layby on highway safety grounds. The applicant has now agreed to remove the layby, use a private waste contractor and that all servicing will take place within the site. This approach is supported by TDM in this instance.

**Internal Layout**

As already stated the access road will be located in roughly the same position as the current entrance to the site. The carriageway measures approximately 5.5m wide with footways either side. Suitable drainage must be provided to prevent the discharge of any surface water onto the adopted highway. The first 10m to 11m section has been designed as a shared surface which will feature a servicing area. To protect the main pedestrian route into the site a series of wooden bollards will be provided at the back edge of the footway and on the right hand site to provide a clear route to Block C. To the rear of this and on the opposite side gabion walls interspersed with planting will be provided. These are required due to the extreme level difference between Coronation Road and the riverbank. At the bottom of the access road will be a small hammerhead which will enable residents to access either of the proposed car parks. Due to the level difference a Road Restraint Risk Assessment must be undertaken to determine the type of barrier that will be required at the bottom of the access road to prevent any vehicle that may have lost control from entering the river. Both the access road and the service area must be suitably illuminated.

**Pedestrian Routes**

With the exception of blocks A & D which can be accessed directly from Coronation Road, all the remaining blocks can be reached via an accessible ramp constructed from resin bound paving. At the bottom of the footpath it becomes a pedestrian walkway that will run alongside the riverbank as far as Block A. There is sufficient land that would enable the footpath to be continued further along the riverbank, should sites come forward for redevelopment. A safety barrier will be required. To be of any benefit to local residents it is recommended that the route to the walkway is designated as a permissive footpath.

**Emergency Access**

Avon Fire & Rescue Service (AFRS) originally lodged a objection as the site layout did not provide appropriate access to each of the buildings as required by The Building Regulations 2010 - Approved Document B (Fire Safety) Volume 1: Dwellings - 2019 Edition - Requirement B5: Access and facilities for the fire service. Following discussions between the applicant and AFRS, a fire strategy has subsequently been produced and agreed, as set out below. This is considered acceptable.

**Fire Strategy**

- o AFRS will drive into the site and come to a stop either at the top of the ramp or mid-way down the ramp depending on which building they need to access.
- o Each building will be serviced via a dry riser inlet at the primary entrance to the blocks. This will ensure that all spaces within the blocks are within the 45m distance required.
- o Block A - AFRS have agreed to an extension of the 18m distance to the dry riser position at the entrance to the block. A 2m wide access walkway, featuring some steps with a central handrail, is proposed along the boundary with the tannery. This will enable a clear line of sight to maintained with firefighting personnel. The fire tender will park at the end of block B in the turning head, which will have access to the boundary walkway. Block A will also feature an automatic sprinkler system in accordance with BS 9251.
- o Blocks B & C - The blocks dry risers can be reached from the site ramp and are within the

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standard 18m distance from a fire tender.

- o Block D - Will be accessed via the Coronation Road elevation, with a fire tender being located within 18m of the entrance and dry riser.
- o Additional hydrant points are proposed at the western end of the site to ensure water is accessible across the whole site.
- o All of the blocks will include ventilation lobbies and the dwellings will allow for protected lobbies to ensure a robust and safe design for the future residents.
- o The blocks will feature a cavity wall containing mineral wool insulation. They will be faced in either brick, a non-combustible cladding board or aluminium rain screen cladding. These materials have non-combustible properties, therefore mitigating the risk of a fire spreading in the event one was to break out. This meets the requirements of Approved Document B (Fire Safety) Volume 1: Dwellings

**Car Parking / Cycle Parking**

The applicant proposes to provide parking for 70 vehicles which equates to 44% of the flats having parking. This is acceptable. As the site is within the Southville Residents Parking Scheme future residents can be prevented from obtaining parking permits to prevent additional pressure for on-street parking. Of the 70 parking bays, 10 will be designated for disabled users and a total of 14 bays will be fitted with Electric Vehicle Charging Points (EVCP's). A Car Park Management Plan is required, which can be secured by condition.

In respect of cycle storage the applicant proposes five internal stores that will be fitted with two-tier cycle racks able to accommodate a total of 320 cycles. Whilst some two-tier racking is acceptable every flat must have access to a Sheffield Stand. As such storage must be revised to provide 79 Sheffield Stands and 48 two-tier racks.

All of the stands must be well illuminated, overlooked (ideally covered by CCTV) and be covered. Three stands will be located as part of the shared space next that will be used by service vehicles. This is unacceptable as it places them at risk of being hit by manoeuvring vehicles. They must be relocated.

**Waste**

Based on the Refuse Strategy that has been submitted the applicant proposes to provide six internal waste stores, of which one would be used for the storage of bins when they are due to be collected. To remove TDM's objection regarding the unsuitability of a layby needed for servicing on Coronation Road, the applicant proposes to use a private waste contractor. Whilst this represents a significant deviation from Waste and Recycling: Collection and Storage Facilities - Guidance for Developers, Owners and Occupiers, TDM considers that this is the only viable solution. A Waste Management Plan is therefore required, which can be secured by condition. This must set out in detail how the waste will be stored, moved for collection and be collected.

**Recommendations**

Following the removal of the layby and the installation of a route to Block A for fire crews TDM considers the proposals to be acceptable subject to the provision of conditions [a suite of recommended conditions and advices have been provided].

**The City Council Highways Officer has commented (08.07.20) as follows:****Principle**

The application proposes to demolish the existing buildings and in their place construct four buildings that will comprise 154 flats with associated car/cycle parking, waste storage, landscaping and a pedestrian walkway. A number of amendments have been made to the scheme, the most recent of which resulted in the loss of four flats and 10 car parking bays. As only the car and cycle parking are affected Transport Development Management (TDM) does not propose to comment on any other part of the proposed changes. As it stands, even with the reduction in parking, TDM considers the proposals to be acceptable.



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The applicant proposes to provide parking for 56 cars which represents a reduction of 10 bays on the previous iteration of the proposals. Of these, nine will be for blue badge holders. Given the site is within a moderate walk, cycle and bus ride of the city centre as well as other key employment, retail and leisure facilities, as set out within the Transport Statement, this is acceptable. However, it should be noted that a number of the objections that have been received raise concerns regarding overspill parking and the loss of parking for existing residents. As the site is within the Southville Residents Parking Scheme future residents can be prevented from obtaining parking permits. To enable this, Advice I044A Restriction of parking permits - existing controlled parking zone/residents parking scheme must be applied if permission were to be granted. Several of the objections also raised concerns regarding future residents parking outside of the Southville RPS's boundaries. Unfortunately this is not something that can be prevented, although it is recognised and a RPS covering Ashton, Ashton Vale and Bedminster would be the logical answer. 20% of the bays will be fitted with Electric Vehicle Charging Points (EVCP's). Suitable ducting and earthing must be provided to enable additional (EVCP's) to be installed in the future if there is sufficient demand. A Car Park Management Plan is required, although this can be secured by condition. In respect of cycle storage the applicant proposes six internal stores that will be fitted with two-tier cycle racks able to accommodate a total of 326 cycles. Whilst some two-tier racking is acceptable every flat must have access to a Sheffield Stand. As such storage must be revised to provide a minimum of 77 Sheffield Stands and 46 two-tier racks. This would meet the required standard of one cycle for every one bed flat and two cycles for every two bed flat as set out within the council's parking policy. The doors to the stores must be a minimum of 1.2m wide. For the use of visitors eight Sheffield Stands will be provided although these cannot all be identified on either the site or landscape plans submitted. This should therefore be clarified. All of the stands must be well illuminated, overlooked (ideally covered by CCTV) and be covered. Three stands will be located as part of the shared space next that will be used by service vehicles. This is unacceptable as it places them at risk of being hit by manoeuvring vehicles. They must be relocated.

**Recommendations**

TDM considers the proposals to be acceptable subject to the applicant:

- o Providing the required number of Sheffield Stands and two-tier racks as set out above.
- o Removing the three Sheffield Stands from where refuse vehicles will park to avoid the risk of potential conflict between cyclists and manoeuvring vehicles.

**The City Council Urban Design Officer has commented (14.05.20) as follows:****Summary:**

CDG welcomes the development of the site in principle. CDG acknowledges the pre-application engagement and the progress made relating to the design of the scheme. The use of challenging site levels to open up an otherwise glimpsed view of the Clifton Suspension Bridge is imaginative and makes the most of the site potential in this respect. There are however a number of outstanding concerns relating to various aspects of the proposal as outlined below which need further consideration and revisions.

**Full Response:****Layout**

The principles governing the layout are understood and based on clearly founded principles, however the concerns relating to interface of development with Coronation Roads, New Cut riverfront and relation between the block as highlighted below need to be addressed. The issues and their resolution may have impact on the tightly defined dimensions and relations of elements in the layout which needs careful consideration.

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## Coronation Road Frontage

Boundary Wall - Please note that different drawing show differing dimensions of the retained boundary wall, this discrepancy needs to be corrected. Notwithstanding the discrepancy, the proposal removes significant portion of the historic boundary wall. This is not in keeping with the position agreed during prior engagement and needs reconsideration.

Interface - Further the interface between the building and the public realm lacks consistency and appears disjointed and needs a review. A clear and consistent resolution as an attractive welcoming defensible space akin to character of front gardens is recommended.

Entrance - The entrance to the site appears austere in terms of design, it remains as one weak point of the layout. The arrangement creates a fairly negative aspect to an important approach - it needs enhancements to form a welcoming entrance in order to draw people into the site and further towards the riverfront. It is important to avoid using this space for servicing and prioritise design and aesthetic aspects of the space. A combination of landscape and public art needs to form a part of the resolution.

Please refer to public art comments provided separately.

## Waterfront walkway

The extent to which the landscape scheme is made available to the general public including an accessible route to the waterfront via the green link, is welcome.

Clarity and resolution of flood risk related concerns from Environment Agency are fundamental to designing the riverfront and needs to be addressed on a priority.

The arrangement between the retained trees, topography, SNCI and buildings (both existing and proposed) needs a clear and well-formed solution. The drawings appear to indicate that the tree canopy along Blocks C & D will be cut back significantly to the SNCI boundary and no intervention will be made within the SNCI. The measures need to be agreed with the BCC's tree, landscape and ecology officers.

The New Cut Riverfront path with a width of approximately 3m is tightly defined by enclosure of retained trees and sheer wall of the proposal. Further, lack of passive surveillance and perpetually shadow pose questions about attractiveness of the waterfront walkway. It is important to design a welcoming public route as part of the long term ambition of contiguous waterfront walkway for the wider area and needs to present a robust design rationale.

The proposal should set a clear and robust design solution which will positively form a part of long term design, access and management arrangements for the provision. Further mechanism to secure a commitment to deliver publically accessible waterfront walkway to the boundaries of the site, its deliver, ownership and management/adoption needs to be secured.

## Space between the blocks

The proposal creates blocks with tight separation distances and in some places the facing facades provide the only aspect for single aspect apartments. While the design measures employed to minimise facing windows is acknowledges, but its impact on the living condition, privacy and amenity of future residents' remains an area of concern and needs thorough review.

## Landscape

The layout of hard and soft landscape elements is clearly defined with play and leisure facilities. Given the above scheme strengths the following points are suggested for improvement: -

- As noted above the entrance into site, riverfront walkway and interface between buildings needs review and enhancements.

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- Many of the proposed trees are small to medium height at maturity; the tree planting strategy might benefit from the inclusion of a higher proportion of climax species where space allows for broader canopy spread.
- In relation to trees to be lost to development, the arboriculture report recommends the removal of 3 sycamores T5, T6 and T7, the latter two of which both B grade trees. The inaccessibility of the trees is cited but, there seems no overriding reason for their removal. The question about the possibility of their retention is raised, particularly in the case of the B grade trees.

**Urban Living Assessment**

A full Urban Living Assessment needs to be presented to support the application.

Please refer to wider comments cover the aspects relating to the contextual considerations and the external spaces within the site.

Liveability considerations - Explanation relating to the design measures employed to allow greater light and ventilation to the internal spaces is noted. However, a clear schedule covering all aspects of internal spaces and its compliance with individual criteria listed in the Urban Living SPD is needed. Some of the key points to are;

- The proportion of single aspect apartments and their liveability conditions like access to light, space, amenity etc. needs to be analysed.
- The separation distances and privacy related concerns of the apartments needs to be analysed and addressed.
- The design arrangement for interface between the ground floor flats and the public/communal spaces needs further development and resolution.
- Further, more can be done to celebrate the communal entrances to the residential blocks.
- Special consideration needs to be given to design measured to ensure natural light and ventilation is extended to the communal corridors, personalised entrances to individual apartments.
- Ensure that adequate private and communal amenity provision is provided.
- Lower than recommended access to Sunlight/daylight and Vertical sky component for some of the proposed units and marginally higher impact than the recommended guidance on certain neighbouring properties is noted. However the low Average daylight factor in some of the units and lack of analysis on sunlight hours is an area of concern and needs to be addressed. Measured than can be incorporated to improve the performance needs to be explored.

**Heritage Assessment**

The Payne's Shipyard site within the City Docks Conservation Area, sits in an area that has several heritage sensitivities and at the transition between the clear residential character to the south, the maritime industrial character of the site itself and the verdant character of the New Cut along the northern boundary of the site.

The current proposal has resulted from a design process that has sought to respond to these challenges. The scheme now has a scale that sits comfortably within this landscape whilst also not harming the setting the significant heritage of the scheduled Underfall Yard or listed bonded warehouses or character and appearance of the City Docks Conservation Area in views across the Floating Harbour or along the New Cut. However more could be to accentuate the visual differentiation of the individual blocks as noted below.

There will be a slight degree of impact to the archaeological significance of the site, but this can be mitigated through appropriate conditions to secure the recording of any remains relating to the site's important historic use prior to their loss.

Consequently any harm to the heritage significance of the heritage assets posed by this development will be less than substantial and can be weighed against the benefits of the scheme.

Scale, massing and architecture

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The scale and massing of the proposal is generally acceptable. The verified views submitted within the TVIA show that the scheme has overcome previous concerns relating to scale in relation to Coronation Road frontage and visual competition of massing with the bonded warehousing and historic harbour - the development, while a significant component, does not dominate key views. There is however need to review certain aspects of schemes architecture.

The individual buildings are of very similar architectural language. The buildings in general present single plane of brickwork with punched in openings. While the brick banding and details introduce a degree of variation, potential for further contrasting industrial architectural styles highlighted in the precedent study have not been employed. The issue about coalescence of blocks into a single apparent massing has been highlighted by number of consultees. Opportunity to enhance contrasting architectural character of the blocks while retaining the broader industrial architecture referred in the precedents should be explored. Aspects like expression of brick peers, modular industrial bays, panelling etc. needs to be considered. It will help to accentuate the distinctiveness of individual blocks and avoid coalesce in medium to long distance views. It is also noted that balconies may also be an element for further development. Deviating from standard size and or greater thoughtfulness for balcony details can, if well executed, enrich the character of the development not to mention user experience. Further, Consideration needs to be given to drop the pitched roof and make the roof form as part of the top floor apartment. This will help to bring variation in roof height and form thereby strengthening distinction between the individual blocks as noted above.

The communal entrance to the residential blocks from public realm needs to be accentuated further in terms of scale and generosity.

Further details fall protection and other safety measures are expected to be included in the design of the scheme. If not clarity needs to be provide at the earliest.

#### Design Intent

The key aspects, the details and materials which form the essential design features of the proposal needs to compiled into a design intent document which will serve as a point of reference for the further detailing and discharge of any planning conditions.

#### Conclusion

Given the importance of the site as the first development within Western Harbour it will be important for the scheme to set a high bar for design quality. At present the scheme is generic in its overall look and feel. The architectural devices employed to add interest to the façade are common to many new developments which don't have the benefit of such rich local references as noted in the DAS. The design team has demonstrated through their DAS that these references are understood and yet this has not yet been imaginatively translated into a distinct architecture for the scheme. This point of criticism will not simply be resolve by adding additional brick banding to add interest. It requires testing and experimentation to achieve a bespoke architectural character. This further design work is also needed to avoid the coalescence of blocks from medium distance views.

#### **The City Council Urban Design Officer has commented (13.08.20) as follows:**

Here are the brief comments on the Design Review Report which should be read in conjunction and continuation with the CDG comments provided earlier.

#### Boundary wall

CDG questions if such a extent of boundary wall demolition as indicated on page 6 . The one way in and out vehicular access will necessitate better visibility to the west only and the road curvature aids visibility looking east. Can more of the wall both in terms of length and height (in areas away from habitable rooms) be retained as a design feature?

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The area forming the site entrance appears austere. While understanding the pressures relating to delivery and servicing, it is recommended to explore possibility of retaining larger section of retaining wall along this area and using it as an important design feature. This will also help enclose the space from the busy Coronation Road. Further, introducing soft planting along the edges of the space, giving special attention to aspects such as quality edge detailing, paving patterns, materials etc. can be considered. CDG seeks to achieve an attractive and welcoming entrance into the site.

**Landscape along Coronation Road**

The design intention for the area between the retained wall and Block-D is somewhat understood from sketches on page 4 and the precedent images are also helpful but the plan on page 5 is unclear. Some softening of the space will be very much needed and the exact nature of the design needs to be determined. This is preferably resolved at the planning application stage if possible or needs to be agreed at pre-commencement stage through a condition.

**Central landscape space**

The retaining wall to the east of the ramp (on page 35) needs to be in stone which can be continued as the curvilinear retained feature going east. This will lend consistency to the design of retaining features and plinth with stone wall separated from buildings and soft landscaped areas.

Also some fall protection measures will be needed along the edge of the curvilinear stepped feature. It may take a form of continuation of the railings along the retaining wall. The stepped seating can be of reduced height and flow into the soft landscaping while it ramps upwards towards east.

Further the wall climbers in front of the retaining wall referred here appears unnecessary and impractical and should be removed.

**Single aspect**

While some of the separation distances are tight, the supporting evidence illustrate that only a small proportion of properties will be impacted by it. Further reasonable aspect and outlook will be maintained for the residents with angled views for the primary habitable areas.

**Architecture**

CDG is generally supportive of the architectural approach and would recommend further consideration of following aspects;

Architecture language 1 - the parapet section is large and will be more likely to present contagious visible facet above the foliage. It is recommended some visual interest is created in this band. CDG recommends adding simple details like brick banding, soldier course or compatible feature can be considered to add the visual interest.

Architectural language 2 - similar to the consideration above large area of brickwork for gables can benefit from added interest. In this instance CDG recommends considering deeper overhang of the roof causing shadow and interest with quality detailing of the face, soffit, apex and the valley of the roof for visual interest.

Architectural language 3 - CDG supports the approach to highlight the entrances and corner features. CDG however is unconvinced Rockpanel as an appropriately quality material holding the important elevations. Further, Bristol Council normally seeks natural materials in conservation areas. Further the composition of the gable end facing Coronation road (on page 34) appears imbalanced. And the view shows 2 windows on the façade while the plan (on page 9) shows 3 windows. It is recommended to review the composition of this key elevation.

Materials - Please note that the materials referred in the documents are considered to establish in

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principle position about the appropriateness of the material and broad colour range at this stage. The exact nature of the bricks, colour etc. is expected to be agreed through a planning condition at a later stage.

**The City Council Sustainability Officer has commented (12.12.20) as follows:**

I am writing with comments on the addendum to the Energy Strategy (02-11-2020) for the new development proposed at Paynes Shipyard and Vauxhall House, on Coronation Road (19/06107/F). Heat network: Bristol City Council Energy Services team have undertaken a further feasibility study on development of the heat network since submission of the first energy strategy. I have asked them to confirm whether there have been changes to the timetable for the expansion of the heat network to this area of the city which may be relevant to this scheme.

Heating strategy: The proposal to use ducted air source heat pumps for the domestic hot water would comply with BCS14, however, the use of electric resistive heating (panel heaters) for space heating, which I understand is still proposed, does not comply with BCS14 and is not supported for the reasons set out previously.

The use of ducted air source heat pumps for domestic hot water and space heating would be comply with BCS14 and has been accepted in other applications. Communal heating systems including communal air and ground source heat pumps, and hybrid systems (e.g. communal air source and individual water to water source heat pumps) would also comply with BCS14.

Overheating assessment: The summary of the overheating is noted and welcome. There is a reference in the summary to the full overheating assessment, however I am unable to find this on Uniform. If this is available I will provide further comments on this.

**The City Council Sustainability Officer has commented (13.01.20) as follows:**

This shows an overheating risk ('fail') in certain rooms when assessed against a 2080 weather file, but also suggests two mitigation strategies to address this.

Given this we need to know which of the mitigation measures will be incorporated into the design. This could be provided either as an amendment or addendum to the energy strategy. On the heating strategy it is disappointing that they are still proposing electric resistive heating as we have made it clear from the outset that this does not meet BCS14 and would not be acceptable. My recommendation would be for refusal if this remains within the energy strategy. The decarbonisation of grid electricity is an argument regularly put forward by developers wanting to use electric resistive heating. Having considered this in detail, and in line with government thinking and independent advice on the decarbonisation of heat in Bristol, we don't accept the reduction in the carbon intensity of grid electricity as justification for electric resistive heating. The only exception to this (as explained the latest Practice Note) is in certified Passivhaus schemes. There are a number of other schemes where we have either recommended refusal on this basis (e.g. Glencoyne Square) or are recommending refusal (e.g. the Sovereign Housing scheme on Bath Road).

**The City Council Sustainability Officer has commented (31.08.21) as follows:**

I am writing with further comments on the Energy and Sustainability - second addendum provided by AES Sustainability Consultants Ltd - June 2021 for the proposed application at Paynes Shipyard (19/06107/F).

**Comments**

As per the previous addendum, the energy strategy proposes to provide domestic hot water using air source heat pumps (which is policy compliant) and space heating using resistive electric heating

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(which is not policy compliant). Though this most recent addendum makes provision for future connection to the heat network my recommendation is that this application should be refused. As stated from the outset, and made clear in our first set of pre-application comments (5th December 2017), major schemes are required to provide heating and hot water systems that comply with the heat hierarchy in BCS14. This excludes the specification of individual gas boilers and electric resistive heating meaning this scheme is not policy compliant.

The addendum suggests that the scheme could be connected to the heat network in the future for the provision of space heating and hot water. Whilst the heat pumps providing hot water could be replaced with a connection to the heat network, I do not regard the replacement of electric resistive heating in each dwelling as realistic until such time that the scheme requires major refurbishment works. This is because of the work, disruption and cost of retrofitting a wet heating system in a building with electric resistive heating.

Further, there are policy compliant alternatives to electric resistive heating such as (but not limited to) hybrid heat pump systems which use air source heat pumps to produce ambient temperature water (20-25 deg C) which is circulated to each dwelling where a water to water source heat pump raises the temperature of this heat for space heating and hot water. Recent examples where this approach is being proposed in Bristol include Gainborough Square (21/01549/P) and Lombard Service Station (21/00241/F). (I also note that this approach is being used in major developments in other LPAs with similar planning policies including London (e.g. [https://www.gdhv.co.uk/sites/default/files/gdhv\\_-\\_zeroth\\_case\\_study\\_-\\_church\\_road.pdf](https://www.gdhv.co.uk/sites/default/files/gdhv_-_zeroth_case_study_-_church_road.pdf)).

Since providing our first comments on this scheme BCC has declared a climate emergency and committed to make the city carbon neutral by 2030, and we have also been in receipt of two major studies on how to decarbonise heat and overall emissions in the city: An evidence based strategy for delivering zero carbon heat in Bristol (Element Energy Ltd, Oct 2018) and Bristol net zero by 2030: The evidence base (Centre for Sustainable Energy, 2019). Both reports support the continued exclusion of electric resistive heating from the heat hierarchy under current and emerging policy. '...if resistive electric heating (direct electric like panel radiators or storage heaters) were installed instead of heat pumps, the demand increase will be at least double this and heating bills would similarly be very significantly higher.' (Bristol net zero by 2030).

'...for every direct (resistive) electric heater that is installed in place of a heat pump, the carbon emissions are expected to be 2 to 5 times greater'. (An evidence based strategy for delivering zero carbon heat).

The exclusion of electric resistive heating also aligns with the government's position as set out in the Future Homes Consultation which states that '...direct electric heaters can be very expensive to run, and if deployed at scale may have a significant effect on the national grid'.

In summary the energy strategy for this scheme does not meet BCC's current or emerging policy on heating. In terms of the cost per kWh of delivered heat electric resistive heating is the most expensive increasing energy running costs for residents. It is not compatible with the council's strategy for decarbonising heat in Bristol. Given this my recommendation is that this scheme should be refused.

**The City Council Flood Risk Officer has commented (14.12.20) as follows:**

Having looked at the drainage strategy, my comments are as follows:

- o My previous comments regarding the WRAP classification and SOIL classes have not been amended/clarified.
- o The applicant states that "the surface water drainage system will be designed for the 1:100 event with a 40% allowance for climate change. In addition, the system will be checked for surcharge situations when tidal water levels in the River Avon are high." The details of the drainage design and tide locking should be provided at this stage in the process.
- o Not enough details have been provided to assess this application

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP****The City Council Flood Risk Officer has commented (16.08.21) as follows:**

The applicant has now provided all of the information required and therefore we (the LLFA) remove our objections to this application.

**The Environment Agency has commented (16.01.20) as follows:**

Environment Agency position

We object to the proposed development, as submitted, as it fails to demonstrate that the development will be safe in respect of flood risk for its lifetime taking into account the predicted impacts of climate change, without increasing flood risk elsewhere.

We have reviewed the Flood Risk Assessment (FRA) 12 December 2019 Revision B Phoenix Design Partnership Ltd. Our latest climate change allowances have not been applied to the proposals.

We are concerned that the proposed decked areas overhanging the River Avon, a designated Main River have not been discussed in the FRA in terms of potential impacts on conveyance. In our earlier, pre-application preliminary response we stated our concerns with this element of the proposal.

The FRA has not considered how a range of flood events up to and including the extreme event would impact the proposed development, as well as access/egress routes from the site. These should be discussed and feed into a Flood Warning and Evacuation Plan (in consultation with the local authority emergency planner and emergency services). The site borders an Environment Agency Flood Warning area. Is dry access/egress possible during a design flood including allowance for the predicted impacts climate change for the lifetime of the development?

Please confirm the finished floor level in metres Above Ordnance Datum of the proposed lower ground floors. These should have ramped access set above the 1 in 200 year climate change level in 2120 plus 300mm freeboard allowance if floor levels are lower than this level.

We require a setback distance of 8 metres from the brink of the bank of the River Avon, a designated Main River to facilitate, safe operational access to the river 24/7 365 days a year in an emergency, in the interests of flood risk management. The appointed management company for the development would also need to utilise this access. It is not clear that this has been provided from the submitted plans and sections. The Landscape Masterplan 2606-5-2 DR-5000 S4-P1 shows a number of restrictions to access including outdoor gym, public art locations and picnic benches. These also need to be revisited. Please provide a plan showing that the 8 metre set back distance has been provided and the route to access this 8 metre strip alongside the river using landrover/trailer or small machinery.

The FRA does not discuss the riverside wall type and its condition as well as what impact construction of buildings in close proximity may have. Please note Bristol City Council have undertaken investigations into the condition of the walls in the new cut and Floating Harbour.

**The Environment Agency has commented (31.07.20) as follows:**

We maintain our flood risk objection to the proposal. We have reviewed the flood constraints plan and can provide the following comments.

The top of bank should be defined from the brink of the bank, where the bank levels out to provide an 8 metre level access strip. This is required for maintenance and/or emergency operational access to Main River and space for future flood risk management works should this be needed. The proposed



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definition of the top of bank put forward by the applicant needs to be revisited.

**The Environment Agency has commented (25.02.21) as follows:**

Environment Agency position

We withdraw our objection, subject to the comments outlined in this letter and the inclusion of the conditions and informative below in any grant of planning consent:

Condition The development hereby approved shall be carried out in accordance with the submitted flood risk assessment (Paynes Shipyard Flood Risk Assessment & Drainage Strategy, version C dated 15 October 2020, Phoenix Design Partnership Limited) and the following mitigation measures it details:

o Finished floor levels shall be set no lower than 10.78 metres above Ordnance

Datum (AOD)

o Riverside access will be maintained as set out on the supplementary plan ('Riverbank Cross Section Locations' dwg no '456-109' rev. B) and cross section drawing ('Riverbank Cross Sections' dwg no '456-110' rev. C)

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. They shall be retained and maintained thereafter throughout the lifetime of the development.

**Groundwater and Contaminated Land**

The application demonstrates that it will be possible to manage the risks posed to controlled waters by this development. Further detailed information will however be required before built development is undertaken. We believe that it would place an unreasonable burden on the developer to ask for more detailed information prior to the granting of planning permission but respect that this is a decision for the local planning authority. In light of the above, the proposed development will be acceptable if a planning condition is included requiring the submission of a remediation strategy. This should be carried out by a competent person in line with paragraph 178 of the National Planning Policy Framework.

Without these conditions we would object to the proposal in line with paragraph 170 of the National Planning Policy Framework because it cannot be guaranteed that the development will not be put at unacceptable risk from, or be adversely affected by, unacceptable levels of water pollution.

**The City Council Pollution Control Officer has commented (21.09.20) as follows:**

Neighbouring Thomas Ware & Sons Tannery

I had a considerable amount of pre application involvement regarding this application mainly regarding the potential for odour from the adjacent Thomas Ware & Sons Tannery from affecting the occupants of the proposed development. This involvement included a number of meetings and a site visit to Thomas Ware with the applicant and their consultant. Whilst it is acknowledged that some of the processes carried out at the tannery have the potential to be generate odours I do feel that the following points are very relevant and should be noted:

1. The potentially more odour producing processes are carried out at the south tannery site furthest away from the proposed development.
2. Existing residential properties on Coronation Road to the south and east of the tannery are closer to the potentially more odour generating processes than the proposed development.
3. In the last 10 years only one person, in 2014, has made a complaint about odour from the

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tannery and that complaint was unsubstantiated.

4. The processes carried are permitted under the Environmental Permitting Regulations enforced by Bristol City Council. This permit has requirements regarding the control of odour from the site.

In accordance with the agent of change principles this application has been assessed in order to ensure that future residents should not be caused harm by the operation of the tannery and as importantly that the viability of the tannery will not be at risk from complaints from any future residents.

An odour assessment has been submitted with this application. Whilst this assessment has not carried out extensive odour monitoring, due to the points raised above, and my own observations, I would agree with the conclusions of the assessment that faint odours can be detected in the area but these would not be considered to be offensive. Further the assessment has also looked at wind direction. As would be expected the prevailing wind is from the west and south west. Modelling of the site with these wind conditions shows that maximum concentrations of any odour would be found to the existing residential properties to the east of the site whereas the proposed development is to the north and north east.

#### Noise

The acoustic report details that with regards to noise the main noise sources affecting the site are traffic, noise from City Tyre Auto Centre and the Tannery. Insulation and glazing specifications have been provided accordingly that will ensure that recommended internal noise levels will be maintained in all rooms with a higher level of sound insulation required for those facades facing/most affected by the above noise sources. As the report states it has to be noted that windows will have to remain closed and the recommended secondary ventilation provided in order for these recommended internal noise levels to be achieved.

Traffic noise is more likely to be generally accepted by residents living next to a road and it has to be noted that there are existing residential properties both opposite and along Coronation Road. These properties would be subject to similar traffic noise levels but likely to have much lower levels of sound insulation. I am therefore happy with the proposal for future residents will be suitably protected against traffic noise with secondary ventilation but still having the ability to open windows should they want.

I am less convinced however, with the suitability of noise from the two commercial sources. Even with provision of 3 m high close boarded fences at the boundaries with the two commercial uses residents will still have to keep windows closed in order to provide suitable internal noise levels. The problem noise from both these neighbouring businesses appears to be relatively specific; fixed air handling plant in the case of the tannery and the ratchet gun in the case if the Tyre Centre. It would appear possible that these noise sources could be reduced at source so that lower external noise levels could be achieved and possibly preventing or reducing the need for windows to be kept closed to achieve recommended internal noise levels. Whilst it is beyond the scope of this planning application to require works to be carried out at source I do not feel that this is beyond the scope for the developer to have at least investigated this and it being reported in the acoustic report.

'Planning Practice Guidance - Noise' states in paragraph 8 that 'For noise sensitive developments mitigation measures can include avoiding noisy locations; designing the development to reduce the impact of noise from the local environment; including noise barriers; and, optimising the sound insulation provided by the building envelope. Care should be taken when considering mitigation to ensure the envisaged measures do not make for an unsatisfactory development'. I do have some concerns that an unsatisfactory development would be provided here with residents having to keep windows closed for large parts of the day in order to mitigate against noise from the tannery and tyre centre especially when dealing with the noise at source has not been fully investigated.

Paragraph 2 of the same guidance states that noise should not be considered in isolation, separately

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from the economic, social and other environmental dimensions of proposed development. In the circumstances I feel that if there are economic or social reasons for this development to be approved then residential use of this type could be deemed acceptable. Even if this is the case I do still strongly feel that dealing with the noise at source should be fully investigated.

I would be happy to discuss any of the above if needed, including with the applicant or their consultants. If you are minded to grant the application I would ask that the following conditions be applied to any approval:

1. Construction Management Plan
2. Sound insulation
3. Noise from plant & equipment affecting residential - 5dB below background

**Advice**

1. Noise complaints- balconies and open windows

**The City Council Air Quality Officer has commented (28.01.20) as follows:**

The air quality assessment has considered emissions of dust from demolition and construction activities and pollution from additional vehicle movements during the operational phase. Construction dust mitigation measures are provided in section 8.1.1 of the air quality assessment and should be conditioned in a CEMP/Dust Management Plan.

Impacts of the additional development traffic are described as negligible and therefore considered acceptable. Air quality and the proposed new residential location has also been assessed and has been demonstrated to be below EU limit values and as a result is acceptable for residential use without mitigation.

**Avon Fire and Rescue has commented as follows (22.01.20):**

The development will require two additional hydrants to be installed and appropriately-sized water mains to be provided for fire-fighting purposes. This additional infrastructure is required as a direct result of the developments and so the costs will need to be borne by developer.

Avon Fire & Rescue Service has calculated the cost of installation and five years maintenance of a Fire Hydrant to be £1,500 + vat per hydrant.

Importantly, these fire-fighting water supplies must be installed at the same time as each phase of the developments is built so that they are immediately available should an incident occur and the Fire & Rescue Service be called.

**Avon Fire and Rescue has commented as follows (29.06.20):**

Fire service access has been an issue at this location however we have discussed this with the developers and have reached an agreement that an acceptable solution will be to provide an automatic sprinkler system in the blocks that are difficult to reach. The construction project itself will be subject to the Building Control process and we will be contacted for our comments over this.

**The City Council Archaeological Officer has commented (29.01.20) as follows:**

As the site of a historic shipyard first depicted on maps of mid-19th century date, this site has some archaeological interest and a level of archaeological recording will be required should this proposal receive consent. This recording should particularly focus on a general record of the existing structures before their demolition and also any below ground remains such as the likely footings of the unusual polygonal structure that stood on the site as recently as the 1960s.

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This recording can be secured through attaching the standard conditions B28 (programme of works), B30 (fabric recording) and C18 (completion of watching brief) to any consent.

**The City Council Nature Conservation Officer has commented (21.01.20) as follows:**

Conditions are to require an ecological mitigation and enhancement strategy, to incorporate the recommendations in the Ecological Appraisal survey report. This shall include:

- o a Precautionary Method of Working method statement with respect to the potential presence of legally protected nesting birds, bats, badgers and hedgehogs;
- o a method statement for the control and removal of the invasive species Japanese knotweed and Montbretia which were recorded on site during the Ecological Appraisal dated December 2019;
- o a lux contour plan to minimise post-construction light spill onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI);
- o measures to prevent pollution and construction impacts during construction onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI) to the north including details of robust protective acoustic fencing incorporating warning signs; built-in bird, bat and insect boxes, and;
- o an interpretation board explaining the ecological value of the SNCI and site.

The Biodiversity Net Gain features as shown in Figure 7 in the Ecological Appraisal survey report dated December 2019 are also to be provided, along with the provision of living roofs.

The Biodiversity Net Gain calculation and delivery of associated features is welcomed. The provision of these features as shown in Figure 7 in the Ecological Appraisal survey report dated December 2019 should be secured by a planning condition.

The submitted shadow HRA report dated December 2019 is considered acceptable and it is recommended that this is adopted by the Local Planning Authority as the Competent Authority under the Conservation of Habitats and Species Regulations 2017.

**SSSI Impact Risk Zone**

This site lies within the SSSI Impact Risk Zone and so Natural England should be consulted about the ecological implications of this proposal because this application proposes more than 100 dwellings.

In accordance with Policy DM29 in the Local Plan, the provision of living (green/brown) roofs which do not include Sedum is recommended to provide habitat for wildlife. Living roofs can be integrated with photovoltaic panels and also contribute towards Sustainable Urban Drainage Systems (SuDS), air pollution mitigation and reducing the urban heat island effect. Living roofs can be provided on buildings, as well as on bin stores and cycle shelters.

**Natural England has commented as follows (17.02.2020):**

Natural England concurs with the HRA/AA conclusion of no adverse effect on integrity (AEOI) on European sites. In reaching our view we have taken account of the following:

- o The development is estimated to increase the population of Bristol by 0.04% - the development site is considerably closer to Avon Gorge Woodlands SAC (and Leigh Woods NNR/Ashton Court SSSI) than the majority of the city population; however Natural England accepts the development, on its own, is unlikely to result in a significant increase in recreational pressure on the SAC.
- o There is potential for significant recreational effects on the SAC to occur in-combination with other relevant plans and projects - mitigation in the form of on-site green/open space is proposed. We also note new riverside access will be provided and the close proximity of existing green spaces, which will provide alternative, if different, recreational opportunities for new residents. These

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mitigation measures would be further supported by a financial contribution to off-site parks/green space via CIL.

In our view these measures appear reasonable and proportionate with respect to this development - we understand a contribution to CIL relates to a range of requirements and is not explicitly intended to mitigate recreational impacts on designated sites; however we also recognise adequate investment in Bristol's urban parks and green spaces is essential for achieving sustainable development and plays an important role in reducing recreational pressure on Avon Gorge and other sensitive habitats, albeit coincidentally.

**The City Council Arboricultural Officer has commented (17.12.20) as follows:**

I've been working on this site for quite a while with the project arboriculturist & BCC officers due to the loss of a significant number of closely spaced, self-seeded sycamore on the north eastern corner of the site to find a reasonable application of the Planning obligations SPD regarding tree replacement. The density of the trees in Group 1 has created a high mitigation figure considering the size of the developable area.

Further consideration has been given to the Mudflats SNCI that are formed by the tidal mudflats on either side of the River Avon. The current dense woodland heavily shades the mudflats adjacent to the site which does not allow ideal conditions for this environment.

Following the proposed tree removals, replacement of standard trees on a steep river bank is not a viable option and therefore differing solutions have been considered to provide reduced shading to the SNCI and provide a low woodland structure and ecotone between the adjacent habitats to enable greater diversity of species than currently exists into the future.

The proposed seeks to plant 79 replacement standards across the site to provide an amenity landscape and an additional 700m<sup>2</sup> of understorey and woodland establishment species where more formal standard tree planting is not feasible or preferable. The 700m<sup>2</sup> of whip planting has been agreed to improve the ecological tone between the mudflats and existing wooded river bank to the east of the site and the proposed landscape planting.

Although this style of planting does not adhere to some stakeholder perceptions of the Planning Obligations SPD - Tree Replacement Standard this is the right approach for this site and a reasonable application of planning policy to provide a high quality landscape and ecologically diverse environment into the future. It is considered that the Planning Obligation requirement has been fully mitigated and no further financial mitigation is required.

Please apply the following conditions:

Protection of Retained Trees during the Construction Period  
Arboricultural method statement - adherence

Landscaping (Tree Planting) works- adherence

**RELEVANT POLICIES**

SPD5 Sustainable Design and Construction (February 2006)

SPD7 Archaeology and Development (March 2006)

Planning Obligations - Supplementary Planning Document - Adopted 27 Sept 2012

Urban Living SPD - November 2018

City Docks Character Appraisal

Planning (Listed Buildings & Conservation Areas) Act 1990

National Planning Policy Framework – July 2021

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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 OF CHANGE OF USE**

Core Strategy policy BCS8 expresses that Principal Industrial and Warehousing Areas will be identified and retained for industrial and warehousing uses. Policy DM12 relates to retaining valuable employment sites and expresses that employment sites should be retained for employment use unless it can be demonstrated that (i) there is no demand for employment uses. Policy DM13 expresses that development involving the loss of industrial and warehousing floorspace within PIWAs will not be permitted unless (i) it is demonstrated that there is no demand for (a) use of the existing premises for industry or warehousing; or (b) the development of the site for new industrial or warehousing purposes; and (ii) the proposal will not prejudice the function or viability of the rest of the Principle Industrial and Warehousing Area.

Core Strategy policy BCS5 aims to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city. The policy states that the development of new homes will primarily be on previously developed sites across the city. Policy BCS20 encourages the efficient use of land, but in doing so acknowledges the need to achieve high quality well designed environments, and the need for development to be informed by local context, accessibility and the characteristics of the site.

Future aspirations for the area should also be acknowledged, with the site falling within the Western Harbour area, as set out within emerging local planning policy. Western Harbour policy DS4 (Bristol Local Plan Review: Draft Policies and Development Allocations - Consultation (March 2019)), expresses that Western Harbour will be developed as a new city quarter. Development will create a mixed and inclusive community with a diversity of land uses providing opportunities for new homes, workspace, leisure and services. It should be noted that the Local Plan Review policies are not currently adopted and will be subject to consultation, amendment and review, prior to being submitted for adoption. The fledgling stage of the policies are such that any weight as a material consideration can only be very limited, however it is considered appropriate that aspirations for the nature of future development of the area are acknowledged.

**Marketing**

The site has been marketed as a whole for freehold employment uses. Marketing was initially by Sisman Property Consultants from October 2016 until March 2017, and then from August 2017 to date by Russell Property Consultants. Marketing has been via online advertising on a number of well-known property websites; mailshots to commercial property agents, local occupiers and, companies held on the RPC database seeking premises, and; via a signboard erected on site.

Seven responses were received to marketing, with five interested parties seeking small units (not the entire site as marketed); one party interested in re-development, and; one party interested in splitting units and letting out as smaller parcels. None of the enquiries lead to an offer, with the poor state of repair of the buildings and access/servicing constraints cited for reasons for not taking enquiries further.

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Whilst there has been no interest in taking the site on as a whole for employment purposes during the marketing period, and that the marketing has been based on the site as a whole, it is noted that there has been interest shown from businesses seeking small units to operate from, indicating that there is some demand for small business units in this location.

Overall however, it is considered that the marketing undertaken has been adequate, and demonstrates that there is no demand to occupy the site in its current state.

#### Viability

A viability assessment has been submitted as part of the application package, which considered eight alternative development scenarios for the site. This was submitted in two parts, with scenarios 1-5 being set out as part of the economic statement originally submitted, which considers various employment uses for the site but concludes that there would not be demand for such uses in this location. The assessment is not particularly detailed, and during the course of the application more information was sought from the developer in regard to viability for different site development scenarios.

An addendum to the employment statement was subsequently submitted, setting out scenarios 6-8 along with the costs involved. These scenarios comprise (i) refurbishment of the existing buildings on site for industrial purposes; (ii) clearance of the site and re-development as new purpose-built industrial units; and (iii) a mixed use development of ground floor industrial units with residential development on the upper floors (based on a similar scale of development to the application proposal). In each case it is concluded that development is not viable, with two of these scenarios resulting in a net loss when comparing development costs against returns, and the third providing a 0.9% profit margin such that no developer would take the site on. On the basis of the viability information submitted it is considered that policy DM13 (i) (b) has been satisfied.

As noted above, it is considered that the outcome of the marketing exercise has demonstrated that there is demand for small business units in this location, and indeed a mixed-use development of sites such as this is specifically sought within current national and local planning policy. Despite this, and despite specific requests to the developer during the course of the application to incorporate some business units into the development, such an amendment has not been forthcoming, and as such this is not an option that the developer seems prepared to offer. Whilst it is acknowledged that the developer's profit margin may be reduced through the provision of some employment floorspace as part of the proposal, it is considered that something could be provided and the development remain viable.

It is considered that if the development is permitted, a condition should be attached requiring the developer to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development.

#### Compatibility of Uses

In terms of the residential use proposed, compatibility with existing surrounding uses must be considered. Existing neighbouring occupiers and their operations include tyre fitting/vehicle repair and a tannery, which have potential for conflict with residential use. There is also the potential for existing premises nearby within the PIWA to be occupied by other uses that could cause conflict with residential development. It should however be noted that adjacent development to the south on the opposite side of Coronation Road is residential and as such there is an established relationship between commercial uses within the existing PIWA and nearby residential uses.

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Implications of residential amenity impact upon future occupiers will be discussed further within key issue C below, however the BCC Pollution Control Officer has recommended that any noise impacts can be mitigated through the use of planning conditions and that existing odour controls on the adjacent tannery are such that this would not be problematic to future residential occupiers of the application site. On this basis, it is considered that the residential development of the application site would not prejudice the function or viability of neighbouring commercial uses within the PIWA.

### Proposed Residential Use

As previously mentioned, the proposal seeks a residential development with no other uses integrated into the scheme design. This lack of a mix of uses on site goes against policy aspirations for mixed use development, however, despite requests for a diversification of uses on site, no such amendment was made to the scheme and as such must be assessed on a 100% residential basis. There is good provision of shops and services locally, with North Street being a short walk away, as well as sporadic provision of shops and services nearby. It is considered that the scheme would be better for future residents if there were some on-site provision, however it is considered that there is adequate provision locally to support residential development in this location.

In addition to local and national aspirations for housing development on brownfield sites, as previously mentioned, there are future aspirations for the Western Harbour area to be developed as a mixed use area, including residential uses. The understanding of this, combined with the existing established close relationship between the PIWA and adjacent residential uses; the marketing and viability assessments undertaken, and; the advice received from the BCC Pollution Control officer, it is considered that the residential redevelopment of the site can be supported in principle.

### (B) HOUSING MIX

Policy BCS20 encourages the efficient use of land, but in doing so acknowledges the need to achieve high quality well designed environments, and the need for development to be informed by local context, accessibility and the characteristics of the site. This includes consideration of an appropriate mix of housing types for the local context. Policy DM4 expresses that two percent of new housing within developments of 50 dwellings or more should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.

The proposed development would provide a total of 154 flats, 62 of which would be one-bedroom units (equating to 40.3%), and 92 of which would be two-bedroom units (equating to 59.7%). No larger family sized units are proposed, and whilst the incorporation of three-bedroom family-sized units was requested during the course of the application, the developer has declined to amend the scheme to incorporate larger units into the proposal.

At the time of writing the 2021 census data has not yet been published, and as such the following statistics are taken from the 2011 census. The residential accommodation type on a Bristol-wide average comprises 16.5% 1 bed; 27.9% 2 bed; 40.9% 3 bed; 9.9% 4 bed 4.7% 5 or more bed. This accommodation is split between 65.5% Houses, and 34.4% flats. The application site is set within the Bower Ashton LSOA (E01014695), with residential accommodating comprising 22.8% 1 bed; 40.1% 2 bed; 23.8% 3 bed; 8.9% 4 bed 4.2% 5 or more bed. This accommodation is split between 44.5% Houses, and 55.5% flats. The adjoining LSOA includes dwellings opposite the site on the other side of Coronation Road, with residential accommodation within the Coronation Rd West LSOA (E01014699) comprising 33% 1 bed; 31 % 2 bed; 26.8% 3 bed; 7.9% 4 bed 1.3% 5 or more bed. This accommodation is split between 47.5% Houses, and 52.5% flats.

As can be seen from the local area statistics, there is a relatively even split of one, two and three-bedroom dwellings. Whilst it would be preferable that a greater variety in accommodation type is provided within the development, the proposed one and two bedroom units would not exacerbate any



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existing housing imbalance locally, and as such the proposed housing mix can be supported on balance.

The application includes the provision of 31 affordable housing units (representing 20.1% provision), all set within block D, comprising 16x 1Bed 2 Person flats, and; 15x 2Bed 4 Person flats. In terms of the requirements of affordable housing providers/operators, it is preferable for affordable units to be clustered for operational and management purposes, and as such the affordable units being concentrated within one block is supported. In addition to the affordable units, block D would also contain 11 open market units. The application site falls within the Inner West part of the city, as set out within the Affordable Housing Practice Note, and on this basis is eligible for the 'fast track' route for affordable housing, with a 20% provision acceptable on the basis that the development (if approved) commences within 18 months of approval. If commencement does not occur within 18 months of permission being granted, then the scheme will be subject to viability testing. Subject therefore to the inclusion within an associated section 106 legal agreement, the proposed affordable housing provision is acceptable.

In accordance with policy DM4, 3 wheelchair accessible units are incorporated into the scheme (meeting the 2% requirement), and an additional 6 units are identified as being easily adaptable in the future to also accord with Building regulations part M4(3) accessibility.

**(C) ACCESS, HIGHWAYS AND SERVICING**

Core Strategy policy BCS10 sets out a transport hierarchy for the design of developments, with pedestrians first, followed by cyclists then public transport. The private car is lowest on the hierarchy. The policy also expresses that development should be located where sustainable travel patterns can be achieved; should minimise the need to travel; and maximise opportunities for the use of walking, cycling and public transport. It is also expressed that developments should be designed and located to ensure the provision of safe streets.

Policy DM23 expresses that development should not give rise to unacceptable traffic conditions and will be expected to provide: safe and adequate access onto the highway network; adequate access to public transport; transport improvements where necessary; adequate provision for pedestrians and cyclists. The policy also requires the provision of adequate servicing facilities, and safe accessible and usable parking in accordance with the parking standards schedule. Policy DM32 requires adequate refuse and recycling provision in new development.

**Trip Generation**

The application submission was supported by the provision of a transport statement, which included assessment of vehicle movements associated with the existing development on the site and comparison with vehicle movements associated with the development proposed. This was assessed using the TRICS database (industry standard database for trip rates) and TEMPro (Trip End Model Presentation Program). Perhaps unsurprisingly vehicle movements throughout the day, including during morning and evening peaks, would increase when compared with the existing situation, however even when taking account of traffic growth as predicted by TEMPro, it is considered that there is adequate capacity on the existing highway network, such that BCC Highways Officers are comfortable with the proposal in terms of trip generation.

**Travel Planning**

A travel plan has been submitted and is supported by Highways Officers. A monitoring fee will be required in relation to the Travel Plan if permission is granted.

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The scheme as originally submitted proposed servicing to be undertaken from a new lay-by to be created on Coronation Road. This gave rise to a number of concerns, including in relation to pedestrian and cyclist safety during collections and deliveries, and; improper use of the layby resulting in dangerous parking and manoeuvres. Throughout the application process City Council Highway Officers have objected to this element of the proposal, but also raised concern that the internal site layout was not to an adoptable standard, such that Bristol Waste would not be able to service the site.

Amendments to the proposal have included the removal of the lay-by, with servicing instead to be undertaken from within the site. The internal circulation areas are such that Bristol Waste would not be able to service the site, however the developers team has reached agreement with a private contractor who would be prepared to service the site in terms of refuse and recycling collections. On the basis that the previously proposed lay-by is omitted from the scheme and that refuse and recycling collections would be undertaken within the site by a private contractor, BCC Highways Officers have confirmed that they are able to accept the revised servicing arrangements.

Deliveries and collections would therefore take place from a designated area within the site, adjacent to the main entrance, with space for vehicles to stop without hindering access and egress to other vehicles using the site.

**Site Access**

The existing vehicular access point into the site is to be retained and widened as part of the development proposals. This was originally proposed as an all movements junction, with the possibility of right and left turns into and out of the site. This arrangement was however found to be unacceptable by Highways Officers within the Transport Development Management (TDM) team, with the junction considered unsafe for the anticipated number of vehicular movements. This is due to high traffic flows along Coronation Road and therefore potentially long delays to wait to undertake a right turn into or out of the site, and as a result a high probability of motorists pulling out into inappropriately spaced gaps in traffic flow, resulting in an increased risk of collisions at the junction.

At the request of TDM officers, the proposed site access was amended to incorporate a splitter island within the highway to prevent right turns into and out of the site. It is acknowledged that some motorists would be tempted to turn around in nearby locations, such as the junction serving the nearby garden centre, and the neighbouring petrol filling station, however TDM Officers have assessed this and are supportive of the access based on the provision of a splitter island.

The site access would cross the adjacent footway rather than break through it, and as such priority would be retained by pedestrians and cyclists, which is preferable in highway safety terms. The widening of the access and removal of a section of the existing boundary wall is such that adequate visibility splays would be achieved around the access, with visibility splays exceeding 2.4m by 64m and as such considered suitable for a strategic route carrying HGV's, as defined by the Department for Transport's Design Manual for Roads and Bridges.

Earlier in the evolution of the scheme there was an objection from Avon Fire and Rescue due to access constraints in relation to block A. This has now been resolved, with a fire strategy provided, and Avon Fire and Rescue Supportive of the approach to be adopted.

A riverside walkway would be incorporated into the proposal, providing pedestrian connections along the waterfront and enables lengthening of route in the future as other sites come forward

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## Parking

Cycle storage totalling 180 spaces would be provided on site, which accords with local plan standards and is acceptable in encouraging sustainable travel alternatives to the private car. The cycle racks would comprise 77 Sheffield stands (providing 154 cycle parking spaces) and a two-tier system providing a further 26 spaces. This level of cycle parking is lower than was previously proposed, but Sheffield stands have been provided at the request of BCC TDM officers due to their ease of use compared with the two-tier system. Visitor cycle parking would take the form of 12 Sheffield stands externally located.

Residents car parking on site would comprise a total of 56 spaces, including 9 accessible parking bays, which would be set internally at lower ground floor level at blocks B and C, and within an open air parking area adjacent to block B. 20% of the spaces would be fitted with Electric Vehicle Charging Points (EVCP's), and the BCC Highways Officer has expressed that suitable earthing and ducting must be provided to enable additional EVCP provision in the future. The amount of car parking represents a 36% provision, and is 10 spaces fewer than the previous iteration of the proposal. Whilst the amount of parking provision has given rise to concern from nearby occupiers, the amount of car parking proposed accords with current local plan standards and is considered acceptable given the sustainable location of the development site. It should also be noted that highways officers have expressed that if planning permission is granted, future occupiers would not be eligible for parking permits for the residents' parking zone, which would prevent additional pressure for on-street parking on local streets.

Some existing on-street parking would be lost due to necessary infrastructure works to improve highway safety, namely the provision of a pelican crossing and a splitter island to prevent right turns. On-street parking is only available on one side of Coronation Road, which at present is possible eastwards from outside number 248 Coronation Road, however the new highway safety features would result in parking being possible eastwards from outside 238 Coronation Road, which represents a reduction in on-street parking by approximately 53 metres, equivalent to approximately 9 spaces (assuming 6 metres per space to account for a vehicle plus manoeuvring space).

The loss of some existing on-street parking has given rise to objections from some nearby residents, however Highways Officers have expressed that both the pedestrian crossing and the splitter island are essential infrastructure that must be provided if the development is approved, without which there would be unacceptable highway safety implications and the scheme could not be supported in highway safety terms. Whilst it cannot be assumed that existing residents will park outside their own homes, it is noted that of the properties on Coronation Road that would no longer have on-street available to the front, all but one have either a garage or open air off-street parking space to the rear accessed from Back Road/Lower Sidney Street, such that for the majority of these properties there is an available alternative to on-street parking.

## Infrastructure improvements

As previously mentioned, the provision of a pedestrian crossing (which would be located approximately 30 metres to the east of the site entrance) and a splitter island to prevent right turns are required. These elements would be provided by the developer and would be secured as part of a section 278 Highways agreement.

Improvements to the footway, local cycle infrastructure, local bus stops, and street lighting are also considered necessary, and the provision of Traffic Regulation Orders. All of these elements are necessary as part of a package of measures to ensure highway safety and enhance local travel options, the monies for which would need to be secured via section 106 legal agreement.

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Policy BCS21 expects development to safeguard the amenity of existing development and create a high quality environment for future occupiers. Policy BCS18 requires residential development to provide sufficient space for everyday activities and enable flexibility and adaptability by meeting appropriate space standards. Policy DM2 requires development to provide a good standard of accommodation by meeting relevant requirements and standards. Policy DM29 expects new buildings to safeguard the amenity of the host premises and neighbouring occupiers. Policy BCS23 expresses that in locating and designing new development, account should be taken of the impact of existing sources of noise or other pollution on the new development. Policy DM35 expects noise sensitive development in locations likely to be affected by existing sources of noise to provide an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers.

**Neighbouring Occupiers**

The nearest neighbouring residential properties are set to the south-east on the opposite side of Coronation Road. Block D would be set adjacent to the aforementioned properties, with separation distances between block D windows and those within the existing terrace of houses opposite ranging between approximately 19.5 metres and 21.5 metres. It is acknowledged that the presence of the proposed four-storey block and the windows within it is likely to result in a perception of overlooking when considering neighbouring residents, however the separation distances as presented are such that the relationship between buildings is considered acceptable in this regard.

The application submission includes the provision of a daylight/sunlight assessment, which includes consideration of impact upon adjacent existing residential properties. The assessment considers Building Research Establishment (BRE) criteria including Vertical Sky Component (VSC) and No Sky Line (NSL).

At 236 to 243 Coronation Road there would be reductions in VSC to some windows of between 23 and 29 percent, which exceeds the 20 percent criteria for change. The retained VSC at the affected windows would be between 24 and 27 percent, so marginally below the 27 percent target set out by the BRE. At four adjacent properties (237, 238, 239 and 241 Coronation Road) the NSL criteria of 20 percent loss would be marginally exceeded when considering ground floor living room windows, with losses of between 20.8 and 26.6 percent.

The findings of the report are such that there would be some impact upon levels of natural light to some existing properties opposite the application site, however overall the impacts are generally considered represent marginal exceedance of BRE guidelines rather than severe deviations, and that the levels of daylight are not out of the ordinary for what may be considered reasonable within an urban context.

It is considered that the provision of four-storey development on the site would result in some overbearing impact upon neighbouring properties on the opposite side of Coronation Road, however the distance of separation between buildings, combined with the urban context of the site, are considered that any such impact would not be to a degree that would warrant refusal of the scheme on this basis.

Concern has been raised by nearby occupiers of increased noise and disturbance as a result of the pedestrian crossing proposed. It is possible to have a crossing installed that does not include the provision of an audible beeper, which would alleviate this element as an issue. It remains however that concern is raised by neighbours of increased noise associated with vehicles accelerating and decelerating as a result of the pedestrian crossing. Whilst there would be some additional noise associated with this, it must be noted that Coronation Road is already a heavily trafficked and noisy

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highway environment, and that the safety benefits associated with a new pedestrian crossing (which is considered essential in highway safety terms) outweighs any additional noise associated with vehicles coming to a stop and pulling away again.

**Future Occupiers**

The application is supported by the provision of an acoustic report, considering impact from surrounding commercial uses. As can be seen within the consultations comments above, the City Council Pollution Control Officer has raised concerns of the potential for noise nuisance from the neighbouring tyre fitters and tannery, with the result that future residents may feel the need to keep windows closed to mitigate this. Conditions have however been recommended, which include the provision of sound insulation measures, along with the provision of mechanical ventilation in addition openable windows. This would provide residents the choice of opening windows if desired, or having ventilation and sound proofing together when desired. Subject to the provision of relevant planning conditions therefore, it is considered that the residential amenity of future occupiers would be adequately safeguarded in relation to noise.

Impacts of odour have also been considered, with the pollution Control Officer expressing that the neighbouring Tannery has not previously proved problematic in relation to odour nuisance complaints, with the necessary information provided to demonstrate that odour would not be problematic to residents of the development proposed, and indeed that the provision of residential use on the site would not prejudice the ability of the established neighbouring commercial uses to operate on the adjacent site.

All flats meet current space standards requirements in terms of floor area, and of the 154 flats proposed 86 would have a private external balcony, which equates to 56%. The remainder of flats would have a Juliette balcony rather than private outdoor amenity space. Whilst many of the flats would not benefit from private outside space, the development would be set within landscaped grounds that includes areas of grass and trees as well as areas of hardstanding. The landscaping scheme includes informal seating areas, and there is childrens' play equipment integrated into the scheme. Outdoor gym equipment would also be provided on site.

The majority of the units (90) would be dual aspect. Whilst dual aspect units are preferable in terms of daylighting and natural ventilation, of the 154 flats proposed, 64 (41.6%) would be single aspect. The majority of the single aspect units would be orientated towards approximately east, south or west, and as such would receive direct sunlight for at least part of the day. 26 single aspect units would however face north and as such would receive very little in terms of direct sunlight. On the basis of the submitted daylighting and sunlighting report, 92% of the rooms within the development meet recommended daylighting criteria, however 8% of rooms fall short of this, with this generally relating to the north-facing single aspect units. 9 of the north-facing single aspect units would have external balconies to provide private outdoor amenity space, however 17 of the north-facing single aspect units would have only Juliette balconies and as such would not benefit from private outdoor amenity space. The north-facing units (within blocks A, B and C) would however have the benefit of fronting the adjacent river and as such would at least benefit from a good quality outlook.

There are points within the development where separation distances between blocks are limited. The closest pinch point occurs between blocks C and D, with the south-eastern corner of block C being positioned just 7 metres away from the adjacent block D. The resultant relationships at this corner are private balconies within block C being positioned 8 metres from adjacent windows within block D, albeit at an angle, and window-to-window distances between units in these adjacent blocks of 8.9 metres. There is also a pinch point between blocks A and B with window-to-window distances of approximately 8 metres and 10 metres. The separation between blocks B and C would provide window-to window distances of 11 metres at that point. In many cases, the affected windows that are in close proximity to adjacent units are secondary windows to dual aspect units, but this is not always

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the case, notably when considering north-facing single aspect units within block D.

Whilst some of the proposed flats are compromised in terms of occupier amenity, in most instances a good standard of accommodation is achieved, with inter-relationships, orientation and daylighting considered reasonable on balance within the urban context.

**(E) DESIGN AND CONSERVATION**

Core Strategy policy BCS21 relates to overarching urban design principles to ensure high quality development acceptable within its context. Policy DM26 requires development to contribute towards local character and distinctiveness, in relation to various factors including pattern and grain of development, scale, character, function and architectural styles. The policy also states that proposals should not prejudice the opportunity to develop adjoining land of similar potential. In forms of existing development that relate poorly to the surrounding development or lack a coherent and integrated built form, development will be expected to take reasonable opportunities to improve the area's character, enclosure, permeability, public realm and appearance and better integrate the area with its surroundings. Policy DM27 is concerned with layout and form, including principles in relation to blocks and plots. Within this is consideration of a variety of factors including street layout and linkages, fronts and backs, defensible space, quality of public realm, amenity space and servicing. This policy also requires a co-ordinated approach to wider development such that development potential of adjoining sites is not prejudiced by a proposal. Policy DM29 relates to the design of new buildings, covering a wide range of factors including access, layout, solar orientation, energy efficiency, quality, proportion and visual interest. The NPPF (2021) requires new development to provide high quality and beautiful buildings and places.

Policies BCS22 and DM31 relate to heritage assets (including Listed Buildings and Conservation Areas) and seek to preserve or enhance heritage assets. The NPPF defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

The application relates to a site set to the North of Coronation Road and bound by the New Cut to its North, located within the City Docks Conservation Area. The site has an area of 0.97 hectares and comprises vacant industrial buildings and associated yard areas, set within a designated Principal Industrial and Warehousing Area (PIWA). The buildings on site are in a dilapidated state, generally comprising simple gable-ended buildings of an industrial character and varying footprints, set behind a high stone wall along the Coronation Road frontage. This is with the exception of Vauxhall house, which is more recent than the other buildings on site; of a flat roofed form; and fronting Coronation Road. The red stone wall along the Coronation Road frontage that bounds part of the site is a feature that makes a characterful contribution to this part of the City Docks Conservation Area and is of visual importance locally.

Neighbouring buildings within the PIWA include sprawling red brick buildings topped with gable-ended roofs to the south-west on the Thomas Ware and Sons tannery site, and include the Grade II listed Office building and attached walls abutting the Coronation Road frontage, as well as locally listed industrial buildings. To the east is a vehicle repair garage and a petrol filling station. Adjacent development to the South of Coronation Road is residential in nature, comprising two-storey terraced housing finished in natural stone. Other nearby buildings that provide notable contribution to the character of the locality include the bonded tobacco warehouses (Grade II listed) to the west, and the Grade II and II\* listed buildings of the Underfall Yard to the north.

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As can be seen within the consultations section of this report, BCC City Design Group have had input throughout the application process, with detailed comments from urban design officer set out earlier in this report. Amendments have been made to the scheme throughout the process in response to feedback from Urban Design Officers, as part of the evolution of the scheme throughout the application process.

In terms of heritage, the application site sits within the City Docks Conservation area and can be considered a transitional site between residential development to the south and the maritime industrial character of the site itself, the neighbouring tannery, and the Underfall Yard to the north. The current proposal has resulted from a design process that has sought to respond to these challenges. The scheme is considered by BCC Design and Conservation Officers to be of a scale that sits comfortably within this landscape whilst also not harming the setting the significant heritage of the scheduled Underfall Yard or listed bonded warehouses or character and appearance of the City Docks Conservation Area in views across the Floating Harbour or along the New Cut. Consequently any harm to the heritage significance of the heritage assets posed by this development will be less than substantial and can be weighed against the benefits of the scheme.

City Design Group officers are supportive of the proposed layout, which considers relationships internally within the site, as well as relationships with existing surrounding development; the New Cut river frontage and the Coronation Road frontage. The boundary wall to Coronation Road is an important feature of the site, street scene and the wider Conservation Area. It is proposed to reduce the height of this wall, as well as removing sections of the wall to provide a better relationship between the development and wider surrounding public realm, as well as providing safe access to /egress from the site. During the course of the application negotiation has resulted in a greater degree of the red stone boundary wall to be retained (in terms of both height and length) than was originally proposed, to strike a balance between retention of this characterful historic feature and functionality and liveability considerations for the development. This includes the retention of height up to 2.8 metres, as opposed to the 2.2 metres height originally proposed.

As expressed within comments from CDG, the scale and massing are considered acceptable, taking account of the characteristics of existing surrounding development along with a requirement to make efficient use of land. Views analysis was provided as part of the application package, with the Townscape Visual Impact Assessment (TVIA) setting out the visual impact of the scheme from verified views agreed with Urban Design Officers. Whilst the development would be visible from a number of vantage points, it is considered that the development would not dominate key views and would not unacceptably visually compete with important historic buildings around the historic harbour or the nearby bonded warehouses.

The architectural approach for the redevelopment of the site is supported, with the scheme design drawing on architectural themes, features and materiality of surrounding development within the Conservation Area, including industrial aesthetics and a predominance of robust finishing materials. Concern was raised during the course of the application in relation to the lack of robustness to certain features including brickwork detailing, window reveals, roof overhangs and entrance surrounds. Amendments were made during the course of the application to enhance these features and provide a more visually robust development that is more akin to the industrial aesthetics of surrounding character buildings.

The proposed finishing materials include facing brickwork, cladding panels and aluminium window surrounds. Final materials details would need to be agreed through the provision of sample panels, to be secured by condition if planning permission is granted. It should be noted that high quality finishing materials will be expected given the sensitive location of the site within a Conservation Area.

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A landscaping scheme has been provided, with a combination of hard and soft landscaped areas to provide functional and amenity spaces throughout the development. Integrated play equipment and areas for socialising are incorporated, along with a publicly accessible riverside walkway. The landscaping scheme is supported and can be secured via condition if planning permission is granted.

Overall therefore, subject to the imposition of relevant planning conditions, the proposed design is considered acceptable.

**(F) SUSTAINABILITY**

Current planning policy (BCS13-16) within the adopted Bristol Development Framework, Core Strategy (2011) requires new development to be designed to mitigate and adapt to climate change and meet targets to reduce carbon dioxide emissions. This should be achieved, amongst other measures, through efficient building design, the provision of on-site renewable energy generation to reduce carbon dioxide emissions by at least 20% based on the projected residual energy demand of new buildings and extensions to existing buildings, and for new development to mitigate against the risk of flooding, including rainwater soak-away drainage. The approach proposed should also be supported by the provision of a sustainability statement and an energy strategy.

Policy BCS14 states that within Heat Priority Areas, major development will be expected to incorporate, where feasible, infrastructure for district heating, and will be expected to connect to existing systems where available. The policy also sets out that new developments are expected to demonstrate that the heating and cooling systems have been selected in accordance with the hierarchy set out within the policy, with the first being connection to existing Combined Heat and Power/ Combined Cooling, heat and Power networks.

An energy statement has been submitted in support of the proposal, which proposes the use of Air Source Heat Pumps and Solar PV arrays, adequate to reduce CO2 emissions by 20% when considering residual energy demand, in accordance with current policy requirements in this regard. It is also proposed to provide the potential for future connection to a District Heating (DH) network when it becomes available, with adequate plant room space provided to facilitate this.

Objection has however been raised by the BCC Sustainability Officer due to the electric panel heating proposed throughout the development, which fails to accord with the heat hierarchy and as a result is contrary to the requirements of policy BCS14, and is likely to result in higher heating costs for future residents when compared with other heating options. The electric heating proposed would also mean that future connection to a DH network would not be able to provide heat to the development without significant and disruptive retrofit works throughout the whole development, such that future DH connection is likely to only provide hot water to serve the development. If a wet heating system were to be incorporated into the development, then future DH connection could provide for both heating and hot water requirements of the development. Despite requests to the developer's team for the scheme to be amended to provide a wet heating system, such an alteration has not been forthcoming, which appears to be down to initial additional costs associated with installing a wet heating system when compared with the cheaper installation option of electric panel heating. The BCC Sustainability Officer has therefore recommended that the application should be refused due to the failure to accord with the heat hierarchy and the requirements of policy BCS14.

An overheating assessment has been submitted in support of the proposal, with data presented for 2020, 2050 and 2080 weather files. The development passes the overheating assessment against 2020 and 2050 weather files, but fails against the 2080 weather file. Mitigation measures would therefore be necessary in relation to the 2080 weather file, which could either be active measures of use of internal blinds/curtains and Mechanical Ventilation and Heat Recovery (MVHR), or passive measures of external shades which could be retrofitted to the building when they become required to provide a comfortable internal living environment.



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Whilst on-site renewables would be provided to adequately reduce CO2 emissions in line with policy, the shortfalls of the proposal against policy BCS14 and failure to adhere to the heat hierarchy must therefore be weighed against the benefits of the proposal, and will be considered later in this report.

**(G) FLOOD RISK**

Policy BCS13 requires development to minimise the risk and impact of flooding. Policy BCS15 requires development to minimise vulnerability to flooding. Policy BCS16 states that Development in Bristol will follow a sequential approach to flood risk management, giving priority to the development of sites with the lowest risk of flooding. The development of sites with a sequentially greater risk of flooding will be considered where essential for regeneration or where necessary to meet the development requirements of the city. Development in areas at risk of flooding will be expected to: (i) be resilient to flooding through design and layout, and/or (ii) incorporate sensitively designed mitigation measures, which may take the form of on-site flood defence works and/or a contribution towards or a commitment to undertake such off-site measures as may be necessary, in order to ensure that the development remains safe from flooding over its lifetime. All development will also be expected to incorporate water management measures to reduce surface water run-off and ensure that it does not increase flood risks elsewhere. This should include the use of sustainable drainage systems (SUDS).

No sequential test has been provided in support of the application. There is a very small part of the site set outside flood zone 1 (the area with the lowest risk of flooding from tidal and fluvial sources), however the layout of the proposal and the floor levels proposed are such that no residential accommodation would be affected by flooding (based on current data), with only part of the parking area to block B and part of the vehicular access to it potentially affected. It should also be noted that there is no objection from the Environment Agency on the basis of floor levels or potential flooding of properties proposed, such that on balance it is considered that there is not a need for a sequential test in this instance.

There has however been significant objection from the Environment Agency during the course of the application in relation to the lack of an acceptable maintenance access strip adjacent to the River Avon New Cut, with maintenance access from the river bank essential in minimising potential future flood risks and also providing the opportunity for future essential flood mitigation measures to safeguard not only the application site and wider area. After significant ongoing negotiation the developer's team eventually amended the scheme to provide an adequate river maintenance access strip to the satisfaction of the Environment Agency, which involved amendments to blocks B and C to move them back from the top of the river bank and has resulted in a slight reduction of the overall extent of accommodation on site, with four fewer residential units as a result. In its revised form, the proposal has overcome the previous Environment Agency objection, and can be supported on flood risk grounds subject to the imposition of relevant conditions.

When considering surface water, a scheme of Sustainable Drainage is proposed. Further information was sought during the course of the application in relation to SuDS specification, and following several requests to the developer's team for the provision of further information the requisite information was eventually provided, and on the basis of the information provided the BCC Flood Risk Officer is supportive of the SuDS scheme put forward, subject to the imposition of relevant planning conditions. The SuDS scheme incorporates permeable paving; tanked storage with attenuated flow; the provision of a rain garden within the landscaping scheme, and; outlet into the adjacent River Avon with tide locking incorporated to prevent system back up.

On the basis of the above therefore, and given the imposition of relevant planning conditions, the proposal is considered acceptable in relation to flood risk considerations.

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DM34(i) expresses that new development should demonstrate that any existing contamination of the land will be addressed by appropriate mitigation measures to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area.

A ground investigation report has been submitted in support of the proposal, although it is expressed by both the BCC Land Contamination Officer and the Environment Agency that further ground investigation is necessary, along with details and subsequent verification of remediation works to ensure that the development and future occupiers are safe from contamination encountered on site. Conditions to this effect have been recommended by the Environment Agency and are endorsed by the BCC Land Contamination Officer and as such would be attached to any planning permission granted.

**(I) LAND STABILITY**

Policy DM37 states that on sites where there is reason to suspect unstable land and the risk of instability has the potential to materially affect either the proposed development or neighbouring uses/occupiers, development will only be permitted where: i. A desk-based study of available records has been carried out to assess the previous uses of the site and their potential for instability in relation to the proposed development; and ii. Where the study establishes that instability is likely but does not provide sufficient information to establish its precise extent or nature, site investigation and risk assessment are carried out to determine the standard of remediation required to make the site suitable for its intended use.

Due to the potential for unstable land on the application site an investigation and associated report was requested during the course of the application. The report was compiled by Hydrock who concluded that the development of the site is acceptable in land stability terms subject to further site investigations and remediation works to ensure the riverbank and retaining wall remain stable, with the submitted report making the following recommendations:

- o Additional ground investigations focussing on the stone and mortar retaining wall to confirm the ground conditions below the wall, and the presence of any obstructions to any piling of the proposed buildings;
- o Depending on the results of the additional ground investigations, additional works to further stabilise the riverbank;
- o The quantitative analysis of stability of any temporary works within 15m of the river, and the development of Method Statements to ensure stability during these temporary conditions;
- o Providing no increase in dead load for the permanent works at the top of the riverbank (noting this will necessitate changes to the design of the currently-proposed earthworks for the walkway by the riverbank);
- o Remediation or replacement of the existing stone and mortar retaining wall by the riverbank;
- o Minimal removal of vegetation at the top of the existing stone and mortar retaining wall;
- o Regular inspection by an arboriculture specialist of the vegetation at the top of the existing stone and mortar retaining wall.

Due to the specialist nature of assessing land stability, a consultant was employed by Bristol City Council to review the submitted report and recommendations and to provide advice on the acceptability of the report, its findings and recommendations.

The advice given expresses that there are current land stability issues on site, and it is likely that there will remain land stability issues on site. These issues will therefore need to be properly remediated, with conditions advised to ensure this.

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The Hydrock proposed recommendations for the site are generally found to be reasonable, and as would be expected for the sensitive riverbank. This has however identified a significant amount of work yet to be completed prior to construction of the works. In the context of land stability, it is therefore recommended that this application is accepted subject to the following planning conditions:

- o The applicant shall complete the additional ground investigation as recommended by Hydrock, focussing on confirming the ground conditions beneath the existing retaining wall.
- o Following the ground investigation, the applicant shall complete additional interpretation of the ground parameters, ground water and ground model using all the data available (for example also including the results of the CPTU tests from previous ground investigations). Additional analysis, including quantitative analysis, should be performed to confirm stability. This and any additional works required to ensure stability of the site and remediate or replace the wall should be developed into a formal report for additional review by a suitably qualified geotechnical engineer.
- o A temporary works assessment, ensuring the integrity of the slope or existing structures are not compromised during construction activities; for example, from the applied load of a piling rig, or from vibration induced damage.
- o The applicant shall ensure they have adequate insurance to cover damage of nearby assets as a result of ground movement, and also ensure that the Applicant has sufficient monies available to undertake any necessary remedial works to safeguard the long-term integrity of the slope.
- o A condition survey of existing ground conditions and structures within say 25m of the proposed development. It is envisaged that this would form the basis for a decision as to whether any adverse effects have occurred. This could include a visual assessment, photographic record, and surveyed targets attached to the walls. More recently photogrammetry has been used for this purpose.

The Applicant shall submit all reports developed to complete the requirements stated above to Bristol City Council, with further review required to confirm acceptance.

On the basis of the above therefore the policy requirements in relation to land stability have been met to enable the grant of planning permission, however a number of pre-commencement conditions will be required to ensure relevant further site investigations and remediation works are undertaken to ensure that adequate safeguards are in place to protect against land instability.

**(J) AIR QUALITY**

Policy BCS23 requires development to avoid adversely impacting environmental amenity in terms of various forms of pollution, including air pollution, and to take account of the impact of existing sources of pollution on new development. Policy DM33 requires development within designated Air Quality Management Areas to take account of existing air pollution and include measures to mitigate its impact upon future occupiers.

The application site is located within an Air Quality Management Area. The City Council Air Quality Officer was consulted in relation to the proposal and has not raised objection to the proposal on the basis of the information submitted, with existing surrounding uses not resulting in unacceptable impact upon future occupiers, and additional traffic generation not resulting in exceedance of relevant air quality standards. Dust management during demolition/construction will be necessary to safeguard surrounding occupiers, and will need to be incorporated into a Construction Management Plan to be secured by condition if planning permission is granted.

It should be noted that if subsequently on-site CHP is required to serve the development then air quality modelling will need to be re-run and it be demonstrated as acceptable. At present however, on-site CHP is not proposed, with the development to be served by electric panel heating (which is resulting in objection from BCC Sustainability Officers as a result).

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Overall therefore, on the basis of the above the proposal is considered acceptable in relation to air quality.

**(K) ARCHAEOLOGY**

Policies BCS22 and DM31 relate to heritage assets and include archaeological considerations. The City Council Archaeology Officer has expressed that some archaeological mitigation work will be required on this site if these proposals receive consent. This mitigation should comprise archaeological recording, particularly focusing on a general record of the existing structures before their demolition and also any below ground remains such as the likely footings of the unusual polygonal structure that previously stood on the site. This recording can be secured through the use of planning conditions.

**(L) TREES**

Policies BCS9 and DM17 seek to retain existing trees wherever possible as part of new development. Policy BCS9 expresses that development should incorporate new and/or enhanced green infrastructure appropriate for the site. Policy BCS21 requires development to provide a high quality environment for future occupiers and DM27 expects a high quality landscape design including consideration of functionality of external spaces as well as the use of trees and other plants appropriate to the character of the site and its context.

Since the original application submission in 2019 the BCC Arboricultural Officer has been working directly with the developers' team in relation to formulation of an acceptable strategy for tree removals/replacement to facilitate the development whilst also safeguarding existing trees on the site as far as practicable, and also recognising the value and requirements of the adjacent SNCI on the river bank tidal mudflats.

The arboricultural assessment originally submitted has been supplemented during the course of the application by the submission of the New Cut Riparian Management Plan, which sets out individual trees and groups of trees to be removed, along with replacement planting provision to mitigate for any tree loss. As part of this is ongoing management of trees within Group 1 identified within the documents, which is to the eastern portion of the site, with works comprising gradual thinning of sycamore trees and incremental infilling with native standard trees, which would replace existing canopy with native species and would remove sycamore that can pose a nuisance in terms of occupier amenity through excessive shading.

Wider replacement tree planting would comprise 79 trees across the site, along with 700 square metres of understorey whip planting where standard tree planting is not feasible or preferable from a nature conservation perspective. The 700m<sup>2</sup> of whip planting has been agreed to improve the ecological tone between the mudflats and existing wooded river bank. Whilst this particular approach is not in strict accordance with the BTRS, it is considered the correct approach for this particular site, and is supported by the BCC Arboricultural and Nature Conservation Officers. Conditions are to be attached as recommended by Arboricultural and Nature Conservation Officers in the event that planning permission is granted.

The latest revisions to the proposal to overcome Environment Agency Objections in relation to flood risk/river bank access has resulted in a requirement to remove two additional trees from the site, as set out within the submitted Arboricultural Assessment Addendum (June 2021). Within this document it is proposed that compensation for this additional loss beyond the scope of the tree works/replacements previously agreed should be via financial contribution secured as part of a section 106 legal agreement. This is considered a reasonable approach, and as such, if permission is granted, the sum of £4,591.26 to cover the cost of 6 trees to be planted in open ground, can be

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incorporated into the associated S106 legal agreement.

On the basis of the above, the proposal is considered acceptable in relation to trees.

**(M) NATURE CONSERVATION**

Policy BCS9 expresses that where development would have an impact on the Bristol Wildlife Network it should ensure that the integrity of the network is maintained or strengthened. Policy DM19 expresses that development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to: i. Be informed by an appropriate survey and assessment of impacts; and ii. Be designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance; and iii. Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network. Where loss of nature conservation value would arise development will be expected to provide mitigation on-site and where this is not possible provide mitigation off-site.

The application site abuts part of the River Avon SNCI, and is also within the SSSI risk zone, where increased population has the potential to impact the nearby SSSI at Leigh Woods/Ashton Court. The application is supported by the provision of an Ecological Appraisal and a Shadow Habitats Regulations Assessment/ Appropriate Assessment. On the basis of the information provided, as can be seen within the consultations section above, the proposal is supported by Natural England and the City Council Nature Conservation Officer, subject to the imposition of relevant planning conditions.

Conditions are to require an ecological mitigation and enhancement strategy, to incorporate the recommendations in the Ecological Appraisal survey report. This shall include: a Precautionary Method of Working method statement with respect to the potential presence of legally protected nesting birds, bats, badgers and hedgehogs; a method statement for the control and removal of the invasive species Japanese knotweed and Montbretia which were recorded on site during the Ecological Appraisal dated December 2019; a lux contour plan to minimise post-construction light spill onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI); measures to prevent pollution and construction impacts during construction onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI) to the north including details of robust protective acoustic fencing incorporating warning signs; built-in bird, bat and insect boxes, and; an interpretation board explaining the ecological value of the SNCI and site. The Biodiversity Net Gain features as shown in Figure 7 in the Ecological Appraisal survey report dated December 2019 are also to be provided, along with the provision of living roofs.

Subject to the provision of relevant planning conditions the proposal is considered acceptable in relation to nature conservation.

**(N) PLANNING OBLIGATIONS**

New development often creates a need for additional or improved community services and facilities, without which there could be a detrimental effect on local amenity and the quality of the environment. Planning obligations are the mechanism by which measures are secured to enhance the quality of both the development and the wider environment, to help ensure that the development makes a positive contribution to sustainable development providing social, economic and environmental benefits to the community as a whole.

The legislative framework for planning obligations is set out in Section 106 of the Town and Country Planning Act 1990 as amended by Section 12 of the 1991 Planning and Compensation Act. Further legislation is set out in the Community Infrastructure Levy CIL Regulations (2010) (as amended).

The NPPF (2021) expresses that development plans should set out the contributions expected from

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development, including affordable housing and scheme related infrastructure. The NPPF re-iterates the tests that are required to be met when planning obligations are sought, namely that they should be necessary to make the development acceptable in planning terms; directly related to the development and, fairly and reasonably related in scale and kind to the development.

In addition to the required CIL payment of £759,179.02 necessary planning obligations relate to the provision of affordable housing; highway infrastructure works; District Heating connection; Fire Hydrants, and; a contribution for off-site replacement tree planting. Necessary obligations are as follows:

**Affordable housing**

31 affordable housing units (social rent tenure), comprising 16x 1Bed 2 Person flats, and; 15x 2Bed 4 Person flats.

**Highways**

Signal heads controller maintenance: £50,000

Traffic Regulation Orders: £18,971

Works to local bus stops: £10,000

Footway/cycle path works: £77,000

Street Lighting: £33,000

Travel Plan monitoring: £22,176 (£144 per unit x 154 dwellings)

**Trees**

Off-site replacement tree planting: £4591.26

**Fire safety**

2 no. fire hydrants: £3,600 (£1,500 plus VAT per hydrant)

**Sustainability**

District heating connection for hot water when the Air Source Heat Pumps reach the end of their useful life

**Legal Costs**

Council's legal costs associated with formulating the s106 agreement.

**CONCLUSION AND RECOMMENDATION**

There are some identifiable shortfalls of the proposed development in that the development is not mixed use in nature; the housing mix would be improved through the incorporation of some family-sized units; the proposed heating system is an unsustainable option that doesn't follow the heat hierarchy, and; there are a high proportion of single-aspect units (41.6%) including 26 North-facing single aspect units. All of these issues have been raised with the developer's team throughout the application process but ultimately the developer has not been prepared to amend these elements. As such, these shortfalls must be weighed against the benefits of the proposal.

Significant negotiation has taken place in relation to highways and flood risk matters, with amendments made during the course of the application to result in a scheme that is now supported by BCC Highways and Flood Risk Officers, as well as the Environment Agency.

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The proposal would provide much-needed housing (154 dwellings), including policy compliant affordable housing and accessible housing provision. The proposal would make efficient use of a sustainably located site and would be of a design that provides a modern development that respects the heritage and architectural qualities of the conservation area within which it would be located, and as a result is supported by BCC Urban Design and Conservation Officers. The proposal also represents the first residential development to come forward within the Western Harbour area, where there are aspirations for the wider redevelopment of sites for a mix of uses, including housing.

The development would incorporate a publicly accessible riverside walkway which could be extended as other sites come forward, providing improved connectivity and leisure opportunity as well as opening up previously private views of surrounding heritage assets. The scheme would also incorporate nature conservation enhancements as part of replacement tree planting and landscaping provision that incorporates a management plan for part of the bank of the New Cut adjacent to the site, which is a Site of Nature Conservation Interest (SNCI).

When balancing out the various issues identified throughout this report, whilst there are identifiable shortfalls of this development proposal, it is on balance considered that these are outweighed by the benefits of the proposal. It is therefore recommended that planning permission is granted, subject to the completion of a section 106 legal agreement, and subject to the imposition of the planning conditions set out below.

**COMMUNITY INFRASTRUCTURE LEVY (CIL)**

The CIL liability for this development is £759,179.02

**EQUALITIES ASSESSMENT**

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

**RECOMMENDED GRANT subject to Planning Agreement****Time limit for commencement of development**

1. Full Planning Permission

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

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

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## 2. Local employment opportunities

No development shall take place including any works of demolition until the developer/occupier enters into an agreement with the city council to produce and implement a strategy that aims to maximise the opportunities for local residents to access employment offered by the development. The approved strategy shall be undertaken in accordance with an agreed timetable.

Reason: In recognition of the employment opportunity offered by the early phases of the construction and operation of the development.

## 3. Contamination remediation strategy

No development approved by this planning permission shall commence until a remediation strategy to deal with the risks associated with contamination of the site in respect of the development hereby permitted, has been submitted to, and approved in writing by, the local planning authority. This strategy will include the following components:

1. A preliminary risk assessment which has identified:

all previous uses;

potential contaminants associated with those uses;

a conceptual model of the site indicating sources, pathways and receptors;

potentially unacceptable risks arising from contamination at the site;

2. A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off-site.

3. The results of the site investigation and the detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the written consent of the local planning authority.

The scheme shall be implemented as approved.

The Local Planning Authority shall be notified of the dates of any future site investigation to enable attendance on site.

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

## 4. Contamination - verification

Prior to each phase of development being occupied/brought into use, a verification report demonstrating the completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to, and approved in writing, by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met.



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

## 5. Penetrative groundworks

Piling, investigation boreholes, tunnel shafts/ground source heating and cooling systems using penetrative methods shall not be carried out other than with the written consent of the local planning authority. The development shall be carried out in accordance with the approved details.

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

## 6. Approval of road works necessary

No development shall take place until general arrangement plan(s) to a scale of 1:200 showing the following works to the adopted highway has been submitted to and approved in writing by the Local Planning Authority.

Construction of splitter island incorporating illuminated keep left bollards and kerb build out incorporating signalised puffin crossing on Coronation Road;

Installation of new vehicle crossover, reinstatement of footway to full kerb height, reconstruction and resurfacing of footway fronting the entire site including installation of bollards where appropriate;

Relocation of existing streetlighting column to back edge of footway and upgrading of streetlighting for 100m in either direction of the site.

Where applicable indicating proposals for:

Existing levels of the finished highway tying into building threshold levels;

Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works;

Signing, street furniture, street trees and pits;

Structures on or adjacent to the highway;

Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement).

No development shall take place over the route of any public right of way prior to the confirmation of a Town & Country Planning Act 1990 path diversion/stopping up order.

Prior to occupation these works shall be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.

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

## 7. Structure Adjacent To/Within 6m of the Highway

No development shall take place until an Approval In Principle (AiP) Structural Report setting out how any structures within 6 metres of the edge of the adopted highway (and outside of this limit where the failure of any structures would affect the safety of road users) will be assessed,

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excavated, constructed, strengthened or demolished has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the works safeguard the structural integrity of the adopted highway during the demolition and construction phase of the development.

#### 8. Construction Management Plan

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

A construction programme including phasing of works;

24 hour emergency contact number;

Delivery hours (avoiding 7am to 9.30am and 3.30pm to 6pm Monday to Saturday);

Hours of operation;

All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and at no time on Sundays and Bank Holidays;

Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works;

Procedures for emergency deviation of the agreed working hours;

Control measures for dust and other air-borne pollutants;

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

Expected number and type of vehicles accessing the site;

Deliveries, waste, cranes, equipment, plant, works, visitors;

Size of construction vehicles;

The use of a consolidation operation or scheme for the delivery of materials and goods;

Phasing of works;

Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction);

Programming;

Waste management;

Construction methodology;

Shared deliveries;

Sit staff travel planning;

Parking facilities for staff and visitors;

On-site facilities;

Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;

Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;

Locations for storage of plant/waste/construction materials;

Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;

Arrangements to receive abnormal loads or unusually large vehicles;

Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;

Any necessary temporary traffic management measures;

Measures to protect vulnerable road users (cyclists and pedestrians);

Arrangements for temporary facilities for any bus stops or routes;

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Method of preventing mud being carried onto the highway;  
 Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses;

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

## 9. Highway Condition Survey

No development shall take place (including investigation work, demolition, siting of site compound/welfare facilities) until a survey of the condition of the adopted highway has been submitted to and approved in writing by the Local Planning Authority. The extent of the area to be surveyed must be agreed by the Highways Authority prior to the survey being undertaken. The survey must consist of:

- o A plan to a scale of 1:1000 showing the location of all defects identified;
- o A written and photographic record of all defects with corresponding location references accompanied by a description of the extent of the assessed area and a record of the date, time and weather conditions at the time of the survey.

No building or use hereby permitted shall be occupied or the use commenced until any damage to the adopted highway has been made good to the satisfaction of the Highway Authority.

Reason: To ensure that any damage to the adopted highway sustained throughout the development process can be identified and subsequently remedied at the expense of the developer.

## 10. Further details before relevant element started

Large Scale detailed drawings of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The details thereby approved shall be carried out in accordance with that approval.

- a) Parapets
- b) Copings
- c) Soffits
- d) Window reveals
- e) Cills
- f) Windows
- g) Material junctions
- h) Brickwork detailing

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

## 11. Land Stability

Prior to the commencement of works on site, additional ground investigation as recommended within the submitted Land Stability Report by Hydrock (06366-HYD-XX-XX-RP-GE-1001 received 10.09.20) shall be undertaken, focussing on confirming the ground conditions beneath the existing retaining wall.

Following the ground investigation, the applicant shall complete additional interpretation of the ground parameters, ground water and ground model using all the data available (for example also including the results of the CPTU tests from previous ground investigations). Additional

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analysis, including quantitative analysis, shall be performed to confirm stability. This and any additional works required to ensure stability of the site and remediate or replace the wall shall be developed into a formal report for additional review by a suitably qualified geotechnical engineer.

A temporary works assessment shall also be prepared, ensuring the integrity of the slope or existing structures are not compromised during construction activities; for example, from the applied load of a piling rig, or from vibration induced damage.

The applicant shall ensure they have adequate insurance to cover damage of nearby assets as a result of ground movement, and also ensure that the Applicant has sufficient monies available to undertake any necessary remedial works to safeguard the long-term integrity of the slope.

A condition survey of existing ground conditions and structures within 25m of the proposed development shall be undertaken. This would form the basis for a decision as to whether any adverse effects have occurred. This could include a visual assessment, photographic record, surveyed targets attached to the walls, and photogrammetry.

All of the reports associated with the above shall be submitted to and approved by the Local Planning Authority prior to the commencement of the development hereby approved. The development shall then be undertaken in full accordance with the reports submitted.

Reason: To safeguard against unstable land.

## 12. Ecological Mitigation and Enhancement Strategy

Prior to the commencement of development hereby approved, including all site clearance and vegetation removal, an ecological mitigation and enhancement strategy, to incorporate the recommendations in the Ecological Appraisal survey report dated December 2019 and prepared by a suitably qualified ecological consultant, shall be submitted to and approved in writing by the Local Planning Authority. This shall include:

- o A Precautionary Method of Working method statement including the provision of an Ecological Clerk of Works and a toolbox talk given to site operatives with respect to the potential presence of legally protected nesting birds, bats, badgers and hedgehogs, a priority species. This shall include precautionary measures to protect badgers becoming trapped in open trenches or pipework. Where checks for nesting birds are required they shall be undertaken by a qualified ecological consultant no more than 48 hours prior to the removal of vegetation or the demolition of, or works to buildings;
- o A method statement for the control and removal of the invasive species Japanese knotweed and Montbretia which were recorded on site during the Ecological Appraisal dated December 2019;
- o A lux contour plan to minimise post-construction light spill onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI) to the north. The lux contour plan shall show lux levels at frequent intervals (lux levels at 0, 0.2, 0.5, 1, 1.5, 2, 3, 4, 5 lux and higher are particularly useful) and extend outwards to additional levels (above the pre-existing background light level) of zero lux. The lux contour levels shall be superimposed on a site plan which includes all land that is affected by raised light levels (including potentially land outside the red line planning application area).
- o Measures to prevent pollution and construction impacts during construction onto the adjacent River Avon (part of) Site of Nature Conservation Interest (SNCI) to the north including details of robust protective acoustic fencing incorporating warning signs e.g. 'No Access: Wildlife Protection Area' and a plan showing the location of the fencing and the boundaries of the SNCI;

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- o Details of the provision of built-in bird, bat and insect boxes or bricks integrated within new buildings to include the location, specification, height and orientation of these features as applicable shown on a site plan;
- o Details of an interpretation board explaining the ecological value of the SNCI and site. The development shall be carried out in full accordance with the approved strategy.

Reason: To conserve legally protected and priority species.

### 13. Protection of Retained Trees during the Construction Period

No work of any kind shall take place on the site until the protective fences have been erected around the retained trees in the position and to the specification detailed within the FPCR Arboricultural Assessment (December 2019) and the associated FPCR Arboricultural Assessment addendum (June 2021). Photos should be electronically sent to the Local Authority Case Officer, shall be submitted to and approved in writing by the LPA in order that the council may verify that the approved tree protection measures are in place when the work may commence. The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the council.

Under no circumstances should the tree protection be moved during the period of the development and until all works are completed and all materials and machinery are removed. Landscaping works within protected areas is to be agreed with the Local Planning Authority and carried out when all other construction and landscaping works are complete.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area in line with Policy DM17.

### 14. Sound insulation

No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme of façade noise insulation measures, including ventilation and noise mitigation for balconies and gardens and roof terraces.

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

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

Reason: To safeguard the amenity of nearby premises and the area generally

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## 15. BREEAM Communities

Prior to the commencement of development a BREEAM communities pre-assessment for the whole development shall be submitted to the local planning authority and approved in writing. The development shall be constructed in full accordance with the approved BREEAM communities assessment prior to occupation.

Reason: To ensure that the development complies with policy with BCS15 (Sustainable design and construction)

## 16. Guarding/fall protection within landscaping scheme

Full details of guarding/fall protection to the curved stepped area within the approved landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall then be completed in accordance with the approved details prior to the first occupation of the development.

Reason: In the interests of public safety.

## 17. To ensure implementation of a programme of archaeological works

No development shall take place until the applicant/developer has secured the implementation of a programme of archaeological work, in accordance with a Written Scheme of Investigation which has been submitted by the developer and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

1. The programme and methodology of site investigation and recording
2. The programme for post investigation assessment
3. Provision to be made for analysis of the site investigation and recording
4. Provision to be made for publication and dissemination of the analysis and records of the site investigation
5. Provision to be made for archive deposition of the analysis and records of the site investigation
6. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

Reason: To ensure that archaeological remains and features are recorded prior to their destruction.

## 18. Public Art

Prior to the commencement of the relevant element, a Public Art Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan should be written by an external Public Art Producer and should include information on the commissioning, integration of public art within the development, and environs (where appropriate), timetable for those works and details of the future maintenance responsibilities and requirements. All public art works shall be completed in accordance with the agreed scheme and thereafter retained as part of the development, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the delivery of meaningful Public Art as part of the development.

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## 19. Arboricultural method statement

The applicant/developer shall ensure that all works within the root protection area of retained trees must follow the detailed methodology within the FPCR Arboricultural Assessment (December 2019) and the associated FPCR Arboricultural Assessment addendum (June 2021). In the instance that major roots are found then further consultation with an arboriculturist will be required, any changes to the specified methodology must be agreed in writing by the local planning authority.

Reason: To protect the retained tree from damage during construction and in recognition of the contribution which the retained tree gives and will continue to give to the amenity of the area.

## 20. Unexpected Contamination

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved.

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

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

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

Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

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

## 22. Completion of Vehicular Access - Shown on Approved Plans

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

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

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

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

Reason: In the interests of highway safety.

24. Installation of vehicle crossover - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until drop kerbs has been installed at the carriageway edge and a vehicle cross-over constructed across the footway fronting the site in accordance with the approved plans and retained in that form thereafter for the lifetime of the development.

Reason: In the interests of pedestrian safety and accessibility

25. Reinstatement of Redundant Accessways - Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the footway has been reinstated to full kerb height, where any vehicle crossover(s) are redundant, in accordance with the approved plans and retained in that form thereafter for the lifetime of the development.

Reason: In the interests of pedestrian safety.

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

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

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

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

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

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



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

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

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

## 29. Management and Maintenance of Private Streets

No building or use hereby permitted shall be occupied or use commenced until details of arrangements for the future management and maintenance of proposed carriageways, footways, footpaths and landscaped areas not put forward for adoption within the site has been submitted to and approved in writing by the Local Planning Authority. Following occupation of the first dwelling on the site, the streets shall be maintained in accordance with the approved management and maintenance details.

Reason: To ensure that all private streets and landscaped areas are appropriately managed and maintained to ensure the safety of all users.

## 30. Permissive Routes

No building or use hereby permitted shall be occupied or use commenced until details of how the permissive route will be kept open, free from any obstruction, in a safe condition for use by members of the public 364 days of the year and clearly marked to indicate that there is no indication to dedicate as part of the adopted highway, has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the provision of an unrestricted and safe route for the use of members of the public.

## 31. Provision of Vehicular Visibility Splays

No building or use hereby permitted shall be occupied or use commenced until visibility splays 2.4 metres back from the centre line of the access and extending 2.4m x 64m (based on 30mph speed limit) metres on the nearside carriageway edge shall be provided at all accesses/junctions, as shown on the approved plans. Nothing shall be erected, retained, planted and/or allowed to grow at or above a height of 0.6 metres above the nearside carriageway level which would obstruct the visibility splay. The visibility splays shall be maintained free of obstruction at all times thereafter for the lifetime of the development.

Reason: To ensure motorists have clear and unrestricted views of approaching cyclists/vehicles in the interest of highway safety.

## 32. Electric Vehicle Charging Points

No building or use hereby permitted shall be commenced until details of Electrical Vehicle Charging infrastructure, management plan and phasing for implementation has been submitted to and approved in writing by the Local Planning Authority. This shall include details of the following:

- o Final Layout
- o Number and location of EV parking spaces

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- o Number and location of EV charging points
- o Type of EV charging points (fast, rapid)
- o Indicative locations for feeder pillars and protective infrastructure
- o Evidence of power supply from WPD (to ensure substation capacity is adequate)
- o Indicative location of substation (where required)
- o Indicative cable routing
- o Management plan outlining proposed management of spaces, charging network and infrastructure
- o Electrical Layout and Schematic Design
- o Feeder Pillar Design/Electrical Layout/Schematic Layout Designs

The Electric Vehicle Charging Points and management strategy as approved shall be implemented prior to occupation / as per the agreed phasing plan and retained in that form thereafter for the lifetime of the development.

Reason: To promote sustainable travel, aid in the reduction of air pollution levels and help mitigate climate change

## 33. Delivery &amp; Servicing Plan

No building or use hereby permitted shall be occupied or use commenced until a delivery and servicing plan has been prepared, submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved delivery and servicing plan for the lifetime of the development. The delivery and servicing plan shall include:

- a) The contact details of a suitably qualified co-ordinator;
- b) How vehicle arrivals, departures, parking, stopping and waiting will be controlled to minimise any impact on the adopted highway;
- c) Details of any freight consolidation operation, centre and the delivery and servicing booking and management systems;

Reason: In the interests of highway safety and to minimise the impact of vehicles servicing the development upon congestion

## 34. Waste Management Plan

No building or use hereby permitted shall be occupied or use commenced until a waste management plan setting out how waste will be stored and collected has been prepared, submitted to and approved in writing by the Local Planning Authority. As Bristol Waste are unable to access the site, the obligation to undertake waste collection no longer applies for the lifetime of the development. The measures shall thereafter be implemented in accordance with the approved waste management plan for the lifetime of the development.

Reason: To ensure appropriate waste management facilities are provided to accommodate all waste generated by the development.

## 35. Car Park Management Plan

No building or use hereby permitted shall be occupied or use commenced until a car park management plan setting out how the car park will be managed has been prepared, submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved car park management plan for the lifetime of the development.

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Reason: To ensure the safe operation of approved car park(s).

## 36. Energy and Sustainability in accordance with statement

The development hereby approved shall incorporate the energy efficiency measures, renewable energy, sustainable design principles and climate change adaptation measures into the design and construction of the development in full accordance with the approved Energy and Sustainability Statement (by AES Sustainability Consultants dated November 2019) and the associated First and Second Addendums (by AES Sustainability Consultants dated November 2019 and June 2021 respectively) prior to occupation. A total 20% reduction in carbon dioxide emissions beyond Part L 2013 Building Regulations in line with the energy hierarchy shall be achieved.

Reason: To ensure the development incorporates measures to minimise the effects of, and can adapt to a changing climate in accordance with policies BCS13 (Climate Change), BC14 (sustainable energy), BCS15 (Sustainable design and construction), DM29 (Design of new buildings) BCAP20 (Sustainable design standards), BCAP21 (connection to heat networks).

## 37. Completion and Maintenance of Sustainable Drainage System (SuDS)

No building or use hereby permitted shall be occupied or the use commenced until the SuDS scheme for this site has been completed in accordance with the approved Sustainable Drainage Strategy and associated details. The SuDS scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

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

## 38. Fire Strategy

The development shall be undertaken in full accordance with the approved fire strategy.

Reason: In the interests of fire safety.

## 39. Development in accordance with FRA

The development hereby approved shall be carried out in accordance with the submitted flood risk assessment (Paynes Shipyard Flood Risk Assessment & Drainage Strategy, version C dated 15 October 2020, Phoenix Design Partnership Limited) and the following mitigation measures it details:

Finished floor levels shall be set no lower than 10.78 metres above Ordnance Datum (AOD);

Riverside access will be maintained as set out on the supplementary plan ('Riverbank Cross Section Locations' dwg no '456-109' rev. B) and cross section drawing ('Riverbank Cross Sections' dwg no '456-110' rev. C).

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. They shall be retained and maintained thereafter throughout the lifetime of the development.

Reason

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To reduce the risk of flooding to the proposed development and future occupants and to ensure adequate access to the river edge in the interests of flood risk management.

## 40. Archaeological Watching Brief

The applicant/developer shall ensure that all groundworks, including geotechnical works, are monitored and recorded by an archaeologist or an archaeological organisation to be approved by the council and in accordance with the Written Scheme of Investigation approved under condition 17.

Reason: To record remains of archaeological interest before destruction.

## 41. Travel Plan - Implemented by the Highways Authority

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

The developer shall then enable the Highways Authority to implement, monitor and review the approved Travel Plan to the satisfaction of Local Planning Authority unless agreed in writing by the Local Planning Authority.

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

**Post occupation management**

## 42. Landscaping works

The Planting proposals hereby approved (as detailed on the Landscape Masterplan Drawing DR-5000 P5; Landscape Proposal DR-5001 P5, and; DR-5002 P5 and the New Cut Planting plan DR-5012 P1 contained with the New Cut Riparian Management Plan) shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a program, details of which shall be submitted to and agreed in writing by the local planning authority. All planted materials shall be maintained for 5 years and any trees removed, dying, being severely damaged or become seriously diseased within 5 years of planting shall be replaced with others of a similar size and species to those originally required to be planted.

Reason: To ensure that the appearance of the development is satisfactory and in line with Bristol City Council Policy DM17

## 43. Implementation of the New Cut Riparian Management Plan

The development shall be implemented in full accordance with the approved New Cut Riparian Management plan (dated 9th November 2020), including with regard to the ongoing management and maintenance elements of the plan.

Reason: In order to safeguard and enhance the natural environment.

## 44. Drainage

No drainage systems for the infiltration of surface water to the ground are permitted other than with the written consent of the local planning authority. Any proposals for such systems must be supported by an assessment of the risks to controlled waters. The development shall be

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carried out in accordance with the approved details.

Reason To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution caused by mobilised contaminants.

## 45. Protection of parking and servicing provision

The areas allocated for vehicle parking, loading and unloading, circulation and manoeuvring on the approved plans shall only be used for the said purpose and not for any other purposes.

Reason: To ensure the provision and availability of satisfactory off-street parking and servicing/loading/unloading facilities for the development.

## 46. Noise from plant &amp; equipment affecting residential - 5dB below background

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the background level as determined by BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

Reason: To safeguard the amenity of nearby premises and the area generally

## 47. Vegetation Clearance

No clearance of vegetation or structures suitable for nesting birds, shall take place between 1st March and 30th September inclusive in any year without the prior written approval of the local planning authority. The authority will require evidence provided by a suitably qualified ecological consultant that no breeding birds would be adversely affected before giving any approval under this condition. Where checks for nesting birds are required they shall be undertaken by a qualified ecological consultant no more than 48 hours prior to the removal of vegetation or the demolition of, or works to buildings.

Reason: To ensure that wild birds, building or using their nests are protected. All species of wild birds are legally protected including their eggs, nests and chicks until the young have fledged.

## 48. Demolition Linked to Redevelopment

The demolition works hereby permitted shall not be carried out otherwise than as part of the completion of development for which planning permission is hereby approved and such demolition and development shall be carried out without interruption and in complete accordance with the plans referred to in this consent and any subsequent approval of details.

Reason: To ensure the demolition is followed by immediate rebuilding and to maintain the character and appearance of the Conservation Area.

**List of approved plans**

## 49. List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

Daylight and Sunlight Report, received 8 January 2020  
Shadow Habitats Regulations Assessment/ Appropriate Assessment, received 17 December 2019  
2606-5-2-DR-5011 S4-P2 Illustrative hardworks - gym equipment & play equipment, received 17 June 2021  
17445-SCT-AA-00UG-TP-A-10001 P5 Block A ga plan layout level 00ug upper ground floor plan, received 11 June 2021  
17445-SCT-AA-01-TP-A-10002 P5 Block A ga plan layout level 01 first floor plan, received 11 June 2021  
17445-SCT-AA-02-TP-A-10003 P5 Block a ga plan layout level 02 second floor plan, received 11 June 2021  
17445-SCT-AA-02-TP-A-10004 P4 Block A ga plan layout level RF plan, received 11 June 2021  
17445-SCT-AA-XX-TP-A-13001 P4 Block A Elevations, received 11 June 2021  
17445-SCT-BB-00LG-TP-A-10000 P6 Block B ga plan layout level 00lg - lower ground floor plan, received 11 June 2021  
17445-SCT-BB-00UG-TP-A-10001 P6 Block B ga plan layout level 00ug- upper ground floor plan, received 11 June 2021  
17445-SCT-BB-01-TP-A-10002 P4 Block B ga plan layout level 01 first floor plan, received 11 June 2021  
17445-SCT-BB-02-TP-A-10003 P4 Block B ga plan layout level 02 - second floor plan, received 11 June 2021  
17445-SCT-BB-03-TP-A-10004 P4 Block B ga plan layout level 3 - third floor plan, received 11 June 2021  
17445-SCT-BB-RF-TP-A-10005 P4 Block B ga plan layout level - roof plan, received 11 June 2021  
17445-SCT-BB-XX-TP-A-13001 P8 Block B elevations, received 11 June 2021  
17445-SCT-BB-XX-TP-A-13002 P5 Block B elevations, received 11 June 2021  
17445-SCT-CC-01-TP-A-10002 P3 Block C ga plan layout level 01 - first floor plan, received 11 June 2021  
17445-SCT-CC-02-TP-A-10003 P3 Block C ga plan layout level 02 second floor plan, received 11 June 2021  
17445-SCT-CC-RF-TP-A-10005 P3 Block C ga plan layout level roof plan, received 11 June 2021  
17445-SCT-CC-XX-TP-A-13001 P6 Block C elevations, received 11 June 2021  
17445-SCT-CC03-TP-A-10004 P3 Block c ga plan layout level 03 third floor plan, received 11 June 2021  
17445-SCT-DD-RF-TP-A-10005 P3 Block d ga plan layout level - roof plan, received 11 June 2021  
17445-SCT-DD-XX-TP-A-13001 P5 Block D Elevations, received 11 June 2021  
17445-SCT-DD-XX-TP-A-13002 P6 Block d elevations, received 11 June 2021  
17445-SCT-SW-XX-TP-A 80001 P5 Site movement refuse strategy, received 11 June 2021  
17445-SCT-SW-XX-TP-A-13000 P5 Site elevations, received 11 June 2021  
17445-SCT-SW-XX-TP-A-13001 P6 Site elevations, received 11 June 2021  
17445-SCT-SW-XX-TP-A-13500 P4 Site sections, received 11 June 2021  
17445-SCT-SW-XX-TP-A-13501 P5 Site sections, received 11 June 2021  
17445-SCT-SW-XX-TP-A-50000 P1 Location plan, received 17 December 2019  
17445-SCT-SW-XX-TP-A-50001 P5 Proposed site plan, received 11 June 2021  
17445-SCT-SW-XX-TP-A-60000 P1 Existing block plan, received 17 December 2019  
17445-SCT-SW-XX-TP-A-60001 P3 Proposed block plan, received 11 June 2021  
2606-5-2-DR-5007-S4-P2 Eastern pos section, received 11 June 2021  
2606-5-2-DR-5008-S4-P2 Illustrative planting palette - specimen trees, received 11 June 2021  
2606-5-2-DR-5010 S4 P2 Illustrative hard works - street furniture, received 11 June 2021  
2606-5-2-DR-5500 P1 Typical tree planting details, received 17 December 2019

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Affordable housing statement, received 17 December 2019  
 Air quality assessment, received 17 December 2019  
 Arboriculture assessment, received 17 December 2019  
 Environmental noise survey, received 17 December 2019  
 17445-SCT-SW-XX-TP-A-60500\_P4 Site Wide Fire Strategy, received 11 June 2021  
 17445-SCT-SW-XX-TP-A-60501\_P4 Site Wide Fire Strategy, received 11 June 2021  
 Employment Statement Addendum, received 13 October 2020  
 New Cut Riparian Management Plan, received 9 November 2020  
 Domestic Overheating Assessment, received 10 November 2020  
 17445-SCT-SW-XX-RT-A-0005 Design Review Report, received 5 October 2020  
 456-SK-003 SuDS details, received 9 August 2021  
 17445-SCT-AA-00LG-TP-A-10000\_P6 Block A GA Plan Layout Level 00LG (Lower Ground Floor Plan), received 25 August 2021  
 17445-SCT-CC-00LG-TP-A-10000\_P5 Block C GA Plan Layout Level 00LG (Lower Ground Floor Plan), received 25 August 2021  
 17445-SCT-CC-00UG-TP-A-10001\_P4 Block C GA Plan Layout Level 00UG (Upper Ground Floor Plan), received 25 August 2021  
 17445-SCT-DD-00UG-TP-A-10001\_P8 Block D GA Plan Layout Level 00UG (Upper Ground Floor Plan), received 25 August 2021  
 17445-SCT-DD-01-TP-A-10002\_P7 Block D GA Plan Layout Level 01 (First Floor Plan), received 25 August 2021  
 17445-SCT-DD-02-TP-A-10003\_P6 Block D GA Plan Layout Level 02 (Second Floor Plan), received 25 August 2021  
 17445-SCT-DD-03-TP-A-10004\_P6 Block D GA Plan Layout Level 03 Third Floor Plan), received 25 August 2021  
 17445-SCT-SW-XX-TP-A-80002\_P7 Site Movement Vehicular & Cycle Access Strategy, received 25 August 2021  
 2606-5-2-5002-P5 Landscape Proposals, received 25 August 2021  
 2606-5-2-5102-P5 Hard Works Strategy, received 20 August 2021  
 2606-5-2-5000-P5 Landscape Masterplan, received 20 August 2021  
 17045\_C05\_002\_06366-HYD-XX-XX-RP-GE-1000-S2-P2 Ground Investigation rev P2, received 7 June 2021  
 456-109-B Riverbank Cross Section Locations, received 15 February 2021  
 456-110-C Riverbank Cross Sections, received 15 February 2021  
 001 Highways Technical Note, received 23 October 2020  
 17445-SCT-SW-XX-RT-A-0005 Design Review Report, received 5 October 2020  
 17745-SK001-21-610 District Heat Network Adaptability Proposals, received 17 June 2021  
 06366-HYD-XX-XX-RP-GE-1001 Land Stability Report, received 10 September 2020  
 0872-B-016 Proposed Highway Works Plan, received 23 October 2020  
 0872-020 On-site service arrangements, received 23 October 2020  
 Flood Risk Assessment, received 17 June 2021  
 Energy and Sustainability Statement Addendum, received 17 June 2021  
 Internal Daylight Addendum Report, received 17 June 2021  
 Arboricultural Assessment Addendum, received 17 June 2021  
 2606-5-4-4-LV1-P5 TVIA Townscape and Visual Impact Assessment (revision 5), received 17 June 2021  
 Ecology Briefing Note, received 17 June 2021  
 Travel Plan, received

Reason: For the avoidance of doubt.

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The development hereby approved includes the carrying out of work on the adopted highway. You are advised that before undertaking work on the adopted highway you must enter into a highway agreement under Section 278 of the Highways Act 1980 with the council, which would specify the works and the terms and conditions under which they are to be carried out.

Contact the Highway Authority's Transport Development Management Team at [transportDM@bristol.gov.uk](mailto:transportDM@bristol.gov.uk) allowing sufficient time for the preparation and signing of the Agreement. You will be required to pay fees to cover the council's costs in undertaking the following actions:

- I. Drafting the Agreement
- II. A Monitoring Fee equivalent to 15% of the planning application fee
- III. Approving the highway details
- IV. Inspecting the highway works

NB: Planning permission is not permission to work in the highway. A Highway Agreement under Section 278 of the Highways Act 1980 must be completed, the bond secured and the Highway Authority's technical approval and inspection fees paid before any drawings will be considered and approved.

**2 Traffic Regulation Order (TRO)**

You are advised that a Traffic Regulation Order (TRO) is required. You must submit a plan to a scale of 1:1000 of an indicative scheme for a TRO, along with timescales for commencement and completion of the development. Please be aware that the statutory TRO process is not straightforward; involving the public advertisement of the proposal(s) and the resolution of any objections.

You should expect a minimum of six months to elapse between the Highway Authority's TRO Team confirming that it has all the information necessary to enable it to proceed and the TRO being advertised. You will not be permitted to implement the TRO measures until the TRO has been sealed, and we cannot always guarantee the outcome of the process.

We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management Team at [transportdm@bristol.gov.uk](mailto:transportdm@bristol.gov.uk)

N.B. The cost of implementing any lining, signing or resurfacing required by the TRO is separate to the TRO fees, which solely cover the administration required to prepare, consult, amend and seal the TRO.

**3 Public Right of Way**

The property boundary of the development hereby approved abuts a Public Right of Way PROW (No.) (SPECIFY). You are advised that before undertaking any work you must contact the Highway Authority's Public Rights Of Way Team at [rightsofway@bristol.gov.uk](mailto:rightsofway@bristol.gov.uk) Whilst it may be unlikely that the Public Right Of Way will be affected by the proposed development (PROW) (No.) (SPECIFY):



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- o Should remain open, unobstructed and safe for public use at all times;
- o No materials are to be stored or spilled on the surface of the PROW;
- o There must be no encroachment onto the width of the PROW;
- o No vehicles are to use the PROW without lawful authority of the landowner(s), unless a private right of way is shown on property deeds. It is the applicant's responsibility to ensure that the appropriate private right exists or has been acquired from the landowner.
- o Any scaffolding and/or skips placed over or adjacent to the PROW must not obstruct public access or inconvenience the public in their use of the way and must be properly licensed. Licences are available at [www.bristol.gov.uk/highwaylicences](http://www.bristol.gov.uk/highwaylicences)
- o Any interference of the PROW either whilst demolition/construction is in progress or on completion, may well constitute a criminal offence.

If construction works are likely to temporarily affect the right of way, a Temporary Traffic Regulation Order (TTRO) may be required to close or divert the PROW for the duration of the works on the grounds of safety of the public. To discuss and/or apply for a TTRO contact the Highway Authority's Network Management Team at [traffic@bristol.gov.uk](mailto:traffic@bristol.gov.uk)

N.B. Any damage caused to the surface of the PROW during development works must be made good to the satisfaction of the Local Highway Authority.

#### 4 Impact on the highway network during construction

The development hereby approved and any associated highway works required, is likely to impact on the operation of the highway network during its construction (and any demolition required). You are advised to contact the Highway Authorities Network Management Team at [traffic@bristol.gov.uk](mailto:traffic@bristol.gov.uk) before undertaking any work, to discuss any temporary traffic management measures required, such as footway, Public Right of Way, carriageway closures or temporary parking restrictions a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

#### 5 Restriction of Parking Permits - Existing Controlled Parking Zone/Residents Parking Scheme

You are advised that the Local Planning Authority has recommended to the Highways Authority which administers the existing Controlled Parking Zone/Residents Parking Scheme of which the development forms part that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Residents Parking Scheme.

#### 6 Highway Condition Survey

The development hereby approved includes the carrying out of a Highway Condition Survey. To agree the extent of the area to be surveyed contact the Highway Authority's Transport Development Management Team at [transportDM@bristol.gov.uk](mailto:transportDM@bristol.gov.uk)

#### 7 Excavation Works on the Adopted Highway

The development hereby approved includes the carrying out of excavation works on the adopted highway. You are advised that before undertaking any work on the adopted highway you will require a Section 171 (Excavation) Licence from the Highway Authority which is available at [www.bristol.gov.uk/highwaylicences](http://www.bristol.gov.uk/highwaylicences)

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## 8 Private Road

You are advised that as a result of the proposed layout and construction of the internal access road, the internal access road will not be accepted for adoption by the Highway Authority under Section 38 of the Highways Act 1980.

The development will be bound by Sections 219 to 225 (the Advance Payments Code) of the Highways Act 1980, unless and until you agree to exempt the access road.

The exemption from adoption will be held as a Land Charge against all properties within the application boundary. Contact the Highway Authorities Transport Development Management Team at [DMEngineering@bristol.gov.uk](mailto:DMEngineering@bristol.gov.uk)

## 9 Street Name and Numbering

You are advised that to ensure that all new properties and streets are registered with the emergency services, Land Registry, National Street Gazetteer and National Land and Property Gazetteer to enable them to be serviced and allow the occupants access to amenities including but not limited to; listing on the Electoral Register, delivery services, and a registered address on utility companies databases, details of the name and numbering of any new house(s) and/or flats/flat conversion(s) on existing and/or newly constructed streets must be submitted to the Highway Authority.

Any new street(s) and property naming/numbering must be agreed in accordance with the Councils Street Naming and Property Numbering Policy and all address allocations can only be issued under the Town Improvement Clauses Act 1847 (Section 64 & 65) and the Public Health Act 1925 (Section 17, 18 & 19). Please see [www.bristol.gov.uk/registeraddress](http://www.bristol.gov.uk/registeraddress)

## 10 Structure Adjacent To/Within 6m of the Highway

The development hereby approved includes the construction of structures adjacent to or within six metres of the adopted highway. You are advised that before undertaking any work on the adopted highway you must prepare and submit an AiP Structural Report.

You will be required to pay technical approval fees (as determined by the proposed category of structure to be assessed) before the report will be considered and approved. Contact the Highway Authority's Bridges and Highway Structures Team at [bridges.highways@bristol.gov.uk](mailto:bridges.highways@bristol.gov.uk)

## 11 Sound Insulation

The recommended design criteria for dwellings are as follows:

Daytime (07.00 - 23.00) 35 dB LAeq 16 hours in all rooms & 50 dB in outdoor living areas.  
Nighttime (23.00 - 07.00) 30 dB LAeq 8 hours & L<sub>max</sub> less than 45 dB in bedrooms.

## 12 Noise complaints- balconies and open windows

The application has been assessed taking into account the noise from the Thomas Ware & Sons Tannery & City Tyre Auto Centre, as well as road traffic noise.

Conditions are attached to this consent requiring a scheme of noise mitigation to ensure an acceptable living environment for future residents. However, it is not possible to mitigate the

**Development Control Committee A – 22 September 2021****Application No. 19/06107/F : Paynes Shipyard And Vauxhall House Coronation Road Bristol BS3 1RP**

noise experienced from use of the proposed balconies (without them being enclosed spaces). The Local Planning Authority considers however that it is preferable that residents have the option of balconies for use in quieter periods provided that an acceptable living environment is achieved internally within the residential units through satisfactory noise insulation (building fabric and glazing) and mechanical ventilation.

Future owners/occupants of the site are advised that given the matters above and that the neighbouring commercial uses have been in operation for some time prior to the development the subject of this application; that it may not be possible to uphold any noise complaints received from future residents of the site regarding noise impacts from the Thomas Ware & Sons Tannery & City Tyre Auto Centre on the use of the balconies or terraces.

**13 Environmental Permit**

This development may require a permit under the Environmental Permitting (England and Wales) Regulations 2016 from the Environment Agency for any proposed works or structures, in, under, over or within sixteen metres of the top of the bank of the River Avon, designated a 'main river'. This was formerly called a Flood Defence Consent. Some activities are also now excluded or exempt. A permit is separate to and in addition to any planning permission granted. Further details and guidance are available on the GOV.UK website: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>. 2)

**14 Asbestos**

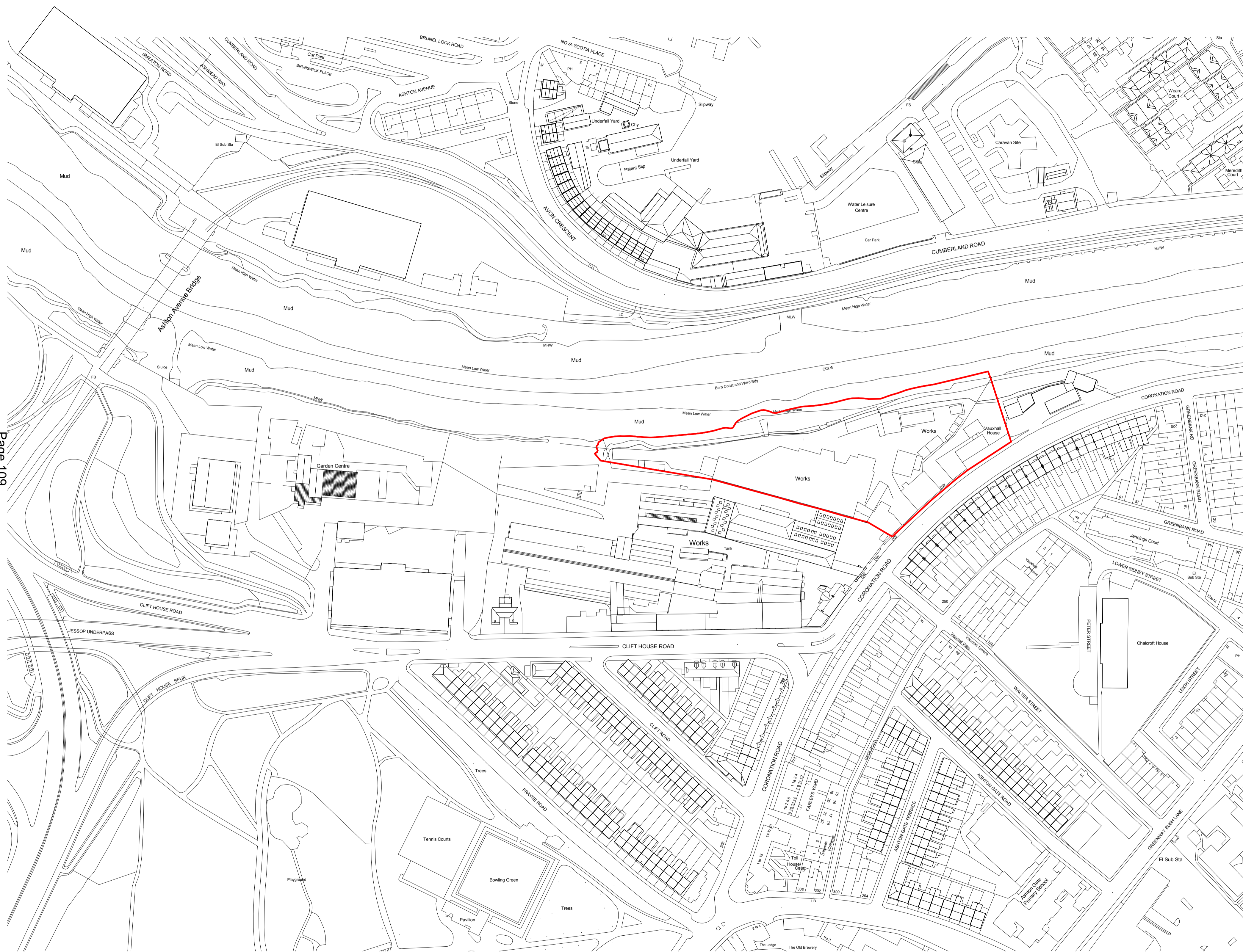
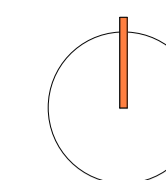
The applicant is advised to undertake an asbestos survey prior to works commencing. Any asbestos containing materials present on site must be removed in accordance with the Control of Asbestos Regulations 2012.

## Supporting Documents

### 2. Paynes Shipyard And Vauxhall House, Coronation Road, BS3 1RP

1. Site location plan
2. Proposed site plan
3. Site elevations 1
4. Site elevations 2
5. Proposed site sections 1
6. Proposed site sections 2
7. Landscape masterplan
8. Design and access statement Rev 6 dated 17.06.2021 – Document too large to attach. D & A part 1, 2 & 3 available is available to view on Planning Online. Please follow below link:

<https://pa.bristol.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=Q2P6MCDN0DG00>



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Revision	Description	Date	Drawn	Checked
P1	First Issue	11.12.19	JS	CG



St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
W scottbrownrigg.com

Crest Nicholson



Paynes Shipyard

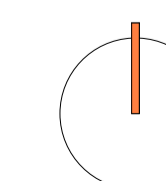
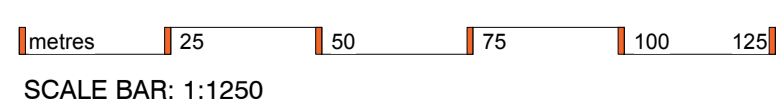
Location Plan

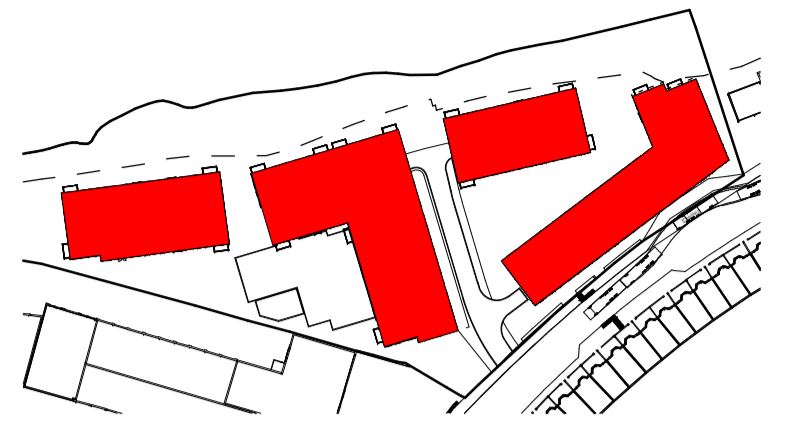
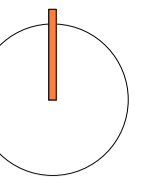
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SBR Project No. 17445-**SCT-SW-XX- TP-A-50000**

Subsidiary Code Status Planning Rev P1

**1 Location Plan**  
1 : 1250





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Revision	Description	Date	Drawn	Checked
P5	Boundary wall updated	10/06/21	SJ	CG
P4	Updated in line with EA access requirements for resubmission of planning application	21/05/21	SJ	CG
P3	Planning submission	19/10/20	SJ	CG
P2	Issued for planning coordination	09.10.20	SJ	CG
P1	First Issue	11.12.19	JS	CG

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St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
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Job Title  
**Paynes Shipyard**

Drawing Title  
**Proposed Site Plan**

Scale  
**1 : 500 @A1**

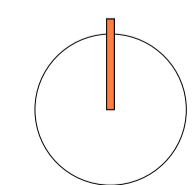
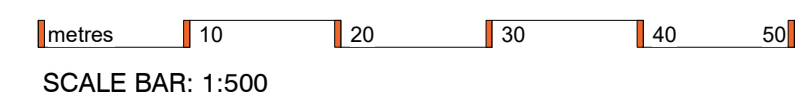
SBR Project No.  
**17445**

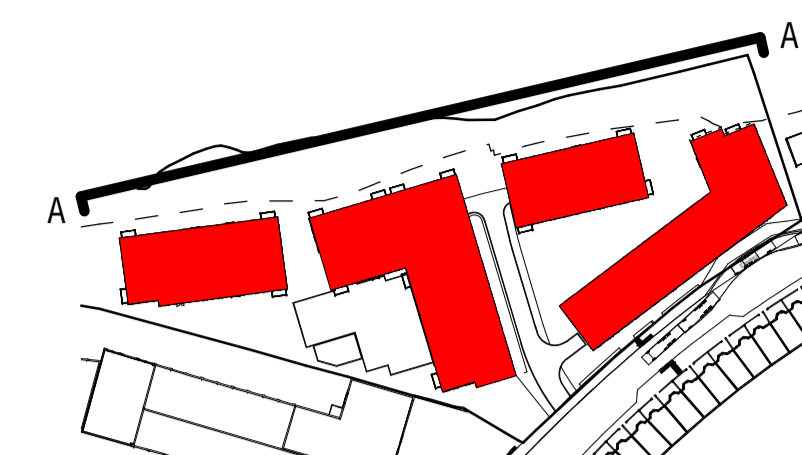
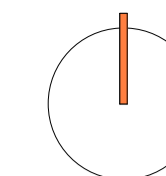
SBR Project No. Originator Volume Level Type Role Number  
**17445-SCT-SW-XX- TP-A-50001**

Subsidiary Code Status  
**Planning**

Rev  
**P5**

**1 Proposed Site Plan**  
1 : 500





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**1 Existing Riverscene**  
1 : 250



**2 Proposed Riverscene**  
1 : 250

Revision	Description	Date	Drawn	Checked
P5	Updated in line with EA access requirements for resubmission of planning application	21/05/21	SJ	CG
P4	Planning submission	19/10/20	SJ	CG
P3	Updated to planners comments	17.01.20	JS	CG
P2	Client comments added for planning	13.12.19	JS	CG
P1	First Issue	11.12.19	JS	CG



St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
W scottbrownrigg.com

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Drawing Title  
Site Elevations

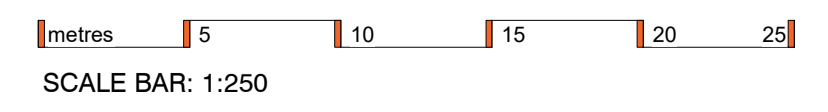
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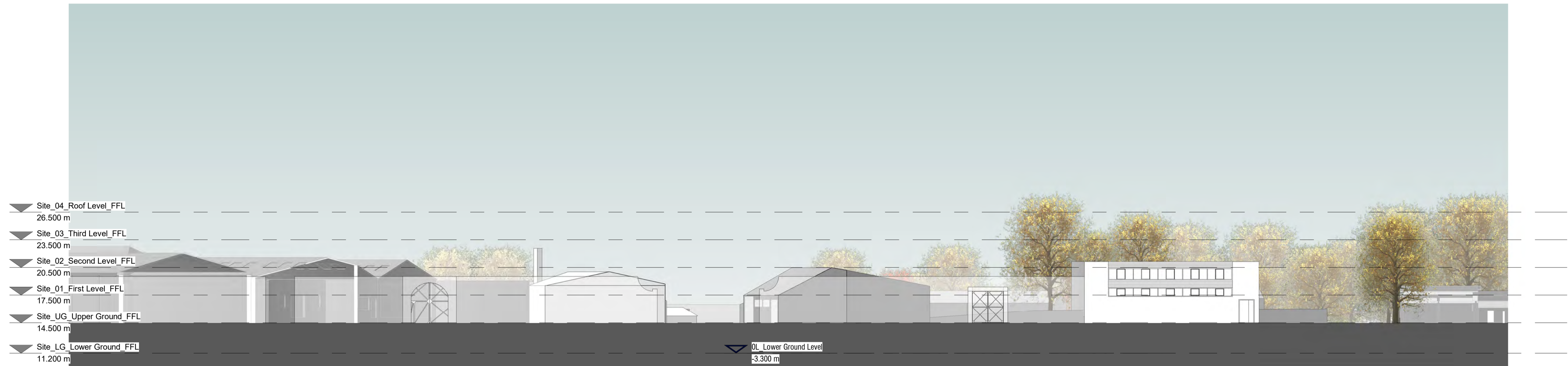
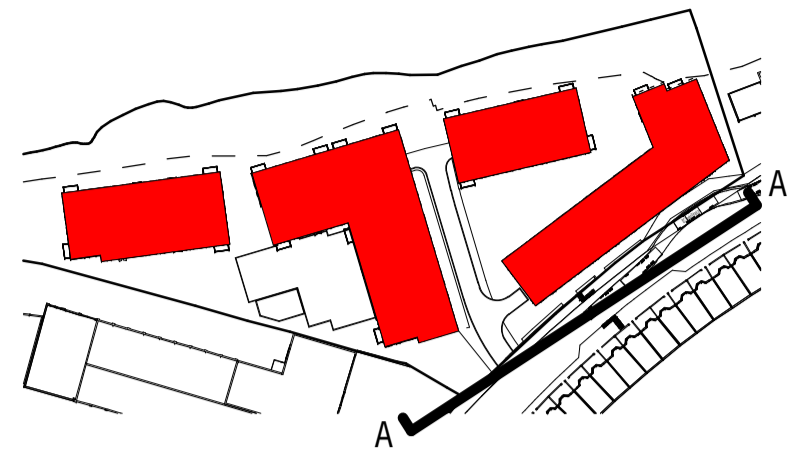
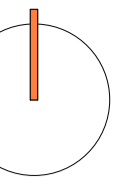
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17445

SBR Project No. Originator Volume Level Type Role Number  
**17445-SCT-SW-XX- TP-A-13000**

Subsidiary Code Status  
Planning

Rev  
P5





**1 Existing Street Scene**  
1 : 250



**2 Proposed Street Scene**  
1 : 250

Revision	Description	Date	Drawn	Checked
P6	Boundary wall updated	10/06/21	SJ	CG
P5	Updated in line with EA access requirements for resubmission of planning application	21/05/21	SJ	CG
P4	Planning submission	19/10/20	SJ	CG
P3	Updated to planners comments	17.01.20	JS	CG
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P1	First Issue	11.12.19	JS	CG

St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
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**Paynes Shipyard**

Drawing Title  
**Site Elevations**

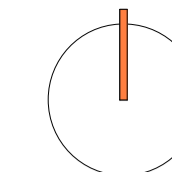
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SBR Project No. **17445-SCT-SW-XX- TP-A-13001**

Suitability Code **Planning** Status **P6**





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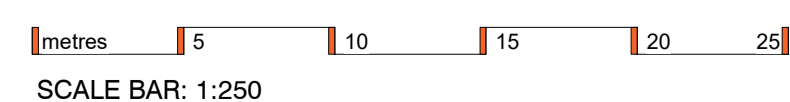
**1 Proposed Section A-A**

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**2 Proposed Section B-B**

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Revision	Description	Date	Drawn	Checked
P4	Updated in line with EA access requirements for resubmission of planning application	21/05/21	SJ	CG
P3	Planning submission	19/10/20	SJ	CG
P2	Client comments added for planning	13.12.19	JS	CG
P1	First Issue	11.12.19	JS	CG

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St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
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Job Title  
**Paynes Shipyard**

Drawing Title  
**Site Sections**

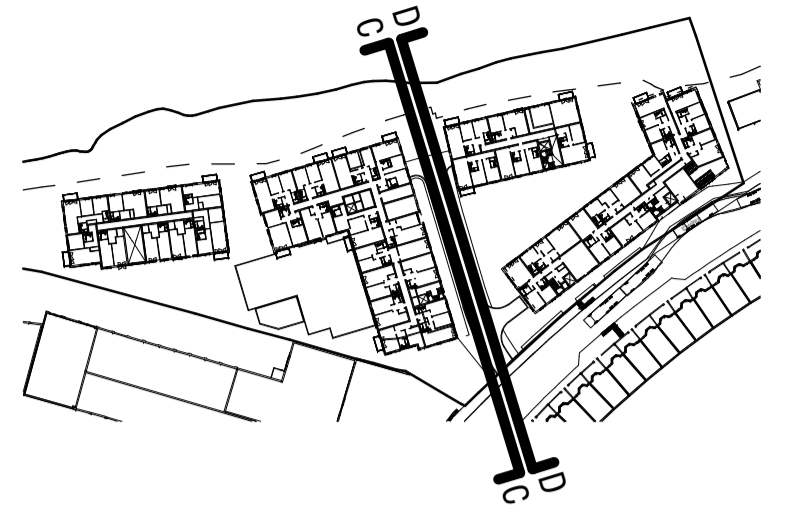
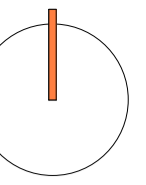
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**17445**

SBR Project No. Originator Volume Level Type Role Number  
**17445-SCT-SW-XX- TP-A-13500**

Subsidiary Code Status  
**Planning**

Rev  
**P4**



- ▼ Site\_04\_Roof Level\_FFL 26.500 m
- ▼ Site\_03\_Third Level\_FFL 23.500 m
- ▼ Site\_02\_Second Level\_FFL 20.500 m
- ▼ Site\_01\_First Level\_FFL 17.500 m
- ▼ Site\_UG\_Upper Ground\_FFL 14.500 m
- ▼ Site\_LG\_Lower Ground\_FFL 11.200 m



**1 Section C-C**  
1 : 250

- ▼ Site\_04\_Roof Level\_FFL 26.500 m
- ▼ Site\_03\_Third Level\_FFL 23.500 m
- ▼ Site\_02\_Second Level\_FFL 20.500 m
- ▼ Site\_01\_First Level\_FFL 17.500 m
- ▼ Site\_UG\_Upper Ground\_FFL 14.500 m
- ▼ Site\_LG\_Lower Ground\_FFL 11.200 m



**2 Section D-D**  
1 : 250

Revision	Description	Date	Drawn	Checked
P5	Updated in line with EA access requirements for resubmission of planning application	21/05/21	SJ	CG
P4	Planning submission	19/10/20	SJ	CG
P3	Car park openings widened	20/07/20	SJ	JS
P2	Client comments added for planning	13.12.19	JS	CG
P1	First Issue	11.12.19	JS	CG



St Catherine's Court  
46-48 Portsmouth Road  
Guildford GU2 4DU  
T +44 (0)1483 568686  
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Client's Name  
Crest Nicholson



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Drawing Title  
Site Sections

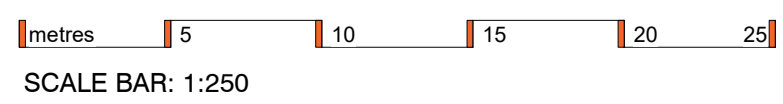
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SBR Project No.  
17445

SBR Project No. Originator Volume Level Type Role Number  
**17445-SCT-SW-XX- TP-A-13501**

Subsidiary Code Status  
Planning

Rev  
**P5**





**PLANTING SCHEDULE**

**SPECIMENS**

Species	Height	Girth	Specification	No.
Acer campestre 'William Caldwell'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	11 No.
Acer davidii 'George Forrest'	450-500cm	20-25cm	SM; CSH: 200cm min.; RB;	3 No.
Acer glabrum	450-500cm	20-25cm	4x Multi-stem; bushy; 3 stems minimum; RB;	8 No.
Acer griseum	450-500cm	20-25cm	SM; CSH: 200cm min.; RB;	1 No.
Acer platanoides 'Columnare'	550-600cm	30-35cm	SM; CSH: 200cm min.; RB;	3 No.
Aureo-oleum 'Robert Hill'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	2 No.
Aureo-oleum 'Robert Hill'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	6 No.
Betula 'Moonbeam'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	4 No.
Betula albosinensis 'China Ruby'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	7 No.
Betula albosinensis (multi-stem)	400-500cm	20-25cm	SM; RB;	2 No.
Craetagus monogyna	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	2 No.
Fragaria robusta	175-200cm	Full Pot. C;		29 No.
Prunus padus 'Alberti'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	2 No.
Tilia platyphyllos	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	3 No.
Ulmus 'New Horizon'	500-550cm	20-25cm	SM; CSH: 200cm min.; RB;	3 No.

**HEADING**

Species	Height	Pot Size	Specification	Density	No.
Carpinus betulus	125-150cm		2x; feathered; 2 brks; RB;	0.45ctr Dbl. Stag. @ 0.3m off.	28 No.
Cornus sanguinea 'Midwinter Frost'	60-80cm	SL	branched; 5 brks; C;	0.3ctr	82 No.
Taxus baccata	125-150cm	76L	instant hedging; 1m long; dense, straight-sided, furnished to base, neatly clipped; C;	1ctr	14 No.
Taxus baccata	125-150cm		2x; feathered; 2 brks; RB;	0.45ctr Dbl. Stag. @ 0.3m off.	178 No.

**GENERAL PLANTING**

Species	Height	Pot Size	Specification	Density	No.
Achillea 'Terracotta'		2L	Full Pot. C;	0.3ctr	512 No.
Alga reptans 'Cathin's Giant'		2L	Full Pot. C;	0.3ctr	168 No.
Asplenium adnigrum		2L	Full Pot. C;	0.3ctr	48 No.
Anemone hepatica		2L	Full Pot. C;	0.3ctr	387 No.
Anemone hepatica		2L	Full Pot. C;	0.45ctr	355 No.
Anemone 'Honorine Jobert'		2L	Full Pot. C;	0.3ctr	272 No.
Asplenium scolopendrium		2L	Full Pot. C;	0.3ctr	183 No.
Briza media		2L	Full Pot. C;	0.3ctr	178 No.
Rapistrum fruticosum	60-80cm	SL	branched; 5 brks; C;	0.3ctr	45 No.
Camassia leichlinii		Grade 12/14;		0.3ctr	113 No.
Camassia leichlinii 'Alba'		Grade 12/14;		0.3ctr	52 No.
Camparosa persicifolia		2L	Full Pot. C;	0.3ctr	77 No.
Carex obovata 'Everline'		2L	Full Pot. C;	0.3ctr	155 No.
Carex pendula		2L	Full Pot. C;	0.45ctr	173 No.
Cornus alba 'Aurea'	60-80cm	SL	branched; 5 brks; C;	0.45ctr	36 No.
Cornus alba 'Kesselringii'	60-80cm	SL	branched; 5 brks; C;	0.45ctr	136 No.
Decumbria caespitosa 'Goldstray'		2L	Full Pot. C;	0.45ctr	63 No.
Echinacea 'Sunset'		2L	Full Pot. C;	0.3ctr	51 No.
Flaegmus x submacrophylla	60-80cm	SL	Bushy; 5 brks; C;	0.45ctr	56 No.
Epimedium x warburgense		2L	Full Pot. C;	0.3ctr	282 No.
Eupatorium cannabinum		2L	Full Pot. C;	0.6ctr	47 No.
Euphorbia amygdaloides 'Purpurea'		2L	Full Pot. C;	0.3ctr	278 No.
Foeniculum vulgare 'Purpureum'		2L	Full Pot. C;	0.3ctr	555 No.
Fraxinus excelsior		2L	Full Pot. C;	0.3ctr	65 No.
Geranium macrorrhizum 'White-Neck'		2L	Full Pot. C;	0.3ctr	58 No.
Geranium pratense		2L	Full Pot. C;	0.3ctr	388 No.
Geum 'Maid Tait'		2L	Full Pot. C;	0.3ctr	172 No.
Hedera helix	40-60cm	2L	Several shoots; 3 brks; C;	0.45ctr	256 No.
Hedera helix		2L	Branched; 4 brks; 30-40cm dia.; C;	0.45ctr	42 No.
Heliosorus foetidus		2L	Full Pot. C;	0.3ctr	432 No.
Heuchera 'Marmalade'		2L	Full Pot. C;	0.3ctr	55 No.
Hypericum 'Hidcote'	30-40cm	SL	Bushy; 5 brks; C;	0.3ctr	549 No.
Ilex aquifolium	60-80cm	SL	Leader with laterals; C;	0.6ctr	72 No.
Irish saxifraga		2L	Full Pot. C;	0.3ctr	65 No.
Lonicera periclymenum	40-60cm	2L	Several shoots; 3 brks; C;	0.45ctr	128 No.
Lythrum salicaria 'Firecandle'		2L	Full Pot. C;	0.3ctr	13 No.
Malva 'Soft Cariss'	30-40cm	SL	Branched; 5 brks; C;	0.45ctr	136 No.
Medicago caerulea 'Transparent'		2L	Full Pot. C;	0.45ctr	69 No.
Parthenocissus henryana	40-60cm	2L	Several shoots; 3 brks; C;	0.45ctr	122 No.
Pentaglottis sempervirens		2L	Full Pot. C;	0.3ctr	7 No.
Persicaria amplexicaulis 'Fat Domino'		2L	Full Pot. C;	0.3ctr	39 No.
Persicaria bistorta 'Superba'		2L	Full Pot. C;	0.3ctr	13 No.
Phyllis x rectus 'Moonraker'	30-40cm	SL	Branched; 5 brks; C;	0.3ctr	364 No.
Phytolacca tenuifolia 'Abbottsby Gold'	30-40cm	SL	Bushy; 5 brks; C;	0.45ctr	4 No.
Polypodium setiferum		2L	Full Pot. C;	0.45ctr	311 No.
Rubus 'Betty Arburne'		2L	Branched; 4 brks; 30-40cm dia.; C;	0.45ctr	51 No.
Rubus pentalobus		2L	Branched; 4 brks; 30-40cm dia.; C;	0.3ctr	199 No.
Rubus phoenicolasia	60-80cm	SL	Branched; 5 brks; C;	0.45ctr	12 No.
Rubus tricolor		2L	Branched; 4 brks; 30-40cm dia.; C;	0.45ctr	23 No.
Sambucus nigra	60-80cm	SL	1+2; transplant; branched; 3 brks; BR;	0.45ctr	72 No.
Salix caprea 'New Green'	30-40cm	SL	Bushy; 5 brks; C;	0.45ctr	13 No.
Shipa gigantea		2L	Full Pot. C;	0.45ctr	28 No.
Tiarella cordifolia		2L	Full Pot. C;	0.3ctr	13 No.
Tripolium glaberrimum		2L	Full Pot. C;	0.3ctr	236 No.
Viburnum lantana	60-80cm	SL	1+2; transplant; branched; 3 brks; BR;	0.6ctr	12 No.
Viburnum opulus	60-80cm	SL	1+2; transplant; branched; 3 brks; BR;	0.45ctr	53 No.

**GABION PLANTING**

Species	Height	Pot Size	Specification	No.
Achillea x lewisii 'King Edward'	50cm min.		Well-Rooted; Min. 2-3 Months; C;	11 No.
Asplenium trichomanes	50cm min.		Well-Rooted; Min. 2-3 Months; C;	29 No.
Aurinia saxatilis	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.
Camparosa poscharyana	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.
Corydalis lutea	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.
Polypodium vulgare	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.
Sedum spathulifolium 'Cape Blanco'	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.
Umbilicus rupestris	50cm min.		Well-Rooted; Min. 2-3 Months; C;	35 No.

**PLANTING NOTES:**

**Generally:**

- All plant materials to be planted at the spacings, densities and quantities shown.

**Mixed Planting Beds:**

- Plants to be arranged in ascending order of ultimate heights from front to back within planting beds.
- Plants to be evenly distributed throughout beds with species intermixed.
- Grid and block planting not permitted.
- No variation in species or specification without the prior approval of the Landscape Architect.
- Where no cultivar is given, the straight species must be used.

**Shrubs:**

- General: Do not allow encroachment onto paths.
- Reason: To maintain sightlines & path / vehicular widths.
- Clipped shrubs: maintain to form a clipped box shape at no more than 0.8m - 1m height.

**Hedge Planting:**

- General: Do not allow encroachment onto pedestrian / vehicular paths.
- Reason: To maintain sightlines & path / vehicular widths.
- Transplant Hedging: head back by 50% on planting to ensure bushy growth and improve establishment.
- Fornal hedgerow to front gardens: Maintain at 1.2m height & 0.6m width with trimmed edges and top.
- Weed suppression: to meet mulch specification listed below.

**Gabion Planting:**

- To be planted in a random arrangement at approximately 6 plants per linear meter.
- Plants to be placed in to cracks and crevices between stones. Planting area to be packed with loamy topsoil prior to planting.

**Rain Garden Planting:**

- To be planted in naturalistic swathes of 5-9 plants of the same species.
- Plants resilient to water submergence to be positioned by infalls and outfalls.

**Trees:**

- Plant trees in accordance w/ tree pit details.

**Climbers used as groundcover:**

- Generally: to be uncared on planting for use as groundcover.

**Mulch:**

- Generally: specified mulch depths are post settlement: some topping up may therefore be required under the terms of the contract.
- Tree / shrub / fornal hedge / planting beds: min. 75mm depth well composted amenity bark mulch. Particle size: 8-40mm. Manufacturer: Rolawn Landscaping Bark or equal & approved. Coverage: 1m @ around trees and all shrub / herbaceous planted beds [excluding bulbs sown under grass].

**KEY**

**APPLICATION SITE BOUNDARY**

**SNCI BOUNDARY**

**RETAINED TREE AND RPA**

**TREE TO BE REMOVED**

**GREENSPACE: SPECIES RICH LAWN**

**GREENSPACE: SPECIES RICH GRASS**

**OPEN GRASSLAND**

**GREENSPACE: PLANTED BEDS**

**TREES: PROPOSED**

**HEDGE: PROPOSED**

**GABION PLANTING: PROPOSED**

**BITMAC: VEHICULAR**

**BITMAC: PEDESTRIAN**

**COLOURED TARMAC**

**BLOCK PAVING**

**BLOCK PAVING**

**BLOCK PAVING**

**PLAY BARK SAFETY SURFACING**

**DECKING**

**GRAVEL**

**RAIN GARDEN**

**TO BE READ IN CONJUNCTION WITH DRAWING AND PLANTING NOTES ON DWG. 5000**

**ALL SURFACES ARE INDICATIVE AND MAY BE SUBJECT TO CHANGE FOLLOWING REVIEW BY ENGINEER (IN CONJUNCTION WITH DRAINAGE STRATEGY). SURFACE TREATMENTS MAY THEREFORE RATIONALISED TO A PERMEABLE EQUIVALENT OF THE SPECIFIED COLOUR CHOICE.**

**SPOT HEIGHTS ARE INDICATIVE AND WILL BE REVIEWED AT DETAIL DESIGN**

**TO BE READ IN CONJUNCTION WITH DRAWING NOTES ON DWG. 5000**

**TIMBER STEPPED SEATING/RETAINING SYSTEM**

**TIMBER STRAIGHT/CURVED/CUBE SEATING**

**TIMBER PICNIC BENCH**

**TIMBER RAISED BED**

**LITTER BIN/BOLLARD**

**STAINLESS STEEL CYCLE STAND**

**PLAY BOULDER**

**INDICATIVE PUBLIC ART LOCATION**

**TREE GRILL**

**GYM HAND BIKE**

**GYM CROSS TRAINER**

**GYM SPINNING BIKE**

**BALANCE NET**

**BALANCE PLUS**

1. ECOLOGICAL MITIGATION AREA.
2. OUTDOOR GYM
3. VIEWING DECK
4. VIEWING DECK WITH PICKNIC AREA
5. SHARED SURFACE ENTRANCE SPACE
6. CORONATION ROAD WALL AND METAL SCREENS
7. STEPPED TIMBER SEATING
8. MEANDERING WHEELCHAIR ACCESSIBLE ACCESS RAMP

**Notes**

Related Drawings: DIA Drawing based on:  
 - Scott Brownrigg '1745-SCT-SW-XX-TP-A-50001\_P4 Proposed Site Plan.dwg' rec'd 2021-05-21 @ 12:02hrs  
 - Dando Surveying '17045\_C23\_001\_CNpaysTOPO.dwg' rec'd 2017-08-23  
 - Key Transport '0872-0106B.dwg'  
 - FPCR 'Tree Survey Plan.dwg' rec'd 2017-08-23

Issue: Drawn by David Jarvis Associates Limited (CROWN COPYRIGHT). ALL RIGHTS RESERVED. 2018 LICENCE NUMBER 01000311. This drawing is for planning purposes only - Do not use this drawing for Construction. The information contained in the drawing should be used as a guide to the final forms and finishes of the landscape scheme. Any revisions to be approved by the Client and Local Authority

Scaling: Do not scale this drawing. Use given dimensions only.

Setting out: refer to Engineers for information regarding setting out. In the event of discrepancy refer to Engineers in the first instance.

Survey: Original survey provided by the Client.

Services: Where possible these are identified on the drawings but, for the avoidance of doubt all service/utility locations should be considered indicative until identified on site. To ensure those services / utilities shown are current refer to the original survey provider or utilities designer or Client for confirmation and further information regarding easements. In the event of new services being installed refer to the appointed Engineer. It is recommended that hazard warning tape 'danger electric cable/danger services' to be installed over all service routes (to remain on site) to current BS guidelines (BS7671).

Lighting: Refer to lighting engineers drawings.

Planting: Plant species are selected and located in line with consideration of the site conditions, NHHG guidelines and discussions with the Local Authority and design team. All plants and planting procedure to conform to the David Jarvis Associates Limited Landscape Specification that will accompany the Construction issue drawings. No species or plant location is to be varied without prior consent of the Landscape Architect.

Biosecurity: All plant stock to be sourced from a supplier certified to be pest and disease free and in accordance with Plant Passport / Animal and Plant Health Agency (APHA) and current DEFRA requirements. Supplier information / certification to be retained for a period of not less than 12 years and must be made available upon request.

Foundations: Developers / Contractors to ensure that all foundations (buildings and external walling) are designed and constructed so as to take into account, at the time of maturity, any existing or proposed trees, hedgerows or other vegetation on the application site or existing vegetation on land adjoining the site at the time of construction and any trees felled or hedgerows removed on or adjacent to the site during the previous 15 years. For this purpose the developer / contractors will submit all relevant details to the authority dealing with the Building Regulations Certificate.

Design Levels: Levels shown are indicative and to be reviewed by an engineer at detailed design.

CDM: Drawings to be read in conjunction with Designers risk assessment. Potential risks above that of those associated with the general construction typical to the drawing are identified below.

**Drawing Revision**

Rev.	Date	Description	Drawn	Checked
P4	27/05/2021	Updated to latest SBR layout.	BS	PG
P3	05/03/2021	Updated to latest SBR layout and EA access requirements.	GR	BS
P2	19/10/2020	Updated to latest SBR layout.	GR	BS
P1	11/12/2019	First issue.	GR	BS

**Status**

**PLANNING**

**DAVID JARVIS ASSOCIATES**

DAVID JARVIS ASSOCIATES LIMITED  
 1 Tempon Street Swindon Wiltshire SN1 5DT  
 t: 01753 611773  
 e: mail@davidjarvis.biz  
 w: www.davidjarvis.biz

Client  
**CRÉST NICHOLSON OPERATIONS LIMITED**  
**AND BRISTOL METAL SPRAYING AND PROTECTIVE COATINGS LIMITED**

Project  
**PAYNE'S SHIPYARD**

**Drawing Title**

**LANDSCAPE MASTERPLAN**

Scale	Sheet Size	Date
1:500	A1	DEC 2019

Client Ref.	Drawing Ref.	Drawing No.	Status
2606-5-2	DR-5000	S4-P4	

**WARD:** Hengrove & Whitchurch Park

**SITE ADDRESS:** Hengrove Leisure Park Hengrove Way Bristol BS14 0HR

**APPLICATION NO:** 21/00531/P Outline Planning

**DETERMINATION DEADLINE:** 30 September 2021

**Outline planning application for demolition and residential-led redevelopment comprising up to 350no. Use Class C3 dwellings (including affordable dwellings), and up to 1,650sqm of flexible Class E uses, of which 150sqm is also Sui Generis (Hot Food Takeaway), along with cycle accesses, parking, servicing, landscaping, public realm, and associated works. Approval sought for Access, with all other matters reserved.**

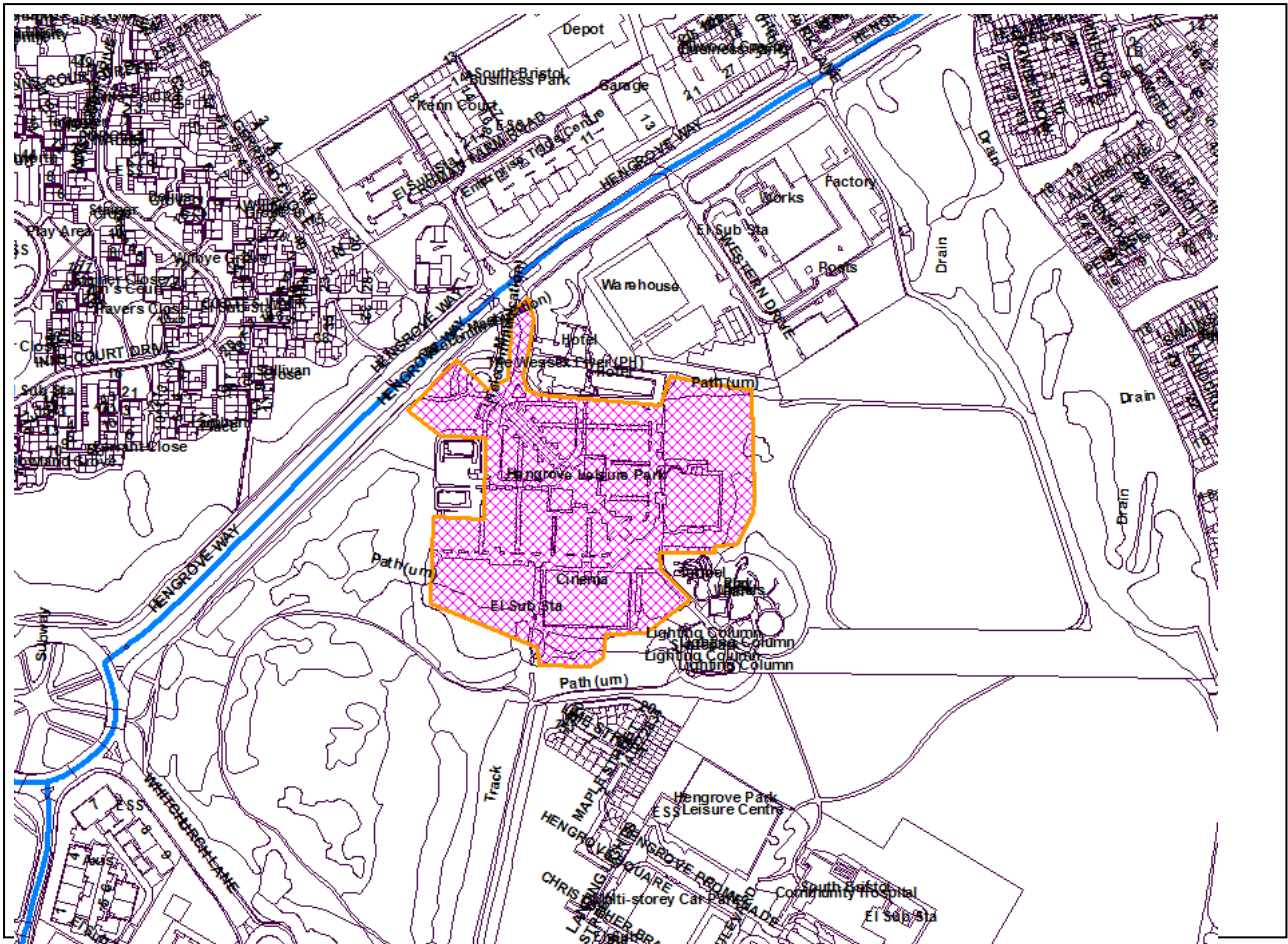
**RECOMMENDATION:** GRANT subject to Planning Agreement

**AGENT:** Savills (L&P) Plc  
Embassy House  
Queens Avenue  
Bristol  
BS8 1SB

**APPLICANT:** AEW UK Core Property Fund

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

**LOCATION PLAN:**



**Development Control – 22 September 2021****Application No. 21/00531/P : Hengrove Leisure Park Hengrove Way Bristol BS14 0HR****1.0 BACKGROUND**

- 1.1 This application is brought to Committee
- 1.1 Full consent was granted for a range of uses on the site in 1995 ref. 95/00682/F to include Cinema, Bingo Club, Sport Bowl, Night Club and Restaurants. The approved layout included the central car park with other uses around the edge. The land to the north of the bingo hall was levelled in anticipation of the sport bowl being sited there. This was not realised and the land has remained vacant.
- 1.2 Subsequently a range of applications have been approved on the site for alterations and signage. A drive through Costa Coffee on the half of the open space facing Hengrove Way, that not included in the application, was approved in 2019.

**2.0 SITE DESCRIPTION**

- 2.1 The application site is the core of the existing Hartcliffe Leisure Park which includes a large car park containing numerous street trees, a large bingo hall and adjacent land, a cinema and two single storey units located centrally, one previously accommodated Ben and Jerrys and is now vacant, the other accommodates Dominoes. Also included in the site is half of an area of green space that faces Hartcliffe Way, contains footpath links and which formed part of the original layout.
- 2.2 Vehicular access to the site is off Hengrove Way and is not adopted highway.
- 2.3 The two hot food takeaways to the west, Mc Donalds and KFC, are outside of the application site, as are the Premier Inn and Brewers Fare public house to the north of the site.
- 2.4 The site is bounded to the west and south west by The Mounds, a former landfill site now a Site of Nature Conservation Interest, to the north is the Western Drive Industrial Estate, to the south east the Hengrove Play Park, beyond which and to the east is Hengrove Park, for which outline planning permission was granted in 2020 for approximately 1,500 dwellings as well as non-residential floor space- ref.19/02632/PB.

**3.0 APPLICATION PROPOSAL**

- 3.1 The application is in outline form and includes access only for approval at this stage.
- 3.2 It is proposed to demolish the existing buildings on site and erect up to 350 dwellings, 150sqm for a hot food takeaway, (to accommodate Dominoes who are to relocate) and up to 1,500m2 flexible Class E floor space.
- 3.3 Vehicular access will be as existing and pedestrian/cycle paths are proposed linking into the approved scheme at Hengrove Park to the east and a footpath to The Mounds.
- 3.4 An indicative layout is included, which has undergone various iterations since the submission of the application. A consistent feature of the layout is the proposal for a diagonal green space across the site, following the line of the existing pedestrian route across the site through the car park. This space shown as being faced by apartments in part and roads serving houses towards the south. Apartments are shown backing onto the retained hot food takeaways. The proposed new hot food takeaway is shown as an isolated building on the Hengrove Way

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frontage. Car parking to serve the Premier Inn is located to the south of that use, it is understood that the provision of car parking is a condition of their lease.

- 3.5 Indicative parameter plans show a maximum height of 5 storeys towards the Hengrove Way frontage, dropping to 4 storeys with the majority of the site being a maximum of 3 storeys, indicative densities of between up to 60 dph and up to 100 dph and the non-residential floor space accommodated towards the northern part of the site facing Hengrove Way.

**Community Engagement****Process**

- 3.6 1,345 consultation leaflets were distributed to addresses around the site giving information about the proposals and a virtual consultation event and how to share any feedback to include hard copy. A dedicated email address was set up and a project website. The Hengrove and Whitchurch Neighbourhood Planning Forum and other local and citywide interest groups were sent invitations to comment. Presentations were made to local councillors and a public consultation event on the 15th December 2020 held on-line due to Covid restrictions.

**Response**

- 3.7 At the time the application was submitted 28 comments had been received. Comments focused on the number of houses being proposed for the area, the loss of leisure facilities and concerns about the local road capacity and increased traffic.
- 3.8 Five accessible car spaces were added to the illustrative layout in the south east corner in response to some comments to accommodate disabled visitors to the play park.

**Response to publicity on the planning application**

- 3.9 A total of 199 letters were issue to neighbours and business in the vicinity of the site with a closing date for comment of the 17th February 2021. The application was advertised on site and in the press with a closing date for comment of the 10th March 2021.
- 3.10 A total of 73 responses have been received, all but two objecting to the scheme.
- 3.11 The comments can be summarised as follows:

Lack of social and leisure facilities to serve existing and future residents

We have literally no local facilities for entertainment and the fact that the leaseholders havent invested any money into the area and are using the financial situation of Covid19 and tenants leaving the site to push through housing is a disgrace.

The surrounding areas of knowle west filwood hartcliffe all of which are growing and then the proposed plans around Bristol south's borders by BANEs and N,Somerset For large scale builds which would impact on bristol and the need to provide social and leisure outlets. This proposed plan is shortsighted and if the leaseholders cannot support what local people want then they should forfeit their lease and allow the city and its people develop it for the communities not profit. Concerns of owners and business are understood but things will change and the wider community will return. The park serves as a much needed local community hub and source of entertainment for local residents, many elderly and disabled people go here because it is close to home, the cinema is the only one within reasonable travelling distance for main and the situation will only be exacerbated once the clean air zone cuts Bristol in half and disadvantages those south of the river.

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Land should be used for children to play and youth , Covid highlighted need for places to play, it should be a social community space.

Inadequate infrastructure- Question of adequate police, education and doctors

Lack of jobs- We have very little local jobs, there are very few jobs in the area and everyone will have to commute, jobs will be lost.

Highways- the transport infrastructure is struggling as it is with the existing plans with Hengrove airport, more people will drive into town creating more congestion and pollution due to the loss of facilities that you can walk to

Cycle path- cycle path should be hard surfaced and sufficiently separate from pedestrians, there should be priority for those walking and on bikes where the green spine crosses the primary road

Lack of community consultation- I object to this planning proposal as the leaseholders have not properly consulted or worked with the local community who have vocally objected to plans for more housing on top of the 1400 we have being built on the old airfield in an already oversubscribed area of building. The leaseholders have made their arguments to a small group of people yet haven't listened.

Mix of housing- What are the proposals with regard to affordable housing-size, selling and rental costs, unless affordable no one is going to be able to afford them

Parking- the parking will be reduced for carers and parents visiting the play park

3.12 The Bristol Tree Forum have commented that an option would be to build around the trees rather than lose them, the need to build housing...should not take precedence over the need to ensure that the development is both environmentally sustainable and meet Net Gain objectives. There is no evidence that the proposals will achieve Biodiversity Net Gain. The application should not be permitted until it has properly addressed how it will replace and build upon GI. The amount of life span allocated to the trees is queried as more than the 10+ or 20+ years. It is not agreed that there are low connectivity values to the habitats on site. Taken as a whole they have important wildlife value. Trees could be transplanted to planned alternative locations.

3.13 Cllr Breckels has written objecting to the scheme on the grounds of the loss of the cinema, its loss will render the Hengrove Park development less sustainable and change the context in which it was granted permission, that contrary to previous information given the cinema is not shut, suggested alternatives include a mixed use scheme of residential and leisure, that the cinema could partly close and accommodate restaurants or retail with flats above, a pedestrianised boulevard with shops with flats over, bus services could terminate there, surface car park could become multi storey.

3.14 Flood Risk Manager has commented as follows:-

We have reviewed the sustainable drainage strategy and have the below comments:

- Further evidence is needed to explain why it is unfeasible for the site to achieve Greenfield run off rates. It is a large site, so should be able to achieve greenfield run off rates through incorporating more storage for surface water within the site.

- Should Greenfield run off rates not be achievable, there should be a 50% reduction on brownfield rates (not 30% as previously required), in accordance with updated requirements

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outlined in BCC's latest SFRA:

[https://www.bristol.gov.uk/documents/20182/4913559/Bristol\\_Level\\_1\\_SFRA\\_VF.pdf/6358cc8e-9ce3-e11f-83fd-bbb8674e3026](https://www.bristol.gov.uk/documents/20182/4913559/Bristol_Level_1_SFRA_VF.pdf/6358cc8e-9ce3-e11f-83fd-bbb8674e3026)

- A survey of the existing drainage system is required to determine whether there is capacity for this system to receive surface water during extreme storm events.

3.15 Sustainable Cities Team has commented as follows:-

A revised and full sustainability and energy statement will be required at reserved matters stage and the scheme will be required to meet BCC's adopted planning policies applicable at the time of the reserved matters application.

3.16 Bristol Waste Company has commented as follows:-

At present there is not information relating to refuse strategy, there is also concern that the road access to some properties appear to restrict traffic flow in a home zone arrangement, this has caused problems elsewhere where casual parking has lead to collectors being unable to access communal stores. This requires clarification.

3.17 BCC Arboricultural Team has commented as follows:-

I have reviewed the supporting documentation; the supporting arboricultural report is an initial implications assessments, tree survey and removals plan with no specific detail on how the trees will be affected other than proposed removals. The removals proposed are significant and therefore mitigation needs to be addressed as well as the provision for arboricultural methodologies in relation to the proposed.

Recommended conditions to be added at reserved matters.

3.18 BCC Archaeology Team has commented as follows:-

The submitted archaeological assessment in support of this application states "...the assessment concludes that there are no archaeological remains within the site and that no further archaeological work should be required to support the present application."

I would agree with this conclusion although there have been unexpected archaeological finds relating to the Roman landscape in area in recent years. Consequently a degree of archaeological monitoring will be required should this application receive consent.

This monitoring can be secured through attaching the standard pre-commencement condition for a programme of archaeological works an pre-occupation condition for the completion of an archaeological watching brief.

3.19 Crime Reduction Unit has commented as follows:-

The use of Secured by Design would ensure that current security standards are met. Trades buttons on access controls should not be met, larger blocks should use compartmentalisation to prevent free, unlawful movement through the structure.

3.21 Contaminated Land Environmental Protection has commented as follows:-

The submitted desk study was reviewed and is broadly acceptable for the proposed development. Further assessment will be required prior to commencement.



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3.22 Natural England has commented as follows:-

Natural England has no comments to make on this application.

3.23 BCC Economic Development has commented as follows:-

We would ask the applicant to consult further with us about the local economic opportunities and make all reasonable endeavours to substantially increase the quantum of additional employment to be created by the scheme above the net 28 fte additional within flexible 'E' use classes, including consideration being given to providing office or light industrial units alongside new leisure, retail and take-away facilities. Additionally, we would wish to see the 'E' uses provision being brought forward at an early stage of the scheme.

3.24 BCC Air Quality has commented as follows:-

Without additional information on the scale of increase in construction traffic I am unable to confirm whether the proposals are acceptable. The elements that have been considered adequately using an appropriate assessment methodology are considered acceptable from an air quality perspective.

**4.0 RELEVANT POLICIES**

4.1 National Planning Policy Framework – July 2021

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.

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

**5.0 KEY ISSUES****A) IS THE LOSS OF THE EXISTING LEISURE USES AND PROPOSALS FOR NEW NON-RESIDENTIAL FLOOR SPACE ACCEPTABLE?**

5.1 The loss of leisure facilities has been referred to by the majority of objectors with particular reference to the cinema with concern that there will be no option other than to drive significant distances to an alternative facility and that this will disadvantage older and disabled people. The associated loss of employment has also been raised.

5.2 Although the cinema had been shut during the pandemic it is currently open but not operating all screens.

5.3 The following are relevant to the consideration of this issue;

**i) Adopted policies**

5.4 BCS1 of the adopted core strategy includes support for mixed uses as part of south Bristol regeneration.

5.5 There are however no adopted policies that specifically address leisure uses and no list of uses that would be formally considered to be leisure uses though some leisure uses, such as

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sport, recreational and leisure facilities including public houses, are included in the list of community uses as set out BCS12 and DM5. These would consequently be afforded a level of protection under the aegis of those policies however it is not considered that these policies are intended to protect large scale leisure uses such as bingo halls and cinema complexes.

- 5.6 The site falls within the Hengrove and Whitchurch Park Planning Area, for which a Neighbourhood Plan was adopted in March 2019. This included a potential layout for the development of Hengrove Park which extended into the current application site to the rear and north of the bingo hall where housing was shown. The neighbourhood plan includes policies that are relevant to residential development to include the provision of allotments on or off site and 3% fully wheelchair accessible units on developments of 40 plus dwellings. There are no policies specific to the future of the remainder of the site.

**ii) Draft policies**

- 5.7 A local plan review was consulted upon in March to May 2019 and this included an allocation for the site. This review was not progressed for adoption following the withdrawal of the draft Joint Spatial Plan for the West of England and a revised local plan is currently being drafted.
- 5.8 A document 'Progressing Bristol's Development' was adopted in October 2020 setting out the development approach for the city. This document refers to the planning policy considerations to be taken into account when determining planning applications to include the adopted local plan, made local plans, a presumption in favour of sustainable development as per national planning policy where existing planning policies are out of date but also the policy direction given by the 2019 local plan review.
- 5.9 Accordingly some weight can be given to the allocation when determining the application.
- 5.10 The allocation was for;
- 'Reconfiguration for residential, new flexible workspace and existing leisure uses; or the use of the remaining undeveloped areas of the site for residential uses with flexible workspace as a whole'
- 5.11 Reason being to enable a more efficient use of the site and meet the need for new homes.
- 5.12 Development considerations were set out as follows:
- Provide suitable access to the site;
  - Include the re-provision of leisure uses if those existing buildings were to be lost;
  - Support an appropriate relationship with the existing Hengrove Park Site Allocation (BSA1401)
  - Be informed by a contamination risk assessment, making recommendations for remedial measures where required;
  - Respect the 'agent of change' principle by providing an appropriate scheme of mitigation to ensure adequate levels of amenity for future occupiers, without threatening the ongoing viability of existing noise-generating uses;
  - Be informed by an up-to-date preliminary ecological appraisal of the site which assesses the potential for the presence of legally protected and priority species, and, where appropriate, makes provision for mitigation measures; and

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- Respect the adjacent 'The Mounds' Site of Nature Conservation Interest, requiring a buffer area along the western and southern boundaries of the site and implementing measures to minimise light spill.

5.13 The estimated capacity was 150 homes, subject to master planning.

**iii) Assessment of loss of existing leisure uses**

5.14 The current proposals involve the loss of the leisure uses on the site namely the Bingo Hall and the Cinema.

5.15 To support the proposed development information has been included by the marketing agent for the leisure park about the current situation with regard to the bingo hall and cinema as follows;

Bingo Hall- the lease expires in 2022. Early in 2021 the operator went into CVA, (a Company Voluntary Arrangement), which is a mechanism for agreeing to pay creditors over a fixed period if a company is insolvent. At present a reduced rent is agreed and the lease can be broken at short notice by either party. The operator has stated that the use is not viable in the long term and does not intend to remain.

Cinema- pre-covid the attendance was less than 250,000 per annum and was loss making. There is a lease break in 2024 and they will not be renewing that lease. They had requested the landlord to take an early surrender of the lease.

5.16 As background to the current trading situation, market analysis is included with the application, which sets out the trends in requirements for bingo halls and cinemas with regard to catchment areas and locations. The former are given as looking for fewer locations with bigger catchment areas due in part to the growing amount of online gaming, the latter are also looking for large, wealthy, catchment areas and new cinemas are tending to be sited in city centres and of a boutique nature. These trends have been exacerbated by Covid.

5.17 Because of the market trends, it is opined that the buildings will not be attractive to alternative bingo or cinema operators but they have not been marketed. The market analysis also comments that trends from other 'big box' operators such as bowling, like cinemas, show that these are seeking central locations or large sites with adjacent leisure uses and would not be attracted to the site.

5.18 The market analysis does take into account the increase in population that will result from the permitted housing schemes in the vicinity of the site and concludes that the spending power of the enlarged catchment will still not provide the trade a cinema or bingo hall operator would seek.

5.19 Irrespective of the draft site allocation, it is outside of planning control to require businesses to continue to operate. Given the operators intention to leave the site and the unlikelihood of alternative operators wanting to locate there, if the application were resisted two large vacant buildings would be the end result which provide no public benefit and would hamper a housing scheme coming forward. This would be the result even if the view were taken that they were community uses.

5.20 Taking account of the above, no objection is raised to the loss of the existing leisure uses however in line with the draft allocation, it is relevant what re-provision of leisure uses may be possible.

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(It is understood that the uses that are to remain on the site benefit from a rolling lease and as they are trading well wish to remain and have made no approach to cancel the lease).

**iv) Potential for re-provision of leisure uses**

- 5.21 The draft site allocation does allow for the option of re-providing leisure uses as part of a re-development of the site.
- 5.22 The supporting information with the application does comment that social or leisure facilities would be better located within the non-residential element of the Hengrove Park scheme, however the mix of uses anticipated there will be more akin to local facilities with a community bias. The concept for Hengrove Park having been devised in the context of the leisure park remaining.
- 5.23 While it is recognised that the community use floor space at Hengrove Park has potential to provide leisure activities, particularly given the recognised cross over between some leisure uses and community uses, in line with the draft allocation the new floor space on the application site should ideally provide some form of leisure use that is complimentary to the anticipated uses at Hengrove Park.
- 5.24 The application specifies up to 1,500 square metres of use Class E floor space. As shown on the indicative layouts, this floor area would be on the ground floor of apartment blocks towards the northern boundary of the site.
- 5.25 Class E covers the following uses:
- E(a) Display or retail sale of goods, other than hot food
  - E(b) Sale of food and drink for consumption (mostly) on the premises
  - E(c) Provision of
    - E(c)(i) Financial services,
    - E(c)(ii) Professional services (other than health or medical services), or
    - E(c)(iii) Other appropriate services in a commercial, business or service locality
  - E(d) Indoor sport, recreation or fitness (not involving motorised vehicles or firearms)
  - E(e) Provision of medical or health services (except the use of premises attached to the residence of the consultant or practitioner)
  - E(f) Crèche, day nursery or day centre (not including a residential use)
  - E(g) Uses which can be carried out in a residential area without detriment to its amenity:
    - E(g)(i) Offices to carry out any operational or administrative functions,
    - E(g)(ii) Research and development of products or processes
    - E(g)(iii) Industrial processes
- 5.26 While this would have potential to accommodate some form of an indoor recreational use, which also has leisure value, such as gym or yoga studio, or a day centre of some type, the grant of an open Class E consent would not allow any control over this. Notably it would also allow flexible work space as referred to in the draft allocation but the intention in that allocation is that this would be as well as leisure, not an alternative to leisure use.
- 5.27 Accordingly it is recommended that the consent be restricted to E(d) and E(f) and that the provision of the floorspace be required by condition.
- 5.28 It is noted that Economic Development would wish to see offices or light industrial units along side new leisure however there is limited floor area to accommodate all uses plus a new office block will be provided on the Hengrove Park site.
- 5.29 Notwithstanding conditions will be need to restrict hours of use, noise from plant and details of

**Development Control – 22 September 2021****Application No. 21/00531/P : Hengrove Leisure Park Hengrove Way Bristol BS14 0HR**

any extract ventilation system to safeguard the amenity of the residents on upper floors.

**v) Loss of employment**

- 5.30 The matter of employment has been also been raised with regard to the loss of the existing leisure uses and the bingo hall and cinema are given as having provided around 60 jobs either directly or indirectly elsewhere in the supply chain.
- 5.31 BCS1 places great emphasis on the provision of employment opportunities to serve south Bristol.
- 5.32 As a rule employment uses are defined as those falling into uses B1,(now E(g)) B2 and B8- as referred to in BCS8. The NPPF does not specify use classes when considering economy but does refer to knowledge and data driven, high tech and storage and warehousing as requiring accommodation.
- 5.33 The proposed new non-residential floor space will provide some employment and is estimated at 88 either directly or indirectly through the supply chain but this can only be a loose estimate and will depend on the nature and number of uses. Hence there is potential for an increase.
- 5.34 As the uses being lost fall outside of the employment use definition, there is no justification for seeking a financial contribution towards training/apprentices, however it is agreed that a local employment strategy be secured by condition that will seek to employ and train residents from within the area during the construction stage.

**Conclusion**

- 5.35 It is not possible to enforce the ongoing operation of the cinema and bingo hall against current market trends. Alternative large leisure facilities will not be attracted to the site. It will be possible to control the mix of non-residential uses permitted to encourage the incoming use to be one with leisure value but it will not be possible to dictate that this is the case.
- 5.36 When considering the issue of leisure uses, this must be balanced against the provision of new housing that will be provided to include 30% affordable, which equates to 105 dwellings and will contribute to the corporate goal of 1,000 new affordable homes a year.
- 5.37 When reaching this conclusion, it must also be taken into account that at present Bristol does not have a five year land supply for new housing and therefore in line with para 11 of the NPPF, unless there are clear reasons for refusal based on other policies in the framework or adverse impacts of approval would significantly and demonstrably outweigh the benefits, when assessed against the policies in the framework as a whole, planning permission should be granted.

**B) IS THE QUANTUM OF RESIDENTIAL DEVELOPMENT PROPOSED ACCEPTABLE?**

- 5.38 The proposal is for up to 350 dwellings, which is far greater than the 150 stated in the draft site allocation. This in itself is not grounds for objection as the more efficient use of land is something fully supported by planning policy at national and local level. The average density would be around 75 dph and therefore would accord with BCS20 as the site falls within an area where higher densities of development would be encouraged.
- 5.39 It is relevant to consider how this quantum of development could be accommodated on the site, implications for the access to the site and the impact on surrounding road network, air quality, the resulting scale, noise and odour environment taking account of neighbouring uses, the impact it will have on the existing green infrastructure and what new it may deliver, impact

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on ecology and health.

- 5.40 The indicative layout that has been provided demonstrates one form the development might take. Some discussions regarding layout have taken place over the lifetime of the application but there remain changes that will be required before it is acceptable and it is not submitted for any form of approval. It is anticipated that the developer who takes on the scheme at Reserved Matters will engage at pre-application stage to discuss this matter further. A condition is recommended that states the features that must be incorporated into the layout and also one to require an urban living assessment in accordance with the Urban Living SPD.

### **Access**

- 5.41 Access is included for approval at this stage, this is taken to be all forms of access to include pedestrian/cycling links.
- 5.42 The existing road into the site from Hengrove Way is not adopted, it was designed to serve a leisure park that was largely only accessible by car.
- 5.43 While the surrounding highway network is considered to be able to safely accommodate the amount of traffic predicted to be generated by the development, it is essential that access to the site, and within the site, is designed to reflect the proposed residential use in line with current policies.
- 5.44 Since planning was granted for the leisure park planning policy at all levels has moved towards prioritising sustainable modes of transport, the importance of which has escalated since the declaration of the climate change emergency.
- 5.45 As a residential development of up to 1,000 new residents who need to be encouraged to walk/cycle/walk to public transport on a daily basis is it there is a need to upgrade the access accordingly to include a footway along both sides of the main access but also to bring the crossing facility at Hengrove Way up to current standards to facilitate access to the cycleway that has been created along the northern side of Hengrove Way.
- 5.46 The existing controlled crossing of Hengrove Way is in poor condition and not to current standards, is old and unreliable. This must be upgraded to comply with the Cycle Infrastructure Design- Local Transport Note 1/20 -July 2010, which sets out how high quality facilities should be designed. The July 2021 NPPF underlines the need for schemes to reflect current national guidance.
- 5.47 The applicant has provided a drawing showing a footway along both sides of the road but an outline scheme for the crossing works has not been provided at the time of writing though the applicant has acknowledged that these works will be required.
- 5.48 Accordingly a detailed condition is recommended requiring a detailed scheme incorporating specified features/items and that once agreed the works must be completed prior to occupation. A financial contribution of £250K will be required to pay for new signals at the crossing, which will be installed by the city council in liaison with the civil engineers undertaking the road works. This will be included in the proposed legal agreement.
- 5.49 Within the site there is an access corridor to the east into the Hengrove Park site which is currently shown as a cycle/pedestrian link and would connect to the road layout that has been approved within the framework plan for Hengrove Park. At present this is the preferred form of connection though should it be decided at a later date that a road connection between the two should be created, there is sufficient width to achieve this. A secondary cycle/pedestrian link is proposed to the south which would connect through to the arc of housing that is proposed

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within Hengrove Park facing the play area.

- 5.50 As part of the Reserved Matters a plan showing all roads to be put forward for adoption is to be required with the emphasis that adoption extends to the boundary of the site in the above instances.
- 5.51 Within the same condition it is stipulated that all on street car parking be part of the adopted highway. Problems have been experienced elsewhere where on street parking is allocated and therefore private, resulting in an adopted footway running one side and adopted highway the other side in that management and maintenance is confused and can be disputed, drainage from the footway goes to private land leading to silting up and poor drainage but also it prevent the local authority from repurposing the spaces at a later date, for example to provide additional electrical charging points.
- 5.52 A condition is recommended to detail electrical charging facilities in line with adopted standards, albeit a higher amount will be encouraged.
- 5.53 To encourage the choice of sustainable modes of transport as well as physical works travel plans will be required for both residential and non-residential uses. For the former there is an option of the city council undertaking the travel plan and a sum per dwelling would be required, alternatively a sum is required for the management and auditing of a Travel Plan to be approved. A clause will be included in the recommended legal agreement to allow for either option. There is only the option of the latter course of action for the non-residential use and this is included.
- 5.54 Traffic Regulation Orders to prevent parking at junctions and impose a 20mph speed limit will be required. The cost of these will be included in the legal agreement.
- 5.55 As the development has been assessment on the basis of a Transport Impact Assessment based on 350 dwellings, it is recommended that a condition is imposed to restrict the number of dwellings to this figure.

**Air Quality**

- 5.56 An air quality assessment is included with the submission and shows that without mitigation measures there is a high risk of dust from the demolition phase and construction phase of the development. Mitigation measures are included in the assessment and it is recommended that they are specifically referred to in the condition that requires a construction management plan.
- 5.57 There is some concern that given the scale of the development the amount of HGV movements might have a detrimental impact on air quality at Parson Street gyratory. Further information on this is to be required by condition and pending the outcome a scheme of mitigation measures will be required.
- 5.58 The air quality at the development site is acceptable for the proposed use and the impact of pollution on air quality from vehicles when operational will be negligible. If gas or combustion heating is proposed this could alter the situation however this would not planning policy compliant and would not be acceptable- see Key Issue E.

**Scale**

- 5.59 It is clear that a development of the size proposed will require buildings of height as well as extending across much of the site. The indicative plan showing buildings heights includes buildings up to five storeys on the main road frontage, dropping to four storeys with the houses, which take up most of the site, at a maximum of three storeys.

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- 5.60 The height of the frontage is a storey greater than other nearby development taking place, at Filwood Park, and approved at Airport Road. It is considered that these developments have potential to patch up the urban fabric along this main road that has hitherto has had limited built presence. There is therefore no objection to the scale in principle it is however regretted that the higher buildings will be juxtaposed with the permitted single storey Costa building and that the Dominoes proposed on the frontage is also single storey. The latter was approved prior to the site being put forward for residential development and it is understood that the location of Dominoes is a condition of them moving from the centre of the site, the one advantage being that it will share the car park and access with Costa. Details of how this will relate to the housing will require further consideration at Reserved Matters.

**Noise and odour**

- 5.61 One result of the quantum of development proposed is that it will be close to the existing uses that fall outside of the application site; KFC, Mac Donalds, Premier Inn and Brewers Fare.
- 5.62 All of these are uses that may generate out of hours activity from comings and goings and associated noise nuisance but also odour from cooking activities. They were originally designed and constructed within a context that did not include any residential accommodation and therefore the issues of noise and odour would not have been considered as significant at the time the planning application was assessed, which is reflected by the lack of controls imposed through planning.
- 5.63 Of particular concern are the two hot food takeaways because of the levels of associated activity, there are no hours of control through the planning system on either, and through the licensing system only a limit to midnight on KFC with nothing on McDonalds.
- 5.64 As well as these retained commercial uses, the play park and Hengrove Way both of have potential to generate noise nuisance.
- 5.65 Now residential is proposed these issues must be assessed and taken into account when designing the layout and construction details at Reserved Matters stage.
- 5.66 The draft site allocation makes reference to the 'agent of change' principle and that the amenity of incoming residents should be safeguarded against existing noise levels. The most up to date layout shows apartment blocks wrapping the two hot food takeaways and an area of car parking to the front of the Brewers Fare and Premier Inn.
- 5.67 The former may change but it is understood to be a requirement of the lease that a set amount of parking be provided to serve the Premier Inn and although there maybe scope to reconfigure this, it will be to the front of the building.
- 5.68 A noise and odour assessment is included with the application but this was undertaken during lock down. While there was some noise recording on site the noise assessment unavoidably used modelling to inform the amount of noise that would be generated in normal circumstances. There were no onsite odour surveys. Given this and that the layout at Reserved Matters will differ from that shown indicatively at present, a condition is recommended that requires a revised noise and odour assessment to be included with the Reserved Matters to take account of all the above.
- 5.69 It is anticipated that appropriate sound insulation will off-set noise issues but the odour situation is more difficult. As a rule this should be addressed at source and accordingly now the uses are fully open again information should be sought on the existing extract ventilation system and recommendations included for upgrade if possible. Alternatively mitigation



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measures will have to be designed into the scheme.

- 5.70 The assessment and recommendations therein shall be submitted for approval and implemented.

**Existing Trees**

- 5.71 The car park contains a large number of street trees within the car park, a thin area of woodland to the north backing onto the industrial estate and to the west backing onto Hengrove Park with other groups of trees to the south adjacent to the The Mounds site of nature conservation interest.
- 5.72 An Arboricultural Impact Assessment is included with the submission which includes a survey identifying a total of 286 individual trees and 10 groups of trees. Of these 13 have been categorised as B, which are either off site or around the periphery, with the remainder as C, which includes the trees within the car park.
- 5.73 The default position should be to retain all trees however it is recognised that the proposals will inevitably mean the loss of the trees in the car park irrespective of the layout. Although planted for some time it is recognised that these have not thrived and this may be connected to the design of the tree pits. There is no objection in principle to their loss.
- 5.74 Based on the indicative layout there will be some loss of the category B trees, but it is recognised that the situation may alter at detailed design stage when it will be possible to fully assess the significance of the loss.
- 5.75 In total the indicative layout would result in a loss of 271 trees.
- 5.76 The loss of trees must be compensated for by new tree planting in accordance with the Bristol Tree Replacement Strategy,(BTRS). As it stands it is calculated that a minimum 280 replacement trees will be needed as mitigation.
- 5.77 There are areas of open space within and around the proposed development shown on the indicative layout that have potential to support new trees that will become viable replacements. Small trees within front garden areas will not be accepted as replacements as their future cannot be guaranteed and they will by necessity be small trees.
- 5.78 It is always problematic with outline applications to know where there is scope to address the BTRS on site when detailed tree surveys have not been fully undertaken and detailed layouts unknown. If it were not possible, then this is the only opportunity to secure a financial contribution as mitigation.
- 5.79 In this instance given the amount of proposed open space, albeit shown indicatively, and existing open space retained, it is considered that there is potential to comply with the BTRS on site.
- 5.80 There will be a need to provide a Arboricultural Impact Assessment and Arboricultural Method Statement based on the detailed scheme to include an up to date tree protection plan and BTRS calculation. The Arboricultural Officer has recommended an appropriate condition.

**New green infrastructure**

- 5.81 As already described, the indicative layouts submitted to date include a central park diagonally sited across the site and it is anticipated that this will continue to be a feature at Reserved Matters Stage. As above, this area of open space has capacity to accommodate a number of

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new trees towards compliance with the BTRS.

- 5.82 The space will also provide the opportunity to accommodate local play opportunities for residents as set out in the Urban Living SPD.
- 5.83 The planting proposals for these areas, and appropriate management, have potential to improve the biodiversity of the site - as referred to below.
- 5.84 A condition is recommended that requires full details of landscaping, to accommodate the required number of trees as set out in the BTRS calculation, and how trees are to be planted using the Stockholm method. This type of tree planting is designed to be watered by rainfall run off so off setting the need to water that is crucial to the survival of new trees.
- 5.85 However the site does not include new allotments as set out in DM17 but also HWP7 of the neighbourhood plan which seeks 100m<sup>2</sup> of allotment per 25 dwellings but does allow for contribution to improving open space and allotments in the area.
- 5.86 The allotment team have been consulted and have identified an area of allotments off Goulston Drive in Hartcliffe that require clearing and fencing to bring them back into use. The cost is estimated at £36,650.

### **Ecology**

- 5.87 .An ecological assessment has been included with the application which concludes that the habitats within the site are of limited value to support protected species and that the buildings have negligible potential for bats. Further phase II surveys were undertaken which did not reveal any reptiles. An area of Japanese knotweed was identified on site but it is stated that this is being controlled by the city council. To ensure that this is fully addressed a scheme of dealing with it will be required by condition.
- 5.88 The draft layout includes the retention of an open area to the south west which is proposed to incorporate SUDS to be designed to be of value to wildlife to include planting of a wet woodland. Green roofs are given as being proposed.
- 5.89 Based on these proposals, and other suggested measures, a Biodiversity Net Gain (BNG) calculation has been undertaken to the effect that there would be a biodiversity net gain of 40.58%.
- 5.90 Given that layout and landscaping are Reserved Matters this figure cannot be definitive and a condition requiring a BNG calculation based on the Reserved Matters proposals is recommended.
- 5.91 A Landscape Environmental Management Plan will also be required to ensure new planting is managed in a way that supports wildlife but also to cover the provision of other measures to support wildlife in the form of bug hotels, bird and bat boxes etc as recommended in the Ecological Appraisal.
- 5.92 It is recommended that a walk over of the site to check for badgers be undertaken prior to the start of work and a Precautionary Method of Working will be required by condition.
- 5.93 As well ensuring that the site itself maximises its ecological potential, the Mounds Site of Nature Conservation Interest to the south will be affected by the increase in recreational use that will arise from the incoming population. It is important that this area is appropriately managed and access is directed in a way that its nature conservation value is retained. This will require ongoing management and at present the Avon Wildlife Trust wild nature project is

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providing project officers to oversee sites such as this. To ensure that this continues once the project is finished, funding to enable project officers to continue plus pay for some of the physical works that might be required a contribution is sought from the development. In the context of Hengrove Park £80K was secured, on a pro-rata basis an additional £20K is sought as a contribution in this instance and this will be covered by the proposed legal agreement.

**Health**

- 5.94 Given the size of the proposed development a Health Impact Assessment is a validation requirement in accordance with DM14, which links into the guidance in the NPPF regarding the promotion of healthy and safe communities. Through this it is relevant to take account the implications for the health of incoming residents and existing residents, address any adverse impacts, promote and enable healthy environment and lifestyles as well as providing good access to health facilities and services.
- 5.95 The assessment includes consideration of matters such as housing quality, access to health care, access to open space, air quality, ability to exercise, accessibility and active travel, crime reduction and community safety, social cohesion and access to healthy food.
- 5.96 Potential adverse impacts include potential for overcapacity of GP practises and the need for this to be addressed, this is something raised by objectors and was also an issue with regard to the Hengrove Park scheme, which will contribute £90K to physical works to the Armada GP Practice to enable space there to be brought up to a standard suitable for use by doctors. The issue of dust from construction is identified and measures will be needed to mitigate this. Other recommendations include matters such as wheelchair accessible housing, strategy for renewable energy, a management plan for green space and a noise management plan, all these are covered by conditions.
- 5.97 Positive impacts include the accessibility to new open space, provision of play, pedestrian and cycling links outside of the site and to well established cycle routes to include the Malago Greenway and public transport routes.
- 5.98 Overall there are a number of positive impacts and measures that can be put in place to improve the impact in many instances.

**C) WHAT SHOULD BE INCLUDED IN THE RESERVED MATTERS?**

- 5.99 All matters aside from access are reserved for future consideration. However it is the outline that would be the planning permission and the reserved matters process can only assess details, it cannot be used to exert control of any kind. Consequently given the extent of the unknowns in this instance it is necessary to recommend a large number of conditions on this outline application that include controls, where necessary, over a range of details that will need to be submitted for approval. This will include details of refuse and recycling stores to be accompanied by a waste management strategy so address concerns expressed by Bristol Waste.
- 5.100 A condition is also recommended outlining the design information that should be included with the Reserved Matters.

**D) ARE THERE ANY ARCHAEOLOGICAL IMPLICATIONS?**

- 5.101 Intrusive archaeological survey work has been undertaken in parts of the site previously which have not revealed any archaeological remains. The archaeological officer is aware of this but notes that there have been unexpected archaeological finds relating to the Roman landscape in the area in recent years.

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5.102 Accordingly a degree of archaeological monitoring will be required and this can be secured by condition.

**E) ARE THERE ANY CONTAMINATION ISSUES?**

5.103 A desk study has been included with the application and is considered broadly acceptable for the proposed residential development. However there will be a need for further work prior to the development commencing on site. Conditions can be used to address this.

**F) DOES THE PROPOSAL ADEQUATELY ADDRESS CLIMATE CHANGE?**

5.104 As the proposal is for more than 100 dwellings a BREEAM communities assessment is a requirement as set out BCS13. However as a largely residential lead development of medium size an accepted approach is for the developer to answer a number of questions that relate to the impact of the development beyond the site. If answers to the questions are mixed, as in this case, it is agreed that a statement setting out how the development has addressed the BREAM community requirements to the stage reached is an acceptable approach as opposed to a formal assessment through the appointment of BREEAM assessor. This has been submitted and is acceptable.

5.105 An outline sustainability statement is included with the application which proposes to achieve a 30% reduction in residual emissions and this is supported.

5.106 Emerging policies in the revised local plan which is currently being drafted would require a 100% reduction in residual emissions and the objective of making Bristol carbon neutral by 2030 in line with the declared climate emergency. Consequently the developer is encouraged to look for opportunities for further reductions in energy demand and CO2 emissions.

5.107 A revised and full sustainability and energy statement will be required at reserved matters stage. A full overheating assessment will also be required plus information on how the scheme will provide superfast broadband. Conditions are recommended to address these issues.

5.108 A draft SUDS scheme has been submitted which has been queried as it did not show run off equivalent to green field. No further revision has been submitted and given that the detailed scheme will be dependant on the finalised layout it is considered acceptable to condition this.

**6.0 IS THE DEVELOPMENT CIL LIABLE?**

6.1 This is an outline application. The CIL regulations require that CIL liabilities are calculated when reserved matters applications are submitted as until the reserved matters stage it is not necessarily clear as to the exact level of CIL liable floor space.

**7.0 EQUALITIES ASSESSMENT**

7.1 During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

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**8.0 RECOMMENDED GRANT subject to Planning Agreement**

8.1 The Legal Agreement shall secure the following:

- Affordable Housing- policy compliant i.e. 30% of which 77% must be for social rent and 23% for intermediate tenure such as shared equity
- TRO contribution
- Travel Plan contribution (£212 per dwelling)
- Contribution towards the management and maintenance of The Mounds SNCI: £20,000 is suggested.
- Possible contribution to mitigate loss of existing trees on site to comply with the Bristol Tree Replacement Standard – if required.
- Fire Hydrants (6) at £9,000
- Allotment contribution (£36,650)

8.2 In the event that Members are minded to grant planning permission, delegated authority is sought to finalise the planning conditions.

## **Supporting Documents**

### **3. Hengrove Leisure Park, Hengrove Way, BS14 0HR.**

1. Hengrove Leisure Note – 2<sup>nd</sup> September 2021

# **Additional Leisure Note**

## **Hengrove Leisure Park, Bristol** September 2021

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This note provides a further summary of the viability of the leisure uses at Hengrove Leisure Park. This note follows our earlier note provided to Bristol City Council in July 2021.

### **Cineworld**

The lease of the Cineworld Cinema contains a break clause in May 2024. Cineworld has confirmed it has no intention of renewing its lease at the site (for the whole or part of the unit) and have in fact previously wished to end the lease prematurely.

Cineworld reduced its operational floorspace within the unit, closing 2 of its 14 screens, prior to the pandemic and as part of its efforts to encourage Cineworld to stay at Hengrove, AEW offered to scale down the lease and the associated rent accordingly, reducing the screen number to between 7-10, and taking on letting risk with the remaining floor space.

While the cinema has now partially reopened to gain some income, they have not paid any rent, service charge or insurance during 2021, and only partially in 2020 having been required to recently by the courts.

The long term operation of the unit does not form part of Cineworld's long term plans. Cineworld graded all of their assets before the Covid-19 pandemic and this venue was placed into the bottom grade of assets. This position has been compounded by the pandemic and associated impacts on the leisure sector. As reported in the national media in 2020, Cineworld considered entering a Company Voluntary Arrangement (CVA) due to its financial challenges, and the Hengrove unit would in that instance be identified as a priority for immediate closure.

Therefore regardless of the current redevelopment proposal, a Cineworld cinema or any of the established operators will not be a medium or long term occupier on the site.

### **Buzz Bingo**

Buzz Bingo reduced its operational floorspace within the unit prior to the pandemic and entered into a CVA in mid 2020 due to the insolvency of the business.

As set out in a letter submitted by Buzz Bingo to BCC in March 2021, Buzz Bingo is seeking to consolidate their operations in its other units in Bristol due to the challenging viability of the operation of this unit. Buzz support the demolition of the unit as part of the residential-led redevelopment of the site, and note that their decision to vacate the unit is not a result of the outline planning application but rather due to the long-term viability of the unit at Hengrove.

AEW has worked positively with Buzz Bingo to arrange for Buzz to continue operating at the site in the short term on a rolling-basis on a minimal rent while they wrap-up their operations at the site. AEW has agreed a short term lease with Buzz in order to facilitate this, which either side can break at short notice.

As a result of the above, it is expected that this unit will become vacant in the near term.

## Summary

As noted above, both the Cinema and Bingo units are expected to become vacant shortly regardless of the proposed development. Both occupiers reduced their operational floorspace prior to the pandemic which confirms that the viability of their operations in this location was already challenging even before the effects of the pandemic.

AEW have tried to worked positively with both operators to seek to retain them as occupiers but it is clear both intend to vacate the units.

It is noted that there have been comments on the outline planning application which support the retention of the cinema and bingo hall within a new development scheme. As set out above, these units will soon be vacant regardless of the planning application and it is therefore not possible to retain the occupiers within a redevelopment. Regardless of this situation, retaining these uses within a residential scheme creates challenges as these uses are not likely to be compatible with each other. The cinema and bingo hall are reliant on car-based visitors and therefore require a substantial amount of parking. The traffic created by visitors along with other impacts would reduce the amenity of the new residents.

It is therefore noted that while the units are currently loosely occupied, they will become vacant in the near term and the proposed redevelopment would help to avoid any anti-social behaviour that could occur within or near the vacant units while also providing a number of benefits, including the delivery of up to 350 new homes on a brownfield site.

The new residents will also help to support the local centre which is to be delivered as part of the Council's Hengrove Park scheme, within easy walking distance of the application site.

Savills  
COB/GL  
September 2021