

WARD: Ashley CONTACT OFFICER: Andrew Cross

SITE ADDRESS: 2 Moon Street & 2-18 Stokes Croft Bristol BS1 3PR

APPLICATION NO: 19/01817/F Full Planning

DETERMINATION DEADLINE: 11 September 2019

Demolition of all buildings and mixed use development comprising a block of student cluster flats with associated communal facilities (sui generis use), 'flexible' ground floor commercial floor space (Use Classes: A1, A2 and/or A3) and first floor office space (Use Class B1(a)), all with associated refuse and cycle storage.

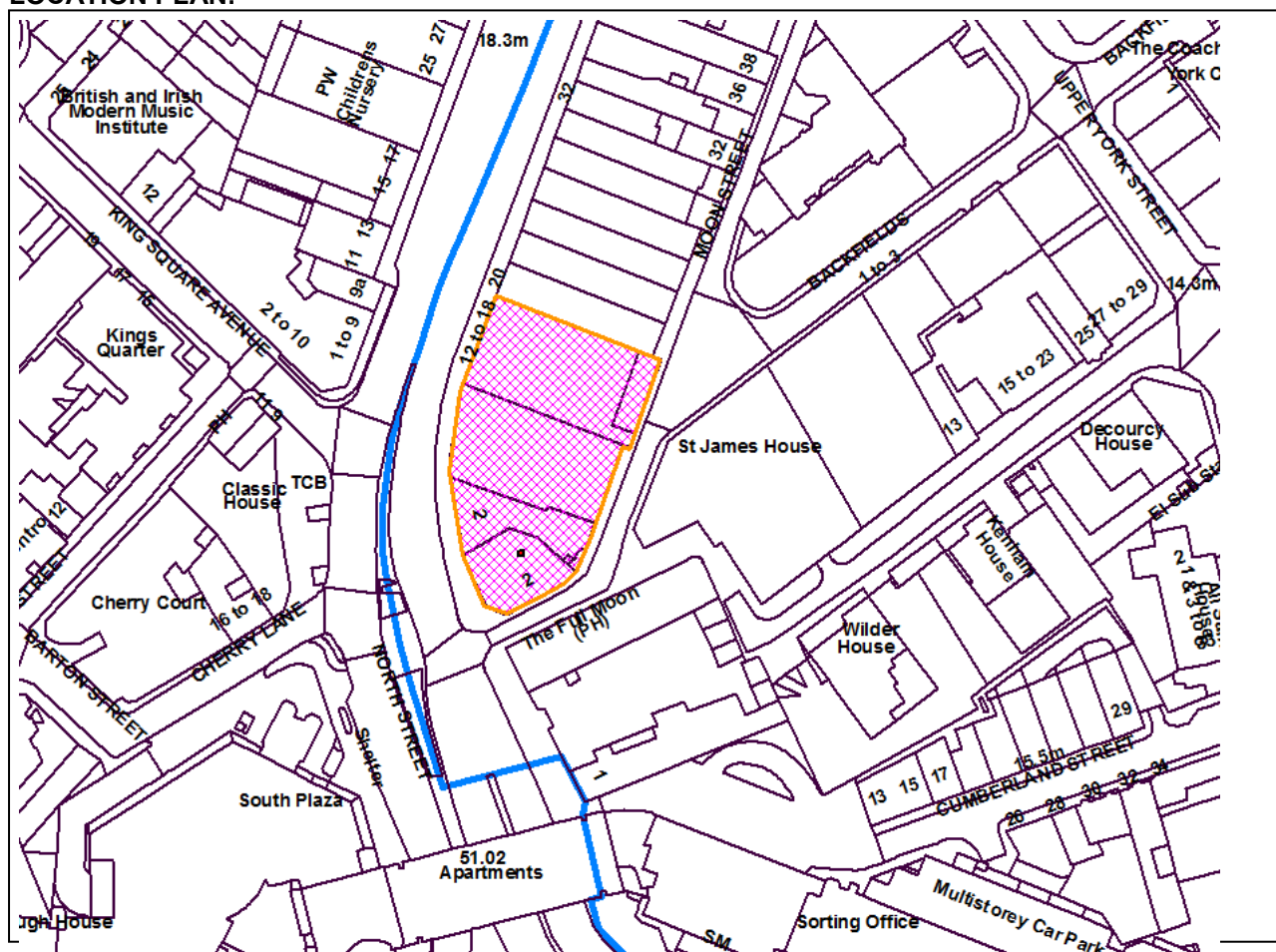
RECOMMENDATION: Refuse

AGENT: Aspect360 Ltd
45 Oakfield Road
Clifton
Bristol
BS8 2AX

APPLICANT: RedOak Project F.S.A.

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

LOCATION PLAN:



Development Control Committee A – 16 October 2019**Application No. 19/01817/F : 2 Moon Street & 2-18 Stokes Croft Bristol BS1 3PR****SITE DESCRIPTION AND APPLICATION**

The application site is located at 2 Moon Street and 2-18 Stokes Croft. The site is bound by North Street and Stokes Croft to the West, and Moon Street to the South and East. The site comprises 2 Moon Street (433.86 square metres of B1(a) office space); 2 Stokes Croft (The Blue Mountain Nightclub); 4-10 Stokes Croft (Vacant cleared site of 0.057ha), and; 12-18 Stokes Croft (824.05 square metres previously occupied by Sebright Printers B1(c) use). The existing buildings on site are two-storey.

The site is set within the Stokes Croft Conservation Area and the Grade II Listed Full Moon Pub is located directly to the south. The building abutting the site to the north at 20-26 Stokes Croft is identified as an unlisted building of Merit within the Stokes Croft Conservation Area character appraisal. Surrounding uses comprise a mixture of office, commercial, residential and leisure uses.

The application proposes the construction of a building of up to 8-storeys forming a perimeter block surrounding a central courtyard. The 8-storey element would front Stokes Croft/North Street, whilst elements to the north and east would be 7-storey. Building heights would step down to 6 storeys to the southern end of the site, adjacent to the listed Full Moon pub. The proposed accommodation would comprise ground floor commercial uses (A1/A2/A3 uses) fronting Stokes Croft/North Street, with a total floorspace of 599 square metres across three units; 567 square metres of open plan B1(a) office space at first floor level; and specialist student accommodation comprising 241 student bedrooms across 42 cluster flats.

See plans and supporting documents for full details.

RELEVANT HISTORY

Application site:

2-18 Stokes Croft

18/02178/PREAPP - Student accommodation with internal and external amenity space and retail/commercial units at street level. CLOSED.

4-10 Stokes Croft

06/04949/F - Demolition of existing nightclub building and erection of 5 storey building to provide 12 no. apartments, 2 no. commercial units, bin store and bike store. REFUSED. APPEAL DISMISSED

08/00550/F - Demolition of existing Night Club building and erection of 12 no. student apartments, 2 no. commercial units, bin store and bike store. REFUSED. APPEAL ALLOWED.

11/02217/COND - Discharge of condition nos. 4, 5, 6 and 7 of planning application no: 08/00550/F for demolition of existing night club building and the erection of 12 no. student apartments, 2 no. commercial units, with bin store and bike store. CONDITIONS APPLICATION DECIDED. Conditions not discharged.

11/02544/R - Renewal of planning permission ref. 08/00550/F (allowed on appeal ref. APP/Z0116/A/08/2082507) for the demolition of an existing night club building and the erection of 12 no. student apartments and 2 no. commercial units, with bin store and cycle store. PERMISSION GRANTED.

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11/04212/COND - Discharge of conditions 1,2,3,4,5,6,7,8,9 & 10 for planning permission 11/02544/R - Renewal of planning permission ref. 08/00550/F (allowed on appeal ref. APP/Z0116/A/08/2082507) for the demolition of an existing night club building and the erection of 12 no. student apartments and 2 no. commercial units, with bin store and cycle store. (Major application). CONDITIONS APPLICATION DECIDED. Three pre-commencement conditions were not discharged as inadequate information was provided.

13/02337/F - Erection of a five storey building comprising 24 no. one and two bedroom apartments and 310 sqm of Class A1, A2 or A3 floorspace with associated vehicular parking, bin/cycle storage (Major application). PERMISSION GRANTED.

14/06226/COND - Application to approve details in relation to condition 2(Air Quality) 3 (Noise) 4 (Sound Insulation) 7 (Detailed Drawings) 8 (Samples) 9 (Contamination) and 10 (Remediation Scheme) of permission number 13/02337/F Erection of five storey building comprising 24 no. one and two bedroom apartments and 310 sqm of Class A1, A2 or A3 floorspace with associated vehicular parking, bin/cycle storage. CONDITIONS APPLICATION DECIDED.

Adjacent site of relevance:

7-29 Wilder Street, 1-3 Backfields and Land At Corner Of Backfields And Upper York Street

18/02548/F - Redevelopment of existing buildings (except for retained listed building at 25 Wilder Street) and two commuter car parks to provide purpose-built managed student accommodation (345 beds) (sui generis) and ground floor employment floorspace (Class B1); refurbishment and change of use of 25 Wilder Street to provide a three-bedroom dwelling (Class C3); and associated works (Major Application). REFUSED. APPEAL ALLOWED.

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 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 community involvement. This sets out that prior to the application being submitted consultation was undertaken with various stakeholders, including local councillors; local amenity groups; neighbours/surrounding businesses, and; The University of Bristol. A pre-application enquiry was also submitted to Bristol City Council, followed by subsequent discussion with Planning and Urban Design Officers.

In summary of key points set out within the Statement of Community Involvement submitted: the principle of student accommodation was raised as a concern within comments, given the existing local concentration of such uses. A need for commercial/employment uses to serve local needs was identified through the consultation, as was a need for permanent residential accommodation in the area. Design issues were also raised, including in relation to the overall height and scale of the proposals. Bristol Civic Society expressed that any development on the site should be a maximum of 5-storeys in this location, with the top floor set back. The need for high quality design was also expressed. Conservation issues were also raised during consultation, including impact upon

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heritage assets. Issues of parking, safety and security; sustainability, and; the need for public realm improvements were also raised through the pre-application consultation.

In response to the issues raised the proposals were amended, with the maximum height of the submitted scheme reduced from 12 to 8 storeys (when compared with the pre-app submission). Employment floorspace has been added at first floor level and the ground floor commercial space split across three units to better cater for the needs of local businesses. The changes have also resulted in a reduction of student bed-spaces to 245. A tabulated display of the amendments made in response to the community consultation is set out within the submitted Statement of Community Involvement.

RESPONSE TO PUBLICITY AND CONSULTATION

Consultation was undertaken via site and press notices, along with letters sent to surrounding properties.

82 written responses were received in response to public consultation, raising concerns that can be summarised as follows:

Principle (refer to Key Issues A and B)

- o Loss of existing nightclub, which is valuable to the community, and an important part of alternative music culture in Bristol
- o The site should be used for affordable housing and/or community space
- o There is an existing over-concentration of student accommodation in the area
- o Music venues and social spaces should be safeguarded or replaced by similar venues of the same capacity
- o Transient nature of student population does not build community
- o The proposal does not serve the needs of the local community

Amenity (refer to Key Issue C)

- o Noise impact upon future residents from surrounding uses, including the neighbouring Full Moon
- o Lack of amenity space for residents
- o Increased anti-social behaviour by introducing more students to the area
- o Overlooking of surrounding buildings/windows
- o Overshadowing
- o Potential impact upon the neighbouring pub/club through noise complaints from residents of the proposed development

Design/Conservation (refer to Key Issue D)

- o Design is out of keeping for the area
- o Too many storeys
- o Proposal does not respect surrounding Listed Buildings
- o Commercial space would be better set up as small business start-up units
- o Question the appropriateness of the main residents entrance being on Moon St
- o Development is over-intensive
- o The scheme is bland and generic
- o Development is of excessive height and bulk

Highways (refer to Key Issue E)

- o Increased pressure for on-street parking
- o Lack of cycle storage
- o Conflict during busy drop-off/pick up times, with vehicles blocking access, including servicing access to surrounding businesses

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

Support (1):

- o "Please demolish the Blue Mountain Club - the noise and vibration created by it harms the amenity of surrounding residents."

The Bristol Civic Society has commented as follows (29.06.19):**"1 Summary**

The Civic Society supports the principle to redevelop to bring a vacant and under-used site back into beneficial use to provide more housing and promote economic development. The Society opposes the proposed change of use to student accommodation in an area where there is a dominant student population, and which requires further residential accommodation to meet Bristol's housing need in the city centre and to sustain a settled community that will provide year-round support for local infrastructure. The Society does not support the height and mass of the proposed design which would conflict with the character of this part of the Stokes Croft Conservation Area.

2 The site - The proposal relates to large urban block on the south of North Street/Stokes Croft with a return frontage on Moon Street. 2, Stokes Croft are empty offices, the Blue Mountain Club site is demolished, and the remainder of the site is occupied by Seabright Printers.

3 Planning history - The planning history is not a material consideration in relation to the current proposal other than the unbuilt consent 13/02337/F permitted redevelopment of 4-10 Stokes Croft as student accommodation. This permission is not relevant to this scaled-up application.

4 Demolition - Neither of the standing buildings has any architectural merit that merits retention.

5 Change of use

5.1 The loss of employment space - The proposal would reduce the current level of employment space on the site by around 50%. The loss of employment floorspace within the city centre must be considered in line with Policy BCAP7. The Applicant needs to demonstrate that the proposal meets the policy and that the loss of employment space would not harm the economy and employment opportunities in the local area. Emerging Policy H7 at paragraph 7.49 provides, "In more commercial areas development should not result in harm to the diversity of uses within that area. Harm is likely to occur when purpose-built student accommodation and associated activities account for a significant proportion of uses within an area. As a guideline threshold, in areas with a largely commercial context the council considers that purpose-built student accommodation (including the proposal) that exceeds 1000 bed spaces within 200 metres of the site is likely to result in harm." There are more than 1,000 student bedspaces within this area - see below. The St Paul's Planning Group has strong evidence of an unmet demand for local employment space.

5.2 Student accommodation - There is currently a demand for purpose-built student accommodation in the city. Policy DM2 'Residential Sub-Division and Specialist Housing' and policy BCAP4 support the principle of student accommodation in the city centre if the development does not contribute to a concentration that would harm the surrounding residential amenity.

5.2.1 Following the 2013 planning permission, which supported the principle of student accommodation, there has been a material change of planning policy. Emerging Policy H7 will manage student accommodation to direct it towards identified areas both in the city centre and elsewhere. The purpose of emerging Policy H7 is to safeguard existing communities and support delivery of new homes whilst supporting thriving universities. To advance this aim paragraph 7.48 of the emerging policy provides, "Development should be avoided in areas of the city with a strong residential context. These are areas where the majority surrounding land use is residential. In

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Bristol City Centre they include St. Paul's, Old Market and parts of Harbourside." The National Planning Policy Framework states that consideration should also be given to the Local Plan Review which has now passed the public consultation stage.

5.2.2 The context of this policy reflects the quantity of existing student accommodation:

Blenheim Court, Marlborough Street 233 students

[BRI Old Building -preapplication proposal dating from 2015 - 400 students]

Cherry Court, Barton Street, 175 students

13-31 Cumberland Street, 87 students

13-19 Dean Street 225 students

Studio 58, Dighton Street 99 students

Hamilton Court, 1 flat with capacity for 8 students

King Square Studios, 61 students

King Square Studios, 243 students

IQ, Marlborough Street 362 students

Marlborough House 339 students

[29-31 Portland Square 257 students current planning application]

[7-29 Wilder Street - 348 students - planning refusal subject to appeal]

5.2.3 Neither the Design and Access Statement Society or the Planning and economic statement appears to provide an impact assessment of further development of specialist student accommodation in the area following the Council's [pre-application] advice letter of the 31st August 2018.

5.2.4 Recently, the area has received a large influx of new permanent residents. The local residential population will continue to rise for some years to come. St. Paul's is again a popular residential area. There is understandable local resistance to a substantial increase in student numbers in the area, which residents consider would undermine the principle of a balanced community of permanent residents. The Society would strongly prefer employment use at street level and private residential accommodation on the upper floors. There is a significant market interest in both uses. There is a substantial unmet need for residential accommodation in the city centre. In the Society's submission student accommodation within 200 metres of the site has already reached a harmful concentration which this scheme would increase. The dominant student population is not resident for several months in every year. Experience in other parts of the city where student residents are dominant shows that local businesses find it difficult to survive the lack of business during vacations. This has a negative impact on the range of ancillary services available to the permanent population. This area needs more long-term residents.

5.2.5 If the Council supports the Applicant's development proposal, a development of this size should contribute to the local housing needs as part of a mixed development. Emerging Policy H7 further provides, "At other locations any proposals for purpose-built student accommodation should only form part of mixed-use developments comprising a proportion of other residential uses." Stokes Croft is not an area nominated in the emerging policy to develop more student accommodation. The scheme offers no residential accommodation.

6 Mass and height

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6.1 The Stokes Croft Conservation Area Character Appraisal says of Stokes Croft' - "7.2.5 The roofline along Stokes Croft steps up and down between two storey buildings up to five, though the average building height is between two and three storeys, giving the impression of an overall linear form to the street. Exceptions to this are Westmoreland House, nos. 37-39 Jamaica Street, and nos. 77-79 Stokes Croft. In future development, current building heights should be respected in order to retain the overall character of the street and impact of existing taller buildings."

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6.2 Although the southern part of Stokes Croft comprises cheaply designed buildings erected to replace war damaged properties, most of the buildings in the Stokes Croft character area, above the Full Moon Hotel, reflect the original plot sizes. This mix of buildings creates local character and distinctiveness. A building of the size, and height, proposed would totally dominate and overbear the southern end of Stokes Croft and repeat the planning error of the 51.02 building. The proposal must reflect the predominant scale within the Conservation Area and not the exceptionally poor 51.02 building beyond the conservation area boundary. The Grade II listed Full Moon public House would be lost against the mass of new masonry.

6.3 The effect the scheme would be to extend the character of the 'student quarter' which is narrow streets dominated by tall buildings rising from to the back of the pavement. It is soulless and dispiriting and lacks any sense of local character or place. The proposal would extend this monotonous character of student accommodation to the east of Stokes Croft. The scheme would be the antithesis of the placemaking policy and would harm the Stokes Croft Conservation Area. The construction of a building that exceeds the height of St. James House creates a strong concern of potential harm to the opportunity to make Backfields a pedestrian friendly space.

6.4 The local references for a building on this site are the Full Moon Hotel and St. James House in Moon Street. Material planning considerations are the consent for 4-10 Stokes Croft - 13/02337/F - (4-floors above ground) -and for the car park in Wilder Street - 14/03981/F - (4-floors above ground). Westmoreland House - 15/05930/F - is a major, high density regeneration project at the top end of Stokes Croft, it is 5-floors above ground screened by lower, 4-floors above ground buildings. These consents do not create an expectation for a greater height for the redevelopment of Stokes Croft properties. The height should not exceed 5-floors with upper storey set back, to include any plant enclosure.

6.5 The proposed increased pavement width in Moon Street would be a planning gain. The Society welcomes the possibility of improved street level activity in Moon Street which is the appropriate access for bicycle and waste storage.

7 Building design

7.1 The Society supports modern building design in this part of the Stokes Croft Conservation Area. However, the proposed scheme does not respond to the modest prevailing scale of the local urban context or to its relationship to with the Grade II listed Full Moon Pub. Critical to the success of the development is good quality design and materials. The site spans several of the original Burgess plots which it consolidates into larger building blocks. The detail of the architectural elements within each bay are bigger than the prevailing scale of the earlier building further up the Croft that establish the conservation area's architectural context. The Society suggests that it would improve the sensitivity of the response to the prevailing context of conservation area if the design included vertical elements that marked the boundaries of the Burgess plots. The design turns the North Street/Moon Street corner attractively.

7.2 The internal courtyard would be an inadequate provision of outdoor amenity space for a development of this magnitude. It would be a gloomy space and adequate only as a lightwell.

7.3 The Society expects bespoke student development to be adaptable to other uses should there be a fall in demand. The spacing of the structural walls and windows should be sited to enable the purpose-built student housing to be converted into residential apartments in a manner that minimises modification to the external envelope.

8 The public realm

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8.1 The Society is aware of active redevelopment interest by the owners of the Coroner's Court/Lakota site and the 7-29 Wilder Street / 1-3 Backfields site. The redevelopment of these sites may bring forward for redevelopment other nearby low-grade commercial buildings. The developers and the Council must consider this development in the context of extensive local redevelopment. Multiple developments give the opportunity to invest in the improvement of the public realm to the benefit of all.

8.2 The Society suggests that the developer together with other owners (as above) and the Council undertake a study to select improvement opportunities in the surrounding streets. Apart from upgrading the surviving setts and pavements, an open space at the Backfields Moon Street junction offers an opportunity to create an attractive public place. The Society does not support machining the setts to produce a smooth road surface in this area.

9 Public art - The Society would prefer that money set aside for public art be spent on better quality street furniture such as street lighting and litter bins.

10 Conclusion - In a city with strong development pressure like Bristol, it is incumbent upon planners to seek what is best for an area in terms of serving social, economic and environmental needs. This exercise must balance the competing needs of providing new homes, employment space and student accommodation. The effect of the scheme would be to expand the local Marlborough Street 'student quarter', an area dominated by large commercial blocks which is soulless and dispiriting. This over-concentration of student accommodation is the antithesis of the Council's placemaking policy. In relation this site at this stage of Stokes Croft's redevelopment cycle the need for more homes outweighs other considerations. Permitting further student accommodation would exacerbate an already existing harmful overconcentration that has led to an imbalanced, less inclusive and sustainable community. The construction of a building that exceeds the height of St. James House creates a strong concern of potential harm to the opportunity to make Moon Street and Backfields a pedestrian friendly space. "

Montpelier Conservation Group has commented as follows:

"We write with our objections to the above application.

- o This site is within the Stokes Croft Conservation Area, and is adjacent to the Grade II listed Full Moon.
- o The existing buildings on the site are 2 storeys and date from post-war reconstruction following bomb damage and road realignment.
- o There is a lapsed 2013 planning consent for a 5 storey building on the site of 4-10 Stokes Croft. The site was cleared but despite this no building has been constructed.
- o The present proposal is for a building of 6-8 floors, with the Stokes Croft facade split into a number of linked elements. These form neither separate buildings nor a unified whole.
- o The top floors of the buildings would be set back slightly, but this would not reduce their perceived height.
- o The proposed building does not respect the context of the Stokes Croft Conservation Area as identified in the Stokes Croft Conservation Area Character Appraisal (SCCACA), and would be harmful to the Conservation Area and to a number of Heritage Assets, as set out below:

Scale

"The roofline along Stokes Croft steps up and down between two storey buildings up to five, though the average building height is between two and three storeys, giving the impression of an overall linear form to the street..... In future development, current building heights should be respected in order to retain the overall character of the street and impact of existing taller buildings ..." -

SCCACA - 7.2.5 Character Analysis

The predominant scale in this part of Stokes Croft is 2 or 3 storeys, with the Full Moon the tallest building at 3 storeys plus a gabled attic.

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The scale of the proposed development does not respect the current building heights, and the abrupt change in scale from the two storeys of 20-26 Stokes Croft to the seven storeys of the proposed building would emphasise its excessive scale.

'5102', situated just outside the Conservation Area, has an overbearing presence and terminates views south along Stokes Croft. The height and bulk of the building acts as a landmark, although a negative one" - SCCACA - 6.2.2 Landmark Buildings The proposed building would bring the height of '5102' into the Conservation Area and would create an additional Negative Landmark Building within it, which cannot be acceptable. The massing of the building, despite stepping down to "only" six storeys on Moon Street, would leave the Full Moon dwarfed and isolated between two buildings of inappropriate scale, harming both the setting of the Listed Building and the character of the Conservation Area.

Urban context

"Buildings along Stokes Croft generally front directly onto the pavement" - SCCACA 6.1.1 Spatial Analysis

While the existing buildings on the site front onto the curved pavement line, the facade of the proposed building is formed as a series of flat planes mostly set back from the pavement. This loses the urban context which is characteristic of the Stokes Croft Conservation Area. It should be noted that the only post-war building which has been set back from the pavement is 80 Stokes Croft (Hamilton House), which is identified as a Negative Building in the SCCACA (Figure 14).

Bridging the southern end of Stokes Croft and terminating views down the street is the former Avon County Council headquarters, '5102'. Whilst having a dominating presence, this building marks the start of Stokes Croft at the southern end (SCCACA 6.1.2)

The proposed building, by being similarly dominant and being located where the street curves, would create an early termination of views down Stokes Croft and have the effect of redefining the perceived boundary of the Conservation Area.

Impact on Heritage Assets

The applicants assert that the proposal "causes no harm to the heritage asset of the Full Moon Pub, rather it provides a better urban setting and backdrop to the listed building".

The six storey building would in fact be overbearing to the Full Moon and dominant in views of it. The widening of Moon Street footpath and setting back the new building's facade would lose the tight urban grain that formed the historic context of the listed building and which was retained in the post-war reconstruction of the area. The Full Moon's isolation between two massive modern buildings would in fact leave it devoid of any meaningful setting.

Justification

The applicants argue that the proposed scale makes the scheme viable (Design & Access Statement p31). Given that the cost of the site is a significant element in determining the viability of a development, the need for a development of the proposed scale suggests that the site has been overvalued, perhaps in the expectation that an excessively large development would be permitted. This cannot be grounds for planning consent being granted.

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

Conservation Advisory Panel has commented as follows:

"This application does not respond to the scale, form and quantum of development within the surrounding area of Stokes Croft and totally disregards its context. The scale, massing and height of the proposed development, the proposed palette of materials and alterations to the dimension of local backstreets would cause substantial harm to the character and appearance of this part of the conservation area and the setting of nearby heritage assets and other non-designated heritage assets. This proposal would not generate any public benefit that would outweigh the adverse harm that this scheme would cause to the significance of relevant heritage assets within the surrounding

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area; as such it is contrary to relevant Local Plan policies and paragraphs 194, 195 and 197 of the NPPF."

The Coal Authority has commented as follows (04.06.19):

The Coal Authority Response: Fundamental Concern

The Coal Authority records indicate likely historic unrecorded coal mining at shallow depth beneath the application site. A shallow coal mine investigation was undertaken to clarify the risk to the proposed development. These investigations comprised of 13 no. boreholes which were limited to areas accessible prior to the demolition of the existing building. These intrusive site investigations did not encounter coal or evidence of coal mine workings within 30m of the surface of the application site. The report concludes that shallow coal mining is unlikely to be present. However, these investigations did uncover two features. One of these features is identified, in the professional opinion of the report's authors, to be a well; this is located approximately in the centre of the site. The other feature is identified to be an unrecorded mine entry and was located within the south-eastern part of the application site, 3.8 metres from the eastern site boundary. This unrecorded mine entry was proved to be at least 18m deep, but its bottom was not reached.

The Coal Authority's interests lie with the 1 no. unrecorded mine entry. Building over the top of, or in close proximity to, mine entries should be avoided wherever possible, even after they have been capped, in line with our adopted policy:

<https://www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries>. It is a requirement of NPPF, paragraphs 178-179, that the applicant demonstrates to the satisfaction of the LPA that the application site is safe, stable and suitable for development.

The unrecorded mine entry poses a significant risk to the safety and stability of the application site. The Coal Authority therefore objects to this planning application on this basis.

Further intrusive site investigations should be undertaken to determine the exact condition of the 1 no. unrecorded mine entry. Findings from these investigations should be used to identify the feature's zone of influence and to formulate an appropriate scheme of remediation. This is required before the LPA can be satisfied that the application site can be safely developed.

[Full comments from the Coal Authority are available via the online planning record in relation to the application.]

The City Council City Centre Development Officer has commented as follows (02.10.19):

[Please refer to the electronic online record for the full comments].

We have concerns about the further development of student accommodation in the St Paul's area (including Stokes Croft), which could lead to a less diverse housing stock and community. The number of bed spaces in the local area should be assessed to determine whether the development would result in a harmful concentration. Development together with existing purpose built accommodation including HMOs should not account for a significant proportion of all housing in the area. The level of impact on local residential amenities and character should also be considered.

The Bristol Central Area Plan states 'As a shopping street, Stokes Croft has struggled to retain conventional high street businesses, but it has emerged as a vibrant cultural hub in its own right, being a breeding ground for alternative businesses and community-led regeneration and a focus for street art within the city centre. St. Paul's and Stokes Croft is also home to the Circomedia circus training centre, a variety of performance venues including the Cube cinema, and a selection of nightclubs.'

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At the time of application, the nightclub was still in operation and we believe it still is, demonstrating the demand in the area. We are also aware of strong demand for other potential cultural uses, including rehearsal and performance spaces. The applicant has not considered policies BCS2 and BCAP9.

The provision of employment space in the form of office space is welcomed. There may be an opportunity to provide more small-scale flexible workspace to reflect the strong and growing demand for such space. More flexible workspace may be more appropriate than so much retail floorspace, given the changing nature of the sector. The provision of employment space is in line with policy BCAP6.

The City Council City Design Team has commented as follows (29.07.19):**In Context**

The starting point for any proposal in and around the site should consider the Stokes Croft Conservation Area Character Appraisal, SCCACA. This document provides the information needed to set out some key principles to respond positively to the historic character of the area. The proposal disregards this information. Likewise, the submitted Heritage Assessment should inform the design approach of place-making. Based on this, the scheme should demonstrate how has responded to it. This is not the case. The conclusion stating there is minimum impact from the proposal in its historic context is disputed, especially on the relationship to the Grade II listed Full Moon building. Additionally, the heritage statement does not consider some of the other heritage assets surrounding the site and dismisses the overbearing nature of the proposal on those assets.

Visual Impact

There is no submission of a visual impact assessment. Images in the DAS document (pages 27-28) are insufficient to give comfort. Verified views should be provided from agreed viewpoints, being the impact on the skyline of the Moon Pub an important one. Other views are as important. For instance, the north boundary blank elevation will tower over the neighbouring buildings, bringing a detrimental impact to the CA.

The proposed use of inappropriate materials in the Conservation Area is not supported. The use of CorTen steel in the immediate backdrop to a Seventeenth Century inn is grossly inappropriate, even in a dense urban setting. The intended use of brick is rendered oppressive through the sheer scale of the proposed development and is out of character utilised over the extent of these facades.

Height Scale Massing

There is not a satisfactory analysis of the wider context to justify the proposed height, scale and massing of the proposal. For instance, the location of the site and of the Full Moon very much defines the perceived boundary of the CA. Therefore, the former Avon County Council building, which is not in the CA, should not be used as a precedent for a taller development in the site. In doing so, it will not only harm the setting of the listed building but will negatively affect the definition and character of the CA.

There is a historic grain which is not picked up in the design. This grain should be re-introduced, conserve the verticality and the texture of the urban fabric expressed on the surrounding built environment. The concept expressed (DAS page 31) ...of a 'family of four buildings' which work together, but varied in architectural façade treatments and heights... is considered a misinterpretation of the given pre-app advice.

The prevailing height is 2-4 storeys. The proposed 6, 7 and 8 storeys family of buildings are such a departure from the prevailing building heights within the CA. Additionally, the visuals (DAS pages 47-51) are insufficient to demonstrate that the levels of sunlight/daylight achieved with this proposal are adequate into the building and external spaces. This information is fundamental to assess the quality of both, the students' amenity and the public realm against the intensity of the development

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in terms of height and massing.

The conservation of the Grade II Listed Full Moon and its setting must be given 'great weight' under the requirements of the National Planning Policy framework. Similarly the special character of the Conservation Area must also be afforded the same degree of consideration in the planning balance. The proposed buildings are over-scaled for the location; far too high and with no tangible relationship with the clear urban rhythm and grain of the CA.

We note that the north elevation of the building will be largely blank and featureless, and be highly visible within the Conservation Area. The scale and lack of architectural response will be visually harmful and create an unacceptable visual break between the Conservation Area and the Full Moon, separating it from its context and sandwiching it between high-rise developments of an over-dominant character. Development on this site must be of a contextual and subservient scale and character.

The overbearing effect of the proposals on these assets, and the setting of other Listed buildings, including the former Coroner's Court on Backfields, is unacceptable. There is a high degree of harm posed to these assets which is not offset by a proportionate level of public benefit.

Movement

Part of the expected positive response is to enhance the pedestrian movement through the area whilst preserving or enhancing the character and appearance of the CA. The three surrounding streets demand a relevant public realm/movement response according to existing and new traffic. The widening of the footpath along Moon Street does not respond to the tight urban grain of the historic context and setting of the Full Moon building. Although Highways is keen on this widening, a different option should be explored when very few vehicles go down that route: this stretch of lane could be designed for pedestrians/cyclists only.

Layout

Cluster of 8 or more beds flats is not recommended. 4-6max is seen as better. Adaptability has been mentioned (DAS page 39). Although this is welcome, information submitted needs more work to demonstrate the convertibility of the clusters into regular residential accommodation.

The City Council Conservation Officer has commented as follows (03.09.19):

[Please refer to the electronic online record for the full Conservation Officer comments]

Summary

Development is based on a poor assessment of the historic significance of designated and undesignated assets, fails to place the required "great weight" in the conservation of the historic environment, and provides inadequate tangibly public benefits to offset the significant degree of harm posed by development.

The suggested scale, massing, materiality, and design, have a strongly negative impact on the Stokes Croft Conservation Area and adjacent designated and non-designated heritage assets. Proposals are unjustified, and would result in the extension of the poor-quality, over-scaled development outside the area's boundaries extending into, and harming, the special character the Conservation Area. The loss of landmark characteristics of the Full Moon Inn would harm its architectural significance and result in broader damage to the local distinctiveness of the local area.

We strongly recommend that this application is withdrawn, or refused in-line with national legislation, and national and local policies designed to protect the historic environment.

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[Please refer to the electronic record for full comments]

The submitted acoustic report makes a comprehensive assessment on the suitability of this site for residential accommodation and the necessary mitigation required for this. As would be expected the report finds that the acoustic environment, particularly on the Stokes Croft side of the development, is dominated by traffic and entertainment noise with high noise levels both during the day and night.

Whilst the acoustic report shows that the building can be suitably insulated against the existing noise environment, it must be noted that recommended internal noise levels will only be achieved with windows closed and that secondary ventilation provided. For rooms facing on to Stokes Croft the report also recommends in 5.4.3 that windows will need to be sealed shut. Properties where windows have to be sealed shut or kept closed is not ideal.

The assessment has shown good acoustic design and therefore I feel it is appropriate for residential accommodation to be considered here. I also feel that it has to be noted there are a number of other residential blocks nearby so to a certain extent the principle for this type of development with windows having to be closed to maintain suitable internal noise levels should be accepted for this site.

If this development were to go ahead then the Blue Mountain Nightclub would close. The Blue Mountain is licensed to be open until 2.30 am Monday to Wednesdays and until 6.30 am Thursday to Sundays. Bristol City Council has a history of, and still does receive complaints regarding noise from the Blue Mountain. There are a number of residential properties in Stokes Croft which are in relatively close proximity to the Blue Mountain. Complaints have mainly been regarding music from within the premises and more recently also regarding music from outdoor event held at the premises. The removal of the Blue Mountain from the area could therefore be considered as providing a net acoustic benefit to the area.

If the issue of windows having to be sealed shut can be suitably resolved then I would not object to this application but would ask for the following conditions should the application be approved:

1. Façade sound insulation (residential)
2. Sound Insulation (between uses)
3. Noise from plant & equipment restriction
4. Details of Extraction/Ventilation System (A3 use)
5. Odour Management Plan
6. Noise from plant & equipment affecting residential
7. Use of Refuse and Recycling facilities (commercial uses only)
8. Deliveries (ground floor commercial uses only)
9. Opening hours (Commercial uses only)

The City Council Highways Officer has commented as follows (25.06.19):

[Please refer to electronic record for full comments]

Summary of Recommendations:

- o Full TRICS output data is required as is a multi-modal trip analysis of the commercial and office units to enable assessment of traffic impact.
- o Cycle parking for the commercial/office elements is required as per BCC standards
- o Concerns are raised regarding the lack of servicing provision for the commercial elements.
- o Waste storage for the retail elements is required

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- o A detailed student movement strategy is required given the level of movement this would generate in addition to concerns regarding the constraints within the local area
- o £70k is sought for cycle infrastructure improvements, to be secured via S106
- o A highway works plan is required
- o Changes to the travel plan are required

The Bristol Waste Company has commented as follows (06.06.19):

For 245 student beds, we would recommend that the following waste and recycling provision is allowed for (based on weekly collections): 8x 360l bins (plastic/cans); 3x 240l bins (glass); 1x 240l bin (paper); 3x 1100l bins (card); 5x140l bins (food waste); 9x 1100l bins (refuse). The office bin store appears to only be accessible via a staircase which is not suitable. It is neither safe nor practical for bins to be manoeuvred down a flight of stairs. The commercial units should all have enough space for at least 2 x 1100 bins. It will not be acceptable under any circumstances for the commercial or office units to store their bins on the street.

Ideally bin stores should be accessed directly from the roadway and be located at the edge of the property nearest to where collection vehicles are able to safely stop. Additionally, collection operatives will not pull/push container bins more than 5 metres from the agreed waste collection point to the collection vehicle. It would therefore be more appropriate for the bin store to be located adjacent to Moon Street rather than at the centre of the building.

Due to the large number of bins required at this site and the restricted width of Moon Street, access and servicing arrangements must be set out to ensure that collections are practicable from this site.

The City Council Sustainability Officer has commented as follows (24.07.19):

The strategic approach to reducing energy demand including through reductions in air permeability, is noted and welcome. I recommend conditioning evidence that the proposed air permeability standard of 4m³/m².hr @ 50 Pa has been achieved as should this not be achieved it will have a bearing on the demand for space heating.

Regarding the heating strategy, I am unclear how it is proposed to provide space heating in the student units. It should be noted that resistive electric heating (panel heaters) are not listed in the heat hierarchy and therefore would not meet the requirements of BCS14.

As identified in the Sustainability Statement the scheme is situated within the heat priority area. District heating connection should be explored and set out as part of the application submission.

Overheating

In light of the internal layout, built-form and orientation of the scheme I request additional analysis to provide assurance that the scheme will not be liable to over-heating under current and projected climate scenarios. Units likely to be at greatest risk are those with a southerly or westerly aspect. The analysis should be based on dynamic thermal modelling and the assessment of overheating risk be based on a recognised methodology such as CIBSE TM52 (or applicable equivalent) and cover the projected life-time of the scheme i.e. 60 years to 2080. Any 'failures' should be addressed through modifications to the design starting with measures to reduce solar gain.

Broadband

Information on the potential for ultrafast broadband is noted. Additional information (evidence) is required to show how the scheme will meet the policy requirements - as per the Connectivity Practice Note.

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The BREEAM Assessment report is noted, as is the potential to achieve BREEAM Excellent. Given the policy requirement for BREEAM Excellent I recommend requesting information to clarify if it is possible to create more 'head-room' in terms of BREEAM credits to provide confidence that BREEAM Excellent is achievable.

The City Council Flood Risk Officer has commented as follows (12.07.19):

As Lead Local Flood Authority, we object to the proposals as presented, due to the location of the attenuation tank being located under the building and therefore the resilience, maintenance and access issues inherent in the tank's location.

The City Council Air Quality Officer has commented as follows (17.05.19):

I have reviewed the air quality assessment, which concludes that the impact of the development is negligible and that no new exposure is introduced. I have no objections on the grounds of air quality.

The City Council Land Contamination Officer has commented as follows (12.06.19):

The submitted report (Geodyne Limited. 28/06/2017. Combined Phase I Desk Study and Phase II Exploratory Investigation, Stokes Croft. 37147) only covers the middle portion of the current site boundary as such we would expect to see further assessment prior to construction, we would support demolition occurring before any further investigation takes place. The report does identify elevated levels of lead, however the ground floor of the site appears to be hard standing only which would mitigate issues from this.

The report identified two potential features that will require further consideration and appropriate decommissioning. A potential mine shaft in the south east of the site and a suspected old well in the area of WS6. Further details regarding the capping solution should be presented with any future remediation strategy.

With regards to the ground gas monitoring that took place, confirmation is required as to the depths of the response zones for the monitoring points; whether the further assessment mentioned in the report was undertaken, and if so what the results were.

We note the Coal Authority are currently objecting to the proposed scheme due to the potential coal mining feature on site. Presuming a methodology of decommissioning and capping can be undertaken (or alternatively the scheme be redesigned) then the following conditions are recommended to be applied to any future planning consent

Contamination - Site characterisation
Submission of remediation scheme
Remediation Verification
Reporting of Unexpected Contamination

Given the site was bombed during World War Two an Unexploded Ordnance risk assessment must be completed prior to any further investigation or works on site.

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The incorporation of green roofs is recommended, with benefits in relation to sustainability and flood risk mitigation as well as in relation to wildlife.

Conditions are necessary for the provision of Bat and Bird boxes, and in relation to vegetation clearance on site.

The Police Crime Prevention Design Advisor has commented as follows (05.06.19):

The main student entrance into the building will be via MOON STREET, this area lacks surveillance and has a recessed covered area. The lack of surveillance in addition to the sheltered area can result in inappropriate loitering. It is clearly easier for offenders to commit crime if they cannot be seen at any stage of the criminal act. Developments where the design denies residents the ability to see what is taking place outside and around them will be more likely to suffer from crime and anti-social behaviour.

- o I acknowledge that the applicant will consider applying for Secured by Design certification, as such we would urge the LPA to make it a condition of the planning application that Secured by Design (Homes 2019) is achieved. We would happily assist in the process from the outset.

- o The main entrance doors including the external doors to the cycle/bin store need to meet STS 202 Issue 6:2015 Burglary Rating 2 or equivalent.

- o The access control into the building should meet the requirement of section 27.24 of Secured by Design Homes 2019. But must be by the use of a security encrypted electronic key (e.g. fob, card, mobile device, key, etc.) not numeric keypad.

- o Developments of over 25 flats, apartments, bedsits or bedrooms can suffer adversely from anti-social behaviour due to unrestricted access to all areas and floors of the building. Therefore the use of access control should be used to limit movement for visitors through the building and only allow residents access to authorised areas. Details on how to achieve compartmentalisation are shown in section 27.29 Secured by Design Homes 2019. Communal doors should also have the facility to sound a localised alarm if forced or held open.

- o The secure mail boxes must meet the requirements of TS 009.

- o The CCTV system should be capable of providing 'identification' quality at each entry point the site. 'Identification' is defined in the Surveillance Camera Commissioners publication CCTV Buyers Toolkit. Due to the vulnerability of the MOON STREET entrances the system should extend to cover these areas.

- o With regard to the commercial element of the development, the Bristol Core Strategy does state that a BREEAM "Excellent" rating will be expected for non-residential development. By attaining the Secured by Design Commercial 2015 award, the applicant would demonstrate that this has been achieved.

RELEVANT POLICIES

Planning Obligations - Supplementary Planning Document - Adopted 27 Sept 2012

Urban Living SPD - November 2018

Stokes Croft Conservation Area Character Appraisal

Planning (Listed Buildings & Conservation Areas) Act 1990

National Planning Policy Framework – February 2019

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

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

Development Control Committee A – 16 October 2019**Application No. 19/01817/F : 2 Moon Street & 2-18 Stokes Croft Bristol BS1 3PR****KEY ISSUES****(A) LOSS OF NIGHTCLUB**

Concerns relating to the proposed loss of the Blue Mountain nightclub was a common thread through many of the objection comments received from local residents, as well as giving rise to objection from people living elsewhere in and around Bristol who visit Stokes Croft for the nightlife, including that offered at the Blue Mountain.

Policy BCAP9 expresses that existing cultural facilities should be retained in those uses and enhanced where possible unless appropriate replacement facilities are provided in a suitable alternative location. As set out within the supporting text to that policy: "For the purposes of this policy, 'cultural facilities and tourist attractions' refer to cultural or leisure facilities that are of regional, national or international importance or that make an important contribution to the distinctiveness of the city centre's visitor offer such as museums, theatres, concert venues, specialist cinemas, sport venues and historic buildings and monuments."

From the public comments received it is apparent that the Blue Mountain nightclub is valued by those who visit it by virtue of the alternative music and nightlife offered at the venue, and the contribution that the premises makes to alternative culture in Bristol. Whilst it is acknowledged that Stokes Croft draws in visitors, in part by virtue of its alternative nightlife, it is considered that whilst the Blue Mountain club comprises part of the local offer, in itself the club is not of regional, national or international importance to warrant specific safeguarding under the provisions of policy BCAP9. There are a significant number of other night time economy uses within the Stokes Croft area such that the vibrancy and alternative nightlife offer would not be eroded to a degree that would warrant refusal under the provisions of policy BCAP9.

Some of the public comments received express the nightclub as a community facility. Whilst the blue mountain may be valued by its clientele, does it comprise a community facility? Within the supporting text to policy BCS12 it is stated:

"The term Community facilities is wide-ranging and can include community centres and childcare facilities, cultural centres and venues, places of worship, education establishments and training centres, health and social care facilities, sport and recreation facilities and civic and administrative facilities. It may also include other uses whose primary function is commercial but perform a social or community role i.e. sport, recreational and leisure facilities including local pubs. Such services and facilities provide a focus for local people, helping to promote better personal contact between groups and individuals and generating community spirit and a sense of place. Together, they are essential to the quality of life of people living and working in Bristol and can help to reduce levels of deprivation and social exclusion and improve health and wellbeing."

The supporting text therefore places greatest importance on non-commercial uses that provide social or welfare benefit to the community. Leisure facilities may be considered a community use, although the policy does not assert that this is always the case. A nightclub or pub for example, in an area where there is no other such provision, may be of importance to the community to facilitate social interaction to a degree that it is considered a community facility, however this is not necessarily the case where there is alternative provision within the vicinity that provides leisure and social opportunities for local residents.

Given that locally there is a variety of alternative nightlife venues, including those that host live music events, it is considered that whilst the Blue Mountain nightclub is part of the existing cultural and social offer in the area, it is not of such individual importance to be considered a community facility by definition, and certainly not in the same way that a community centre or healthcare centre would be considered a community facility.

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That said, the importance of the venue to those who frequent it is apparent from the public consultation comments received, and therefore for the sake of completeness, consideration will also be given to the policy text relating to community facilities. The policy wording of 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.

The variety of nearby nightlife venues, including those that support DJs and live music acts, as well as those slightly further afield but still within the city that also support the alternative music scene, are such that the events, DJ's and live music acts that are hosted at the Blue Mountain would continue to be accommodated locally as well as elsewhere within the city and therefore the cultural offer would remain, albeit at different venues. On this basis it is considered that there is not a demonstrable need for the Blue Mountain club specifically, and as such, even if the venue were considered a community facility, its loss would not be harmful to a degree that would warrant resistance to redevelopment of the premises for other purposes appropriate for the area.

(B) NATURE AND MIX OF USES PROPOSED

Policy BCS2 expresses that Bristol City Centre's role as a regional focus will be promoted and strengthened, and that development will include mixed uses for offices, residential, retail, leisure, tourism, entertainment, and arts and cultural facilities. The policy identifies Stokes Croft as an area where continued improvement will be promoted, and expresses that major developments should demonstrate measures to enhance social inclusion and community cohesion, especially in respect of those communities close to the City Centre.

Policy BCAP1 states that new development in Bristol City Centre will be expected to contribute to the mix of uses in the wider area. A mix of new homes, employment and other uses will be sought as appropriate to the site and its context.

Office floorspace (B1(a) use):

Policy BCS8 relates to employment floorspace (use classes B1-B8) and expresses that employment land outside of Principle Industrial and Warehousing Areas (PIWA's) will be retained where it makes a valuable contribution to the economy and employment opportunities. The policy also expresses that new employment floorspace suitable for smaller businesses will be encouraged as part of mixed-use development.

Policy BCAP7 states that employment sites in St. Pauls should be retained for employment use unless it can be demonstrated that (i) there is no demand for employment uses; or (ii) continued employment use would have unacceptable impact upon the environmental quality of the surrounding area; or (iii) a net reduction in floorspace is necessary to improve the existing premises; or (iv) it is to be used for industrial or commercial training purposes. In relation to the Stokes Croft and St Paul's area, policy BCAP6 seeks the provision of small scale flexible work space suitable for a wide range of employment uses.

BCAP45 (The approach to St Paul's and Stokes Croft) expects the provision of family housing and small business space in order to support the needs of the area. The policy also refers to a consideration of a flexible approach to planning control in Stokes Croft, particularly to changes of use in shopping frontages. Policy BCAP17 relates to secondary shopping frontages within the city centre, and expresses that retail or other related uses will be acceptable where they would help to maintain or enhance the function of the shopping area.

SPD10 (St Pauls) expresses that where the Council considers the loss of existing employment floorspace may be appropriate because of its poor quality, there is an expectation that redevelopment proposals incorporate an adequate supply of employment floor space to help meet

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identified local demand. The SPD also seeks mixed use developments in support of the vitality of the area.

The Stokes Croft frontage of the application site is within a designated secondary shopping frontage, although at present there is limited provision that is complementary with the shopping frontage, largely due to the vacant gap site to the central portion of the application site.

In terms of commercial floor space, the existing 434 square metres of office floor space would be replaced with slightly increased provision of 567 square metres, and would comprise modern flexible office accommodation suitable for modern needs. This element of the proposal is supported, with identified need locally as well as city wide for such accommodation.

The existing 824 square metres B1(c) use (currently occupied by Sebright Printers) would be lost and not replaced directly, however the scheme incorporates ground floor retail provision of 599 square metres spread across 3 units fronting Stokes Croft. Whilst this may not accord entirely with the provisions of policies BCS8 and BCAP7, there is identified local need for such accommodation to support local businesses, including small start-up businesses, and this approach is supported by the provisions of policy BCAP45 in terms of flexibility regarding uses within shopping frontages, as well as being supported by aspirations within the St Paul's SPD. On balance therefore, the loss of the B1(c) unit and replacement with retail uses is considered acceptable on balance.

The application submitted seeks flexible uses of the ground floor units for uses within classes A1, A2 and A3. There is however a risk that all units would be occupied as A3 (food and drink) uses, and as such may deny the shopping frontage of vitality as a result. It is therefore considered more appropriate to restrict uses by condition (if planning permission is granted) to ensure that no more than one of the units may be in A3 use. In doing so this would secure diversity within the shopping frontage, ensuring vitality and viability in line with current planning policy.

Student Accommodation:

Policy DM2 includes consideration of student accommodation and expresses that specialist student housing schemes will be acceptable within the city centre, although expresses that they will not be permitted where the development would (i) harm the residential amenity or character of the area through noise and disturbance from levels of activity; levels of on-street parking that cannot be reasonably accommodated; detrimental impact of physical alterations to buildings; or inadequate storage for refuse/recycling and cycles, or; (ii) would create or contribute to a harmful concentration of such uses within a locality as a result of exacerbating existing harmful conditions including those listed at (i) above, or reducing the choice of homes in the area by changing the housing mix. Policy BCAP4 of the Bristol Local Plan Bristol Central Area Plan refers to student housing and specifies that specialist student housing schemes that contribute to the diversity of uses within the local area will be acceptable within Bristol City Centre unless it would create or contribute to a harmful concentration of specialist student housing within any given area. The policy also acknowledges the benefit of growth of specialist student accommodation in the city centre in relieving pressure on the general housing stock.

Emerging policy (H7 and DS3) within the Bristol Local Plan Review seeks a more directive approach to the location of specialist student accommodation. Relevant policy within this document is however at an early stage in its preparation, with unresolved issues, such that it cannot reasonably be afforded significant weight at this point in time. As with current adopted policy, the issue of harmful concentration of specialist student accommodation remains a consideration within emerging policy.

It should be noted that throughout the consultation responses received, the inappropriateness of student accommodation in this location was a common thread raised as a concern by members of the public; local councillors, and local amenity groups. These concerns raised across the spectrum

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of consultation responses, is considered evidence of a general feeling that a saturation point for purpose-built student accommodation has indeed been reached in the area.

The application site is located within Bristol City Centre, within which there is an abundance of purpose built student accommodation. The application site is set relatively centrally within an identifiable node of purpose built student accommodation within a north-eastern sector of central Bristol with 2249 student bed-spaces either completed, under construction, or with planning permission; and current applications pending consideration for a further 257 bed-spaces in this identified node.

There is already therefore a high number of student bedrooms within purpose built student accommodation within the vicinity of the site. Current policy expresses that purpose-built student accommodation is acceptable in principle terms within the city centre providing that harm is not caused through issues of noise, servicing, parking, and visual impact, or through reducing housing choice by altering the housing mix.

A recent appeal (APP/Z0116/W/18/3212806) for a nearby development at Wilder Street and Backfields was allowed on 5th September 2019, and the development includes the provision of 345 bedrooms of purpose-built student accommodation. The emerging policy was not afforded much weight at the recent appeal, with the planning inspector stating that the emerging local plan "is at too early a stage in its preparation, with unresolved objections on this issue [purpose-built student accommodation], to afford it any significant weight in this appeal." The planning inspector also expressed that "there are no absolute limits in what would represents a harmful concentration" and that potential adverse amenity impacts "can generally be addressed by the efficient management of the complex and enforcement of tenancy agreements." The planning inspector also found that the appeal proposal would not result in harm to the local housing mix and overall found the scheme to comply with policies DM2 and BCAP4.

The recent appeal decision is a material consideration in relation to the current planning application, and relates to a site set approximately 20 metres away at its nearest point. The issue of principle of student accommodation in this location has therefore been very recently tested by the Planning Inspectorate, with the planning inspector concluding that additional student accommodation in this location is acceptable in principle.

It should be noted that no details have been provided with regard to how the student accommodation would be managed in order to safeguard surrounding uses, occupiers and the local environment generally. An appropriately worded condition requiring the submission of, and adherence to, a comprehensive management plan for the student accommodation could however be applied to address this.

There are concerns raised in relation to servicing arrangements and plans relating to the proposed development, as well as in relation to the proposed building design, which will be discussed within key issues to follow. It is however that these issues could be reasonably resolved through appropriate re-design such that there is not an issue in principle with regard to the provision of student accommodation at the site, given the recent findings of the Planning Inspectorate.

The proposal would not result in the loss of existing housing, and whilst the housing mix would be altered in percentage terms, given that this would not be at the cost of family housing, and given the recent conclusions of the Planning Inspector in this regard, it is considered that the proposal would not result in local housing imbalance.

Overall therefore, whilst concern is raised in relation to the principle of student accommodation in this location by virtue of an existing high concentration of such accommodation in this locality, this is considered to be outweighed by the recent findings of the Planning Inspectorate in relation to this issue locally, such that refusal is not recommended on this basis.

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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 DM2 requires development to provide a good standard of accommodation by meeting relevant requirements and standards and not adversely impacting neighbouring amenity. 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, and the impact of new development upon the viability of existing surrounding 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.

a) Existing Occupiers

Overlooking was raised as a concern within objection comments received. Immediately surrounding uses are largely commercial in nature, although it is acknowledged that there is also a significant proportion of residential uses within the vicinity. The closest window to window inter-relationships would be with the adjacent office building at St James House to the east, and with the Full Moon Inn (venue and hostel/B and B accommodation). The narrow width of Moon Street is such that the limited separation distances are already established by existing buildings in this location, although the nature of use and the number of windows proposed would differ from existing. On balance however, given the nature of uses and the established limited separation distances, it is considered that overlooking would not be of a degree that would warrant refusal on this basis.

A number of objections were raised on overlooking grounds by residents of flats within the 51.02 building which is set approximately 40 metres to the south of the development site. On considering the relationship between the buildings, including the degree of separation, it is considered that there would be no unacceptable harm to amenity to residents of 51.02 when considering overlooking.

Overshadowing was also raised as a concern within objection comments. The relationship with St James House is such that overshadowing of windows within the western elevation of the neighbouring office building would occur. The Full Moon Inn would also experience reduced light levels of light to windows within its northern elevation, although it is acknowledged that due to orientation the proposed building would only have a limited impact when considering direct sunlight. A shadow study is provided as an appendix to the submitted Design and Access Statement, and does detail shadowing of these aforementioned neighbouring buildings. It should however be noted that the neighbouring uses comprise offices and a pub with hostel accommodation, with such uses offered a lower level of protection against overshadowing than residential uses. It should also be noted that the proposed development is on a brownfield site and its relationship with neighbouring sites follows an established historic street pattern. Whilst there would be some additional shading of the neighbouring office and pub as a result of the proposal, for these reasons it is considered that refusal on this basis is not warranted.

Concern was raised within objection comments of increased noise and anti-social behaviour in the area due to increased occupancy. The site is located within a busy and vibrant city centre location, with existing noise and activity throughout the day and night. Whilst increased occupancy increases the number of residents, and hence level of activity within the area, it is considered that any such increase would not be harmful and would be compatible with the existing busy nature of the location.

If the development were to be permitted, conditions would be required in relation to opening hours of the commercial units; deliveries and waste collections; and a student management plan

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(including provisions for moving in and out), to safeguard local residents against potential impacts from the operation of the development. A construction management plan would also be required to safeguard surrounding amenity during construction works.

b) Future Residents

When considering future residents of the proposed development, it is noted that the site is located within a busy urban environment, with significant noise levels emanating from vehicles using Stokes Croft, along with noise associated with the night-time economy, including the neighbouring Full Moon which hosts events and DJ's. An acoustic report was submitted in support of the application, which underlines the need for windows to be sealed shut in order to achieve an acceptable internal noise environment, and a need to provide mechanical ventilation system in order to achieve a comfortable internal environment for occupiers. It is however realised that non-openable windows can also result in occupier discomfort through removing the choice to open windows if desired. It would therefore be necessary to provide openable windows to the accommodation which would be acoustically sealed when shut, combined with a mechanical ventilation system. These details could be secured by condition if the development were to be approved.

Objection comments raised concern of a lack of communal space for residents of the building, however internal and external communal spaces are incorporated, as well as communal living space serving each cluster flat, which overall is considered adequate provision in terms of quantity. The quality of spaces, including the internal courtyard, is however of concern, given the limited direct sunlight likely to reach the deep internal courtyard which is likely to be in shade for the majority of the time, as well as many of the proposed windows facing onto the courtyard. The absence of any daylight/sunlight assessment in relation to these elements of the proposal is such that the submission has failed to demonstrate an acceptable living environment for future occupiers, and the application should be refused on this basis.

(D) DESIGN AND CONSERVATION

Local plan policies BCS21, DM26, DM27, DM28 and DM29 set out the design requirements that new buildings should achieve. Policies BSC22 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 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 express the need for special regard to be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses, while section and 72(1) requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

Policy BCS2 (Bristol City Centre) expresses that the design of development will be expected to be of the highest standard in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure. Key views will be protected.

Policy BCAP45 expects development in St Pauls and Stokes Croft to respect the historic scale and form of development in the neighbourhood and to preserve, enhance and where appropriate reinstate historic routes that contribute to the permeability and legibility of the area.

The application site is set within the Stokes Croft Conservation Area. The Grade II Listed Full Moon pub is located directly adjacent to the site, immediately to the south. The grade II listed Coroners Court is also located close to the application site, set approximately 45 metres to the north-east. The application site also abuts locally listed structures at 20-26 Stokes Croft, with locally listed buildings also nearby at 1-9 Stokes Croft, as set out within the Stokes Croft Conservation Area Character Appraisal (SCACA).

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The proposal would introduce a building of between six and eight stories, with the majority of the building being of seven stories. This height and scale is not characteristic of the surrounding buildings within the Stokes Croft Conservation Area, where prevailing building heights are between two and four stories. The proposed building would abruptly rise up beside its lower-lying neighbours to create an incongruous scale. In addition to wider street-scene impacts, this would result in a poor junction with the adjoining building to the north (20 Stokes Croft) by virtue of a blank end elevation of an additional five-storeys (increasing to an additional six stories) when compared with that of the aforementioned neighbouring property; and would also be over-dominant within the street scene, resulting in a reduction in significance of the adjacent listed Full Moon Inn in terms of its visual contribution to the street scene and Conservation Area.

It is acknowledged that there are buildings of greater scale within relatively close proximity of the site, including the 51.02 building to the south; buildings on Marlborough Street and Charles Street to the west, and; buildings on Wilder St to the east. These buildings are however located outside the Stokes Croft Conservation Area and should not be used as references to inform design characteristics of development within the Conservation Area.

As well as inappropriate scale and height, the proposed building also fails to reflect the historic pattern and grain of development in the area, instead proposing substantial blocks that do not accord with the local characteristics of the Conservation Area.

The SCCACA sets out locally characteristic materials as elevations finished in red brick; painted render; bath stone detailing; and some exceptions in pennant stone, with roofing finished in clay pan tiles with some grey slate. The proposed use of Corten steel would represent the introduction of an incongruous material that would compound issues of negative visual impact within the Conservation Area.

The proposal would therefore result in harm to the character and appearance of the street scene through negatively impacting characteristics of significance within the Stokes Croft Conservation Area. With no visual analysis of key views to provide evidence to the contrary, it is also considered that the proposal would result in harm to the setting of adjacent Listed Buildings at the Full Moon Inn and the Coroners Court by impacting skylines, abruptly terminating local views, and harming the backdrop against which the buildings are read visually.

Overall therefore it is considered that the proposal fails to accord with relevant local and national design and conservation policies, and whilst there may be some public benefits, including bringing a vacant site (central portion of the site) back into use, and providing improved commercial floorspace, any such identifiable benefits are not adequate to outweigh the significant harm that would be caused by the proposal in design and conservation terms.

(E) HIGHWAYS AND SERVICING

Core Strategy policy BCS10 sets out a transport hierarchy for the design of developments, and 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.

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The City Council Highways Officer has expressed that inadequate detail has been provided with regard to TRICS data, which is required in order to model potential impact upon the local highway network by virtue of the development proposed. The lack of necessary detail is such that the proposal has not demonstrated the development will be acceptable in this regard. Inadequate information has also been provided with regard to servicing, with no loading bay proposed and a lack of detail as to how collections and deliveries will be achieved to all proposed uses on the site without impacting the local highway network.

The development has been designed as car-free, which is acceptable within this city centre location in principle, with good access to shops, services and public transport links. 86 cycle parking spaces would be provided to serve the student accommodation, which accords with current parking standards requirements. No details have however been provided with regard to the type of cycle storage proposed however it is advised that Sheffield stands should be used. No cycle parking facilities have however been detailed for the office or commercial units, which is not acceptable.

There are a number of concerns raised with regard to the proposed servicing facilities and arrangements. No refuse/recycling storage provision is detailed for the commercial uses, which is not acceptable, and there are concerns raised in relation to the need to transport large waste bins through the building for collection rather than a more convenient collection point being provided. Also, the student move in/move out strategy lacks the detail necessary to ensure that adequate management of key moving days/periods would not adversely affect surrounding occupiers and the surrounding highway network.

A Travel Plan has been submitted, however in its current form it requires amendment in order to be considered acceptable (see Highway Officer comments above). In accordance with the comments from the Highways Officer it is advised that a Travel Plan Management and Audit Fee in the sum of £5,165 is required, to be secured via a section 106 agreement. If required, Bristol City Council can undertake the implementation of the Travel Plan on the applicant's behalf for an Implementation Fee of £135 per cluster flat. By paying the Travel Plan Implementation Fee the developer will be released from travel planning obligations over a 5-year period.

A financial contribution of £70,000 is also sought to facilitate improvements to the local cycle network.

Footway widening around the site along Moon Street is proposed as part of the development, which is supported by Highways Officers and would improve pedestrian accessibility and safety. Highway works would require formal agreement in terms of specification and it is advised that the historic iron kerbing be re-used.

Despite some identifiable improvement, overall however in its current form the proposal fails to adequately address highways and servicing issues associated with the development.

(F) SUSTAINABILITY AND FLOOD RISK

Current planning policy 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 BCS13 expresses that development should contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions. Measures to achieve this cited within the policy includes through the use of de-centralised, renewable and low carbon energy supply systems. Policy BCS14 states that within Heat Priority Areas, major development

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will be expected to incorporate, where feasible, infrastructure for district heating, and will be expected to connect to existing systems where available. BCAP20 expresses the need for the development to meet BREEAM 'excellent' standard. BCAP21 states that proposals for development that would require heating will be expected to demonstrate that account has been taken of potential opportunities to source heat from adjoining development or nearby heating networks.

a) Sustainability

The sustainability statement submitted expresses that a 200 square metre solar PV array could be accommodated on the roof, whilst Air Source Heat Pumps are proposed for the commercial units. A combined heat and power (CHP) plant is proposed to serve the development, with the ability to connect the system to a future district heating network when available.

The application site is located within a designated Heat Priority Area, and as such provision for district heating (DH) connection is expected under policy BCS14. Whilst there is not a current heat network serving the site, a future network is highly likely. No detailed information regarding the proposed heating system is provided, however it is advised that this will need to be a wet heating system capable of being linked with the district heating network, whether this is via a day-one connection or when the local network is available for connection. The connection to a District Heating network at this stage has been discounted within the sustainability statement, however no evidence has been provided in relation to investigation of whether this is feasible, and indeed the City Council Sustainability Officer has expressed that the developer's team should contact the Energy Services Team to discuss DH connection.

The energy table submitted details a CO2 reduction of 26.45% based on residual energy demand, however this figure includes the proposed gas fired CHP system, which comprises an energy efficiency measure rather than a renewable energy technology. The PV and Air Source Heat Pumps account for a 5.5% CO2 reduction, according to the information provided, which falls well short of the 20% required under current policy.

The application is supported by the provision of a BREEAM pre-assessment, which demonstrates that BREEAM 'excellent' level can be achieved for the commercial units, as is stipulated within relevant local planning policy. The City Council Sustainability Officer has expressed that incorporation of additional 'head room' within the credits would provide greater comfort that BREEAM excellent would indeed be achieved.

The City Council Sustainability Officer has raised concerns of potential overheating impacts within the development, and in the absence of any information to demonstrate that the development would not be subject to unacceptable overheating the proposal cannot be considered acceptable in this regard.

Whilst there are positives of the scheme from a sustainability angle, at present the proposal fails to demonstrate incorporation of adequate on-site renewable energy generation; has not demonstrated an optimum approach in terms of DH network connection; and has not demonstrated that the development would not be liable to overheating. Further information is also required in relation to broadband connection and BREEAM. As such, on the basis of the information provided, the proposal cannot be considered to accord with the provisions of policies BCS13-16 and BCAP21.

b) Flood Risk

The application site is set within flood zone 1 and as such is at low risk from tidal and fluvial flooding. A scheme of Sustainable Drainage for the site is necessary in order to adequately mitigate against rainwater run-off. Tanked underground storage with attenuated flow is proposed in terms of SuDS, however the City Council Flood Risk Officer has raised concern given the proposal

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to install an attenuation tank beneath the building, due to inherent issues relating to access, maintenance and resilience of such an arrangement. The Flood Risk Officer has advised that for the proposed SuDS scheme to be viewed as acceptable, adequate supporting information will be required in relation to Wessex Water accepted flow rates to the combined sewer- (this will determine the discharge rates from the site and hence the attenuation volumes); how the tank and flow control device will be maintained (access for cleansing, jetting etc.); design for exceedance if the drainage system were to be overwhelmed or blocked, and; further design details of the tank including cover arrangements, inlet and outlet arrangements. In the absence of such information, the proposal cannot be considered acceptable in relation to flood risk.

(G) 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.

On the basis of the amended Air Quality Assessment submitted, the proposal is found to be acceptable in air quality terms during its operational phase, as expressed by the City Council Air Quality Officer. Safeguards will be required by condition as part of a Construction Environment Management Plan in relation to dust during the construction phase.

(H) CONTAMINATION

Policy BCS23 expresses that in locating and designing development, account should be taken of the impact of existing sources of noise and other pollution on the new development. 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.

As can be seen from the Land Contamination Officer's comments above, further information is sought in relation to ground investigation and remediation strategy, however these details could reasonably be secured by condition. It should be noted that given the site was bombed during World War Two an Unexploded Ordnance risk assessment must be completed prior to any further investigation or works on site

(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.

The application site sits within a coal mining High Risk Area. As can be seen within the consultations section above, the Coal Authority has raised a fundamental concern with regard to land stability at the site, with particular attention drawn to an unrecorded mine entry found on the site. A well was also detected on the site. The site investigation undertaken and presented within the planning application submission is not adequate to determine the extent of underground features present and the potential impact upon land stability, and no scheme for remediating

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against land instability has been put forward. Given the lack of information provided, and the significant potential for land instability on the site, the proposal therefore cannot be considered acceptable in land stability terms and should be refused on this basis.

(J) SAFETY AND SECURITY

Policies BCS21, DM27, DM29 include consideration of safety and security. The application site is located with an area which suffers from crime and disorder. As can be seen within the consultation responses above, the Crime Reduction Officer (CRO) has recommended a number of measures in order to achieve appropriate levels of safety and security in and around the development. These measures comprise security rated external doors; the provision of building access control, including internal zoning; provision of CCTV of identification quality, particularly around building entrances; and the provision of secure mail boxes. These details could reasonably be secured by appropriately worded condition.

(K) PUBLIC ART

Policy BCS21 states that development will be expected to enable the delivery of permanent and temporary public art. The policy also expresses that development is expected to contribute positively to an area's character and identity, creating or reinforcing local distinctiveness.

Opportunity for public art provision has been referenced within the application submission, however no detail has been provided. The provision of a public art plan could however be conditioned if the development were to be approved, in order to ensure the delivery of public art as part of the development.

(L) 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 City Council Nature Conservation Officer has expressed the need for conditions relating to the provision of Bat and Bird boxes, as well as in relation to vegetation clearance.

The incorporation of green roofs is also recommended, which would be beneficial in relation to wildlife habitat as well as assisting in reducing rainwater run-off effects and having other related sustainability benefits.

(M) 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.

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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 reiterates the tests (at paras 203 to 205) 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. It goes on to advise at para 205 that "where obligations are being sought or revised, local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled".

Supplementary Planning Document entitled 'Planning Obligations' (2012) sets out the Council's overall approach to planning obligations and the types of obligation that the Council may seek to secure and complements BCS 11.

In addition to the required CIL payment of £950,403.00 necessary planning obligations comprise the sum of £5,165 for travel plan monitoring as well as £70,000 sought for local cycle infrastructure improvements. It may also be necessary to incorporate elements relating to District Heating connection. The developer would also be liable for the Council's legal costs associated with the section 106 agreement.

No legal agreement has however been formulated, and in the absence of a legal agreement to secure contributions to mitigate against impacts that may result from the development proposal, the application should be refused on this basis.

CONCLUSION

Whilst there are some identifiable benefits of the proposal in terms of bringing a partially vacant site back into use, and providing replacement commercial space that would contribute where there is identified local need, the benefits of the proposed development do not outweigh the identified harm.

Whilst a contentious issue locally, the loss of the nightclub is accepted on balance given the variety of nearby nightlife venues that would continue to cater for the local cultural offer as part of Bristol's night time economy.

Despite the apparent direction of change of local planning policy regarding purpose-built student accommodation, the early stage of emerging policy in this regard is such that at the current point in time, adopted local planning policy must be relied upon. Whilst there is concern raised in relation to the principle of student accommodation in this location by virtue of the existing high concentration of such accommodation in the locality, the recent conclusions drawn by the Planning Inspectorate on this issue locally carry significant weight in the decision-making process with regard to the principle of student accommodation.

There is a fundamental concern raised by the Coal Authority in relation to land stability, and until this is appropriately addressed the site cannot be considered safe for new development.

The height, scale, massing and overall design fails to accord with key characteristics of the locality and would result in harm to the character and appearance of this part of the Stokes Croft Conservation Area, as well as harming the setting of nearby Listed Buildings.

The proposal fails to address relevant highways and servicing matters, including in relation to trip generation, travel planning and building servicing and facilities, and also in relation to provision of

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relevant planning obligations. The scheme also fails to demonstrate adherence to relevant sustainability and flood risk policies.

Overall therefore, the proposal should be refused for the various shortfalls identified within this report.

COMMUNITY INFRASTRUCTURE LEVY (CIL)**CIL LIABILITY**

The CIL liability for this development is £950,403.00

RECOMMENDED REFUSE

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

Reason(s)

1. The information submitted fails to demonstrate that the proposed development and neighbouring uses would not be materially affected by land stability issues. The proposal therefore fails to accord with the requirements of policy DM37 of the Bristol Local Plan Site Allocations and Development Management Policies (2014).
2. The proposed design fails to accord with established characteristics of the Stokes Croft Conservation Area, including in relation to height, scale, massing, pattern, grain and materials. This would result in harm to the character and appearance of this part of the Stokes Croft Conservation Area as well as causing harm to the setting of adjacent listed buildings. The proposal is therefore contrary to policies BCS21 and BCS22 of the Bristol Local Plan, Core Strategy (2011); policies DM26, DM27, DM29 and DM31 of the Bristol Local Plan: Site Allocations and Development Management Policies (2014).
3. The proposal fails to demonstrate the provision of adequate cycle storage and refuse/recycling storage facilities; and fails to incorporate adequate plans and strategies regarding waste management/collections; deliveries; travel planning, and student move-in and move-out periods. The proposal therefore fails to demonstrate that the development would not have adverse impact upon the local highway network, contrary to the requirements of policy BCS10 of the Bristol Local Plan, Core Strategy (2011); policy DM23 of the Bristol Local Plan: Site Allocations and Development Management Policies (2014); and policy BCAP29 of the Bristol Local Plan: Bristol Central Area Plan (2015).
4. In the absence of a daylight/sunlight assessment in relation to the proposed development, the proposal fails to demonstrate that an acceptable internal living environment would be provided to future residents of the development when considering access to natural light. The proposal is therefore contrary to policy BCS21 of the Bristol Local Plan Core Strategy (2011); policies DM2, DM27 and DM29 of the Bristol Local Plan Site Allocations and Development Management Policies (2014); and guidance within the Urban Living SPD: Making Successful Places at Higher Densities (2018).
5. The information submitted fails to demonstrate the provision of a viable scheme of sustainable drainage that is fit for purpose, contrary to the requirements of policy BCS16 of the Bristol Local Plan, Core Strategy (2011).
6. In the absence of an appropriate agreement under s106 of the Town and Country Planning Act 1990, the proposed development fails to provide for appropriate provision in order to

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mitigate the impacts of the development, contrary to the requirements of policies BCS10 and BCS11 of the Bristol Local Plan: Core Strategy (2011); policy DM23 of the Bristol Local Plan: Site Allocations and Development Management Policies (2014), and: the Planning Obligations SPD (Adopted 2012).

Advice(s)**1. Refused Applications Deposited Plans/Documents**

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

SJ01 Existing ground and first floor plan, received 2 May 2019

Air quality assessment, received 2 May 2019

Sustainability Statement, received 2 May 2019

BREEAM Assessment Report - Commercial, received 2 May 2019

Preliminary bat roost assessment, received 2 May 2019

Drainage strategy & Suds statement, received 2 May 2019

Below ground drainage and suds statement - appendices, received 2 May 2019

BREEAM pre-assessment - rev 02, received 2 May 2019

BREEAM pre-assessment - rev 01, received 2 May 2019

Broadband connectivity assessment, received 2 May 2019

Sustainability statement, received 2 May 2019

Preliminary ecological appraisal, received 2 May 2019

Heritage statement, received 2 May 2019

Noise impact assessment, received 2 May 2019

Planning and economic statement, received 2 May 2019

Planning obligations draft head of terms, received 2 May 2019

2200 Proposed ground floor plan, received 2 May 2019

2210 Proposed first floor plan, received 2 May 2019

2220 Proposed second floor plan, received 2 May 2019

2230 Proposed third floor plan, received 2 May 2019

2240 Proposed fourth floor plan, received 2 May 2019

2250 Proposed fifth floor plan, received 2 May 2019

2260 Proposed sixth floor plan, received 2 May 2019

2270 Proposed seventh floor plan, received 2 May 2019

2280 Proposed roof plan, received 2 May 2019

2282 Proposed basement floor plan, received 2 May 2019

3400 Existing street elevations, received 2 May 2019

3700 Proposed GA building elevation - AA and BB, received 2 May 2019

3701 Proposed GA building elevation CC, DD, EE and FF, received 2 May 2019

3702 Proposed GA building elevation GG and HH, received 2 May 2019

3703 Proposed GA building elevation north I-I, received 2 May 2019

3710 Proposed GA courtyard elevation AA, BB and CC, received 2 May 2019

3711 Proposed GA courtyard elevation DD, EE and FF, received 2 May 2019

3200 Proposed GA building section AA, received 2 May 2019

3201 Proposed GA building section BB, received 2 May 2019

3401 Proposed street elevations, received 2 May 2019

3500 Existing elevations North West, South, North East, received 2 May 2019

3501 North West elevation, South elevation, East elevation and North elevation, received 2 May 2019

1000 Existing site plan, received 2 May 2019

1001 Location plan, received 2 May 2019

1002 Site demolition plan, received 2 May 2019

1200 Proposed site plan, received 2 May 2019

Combined phase 1 desk study and phase 2 exploratory investigation, received 2 May 2019

Statement of community involvement, received 2 May 2019

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Application No. 19/01817/F : 2 Moon Street & 2-18 Stokes Croft Bristol BS1 3PR

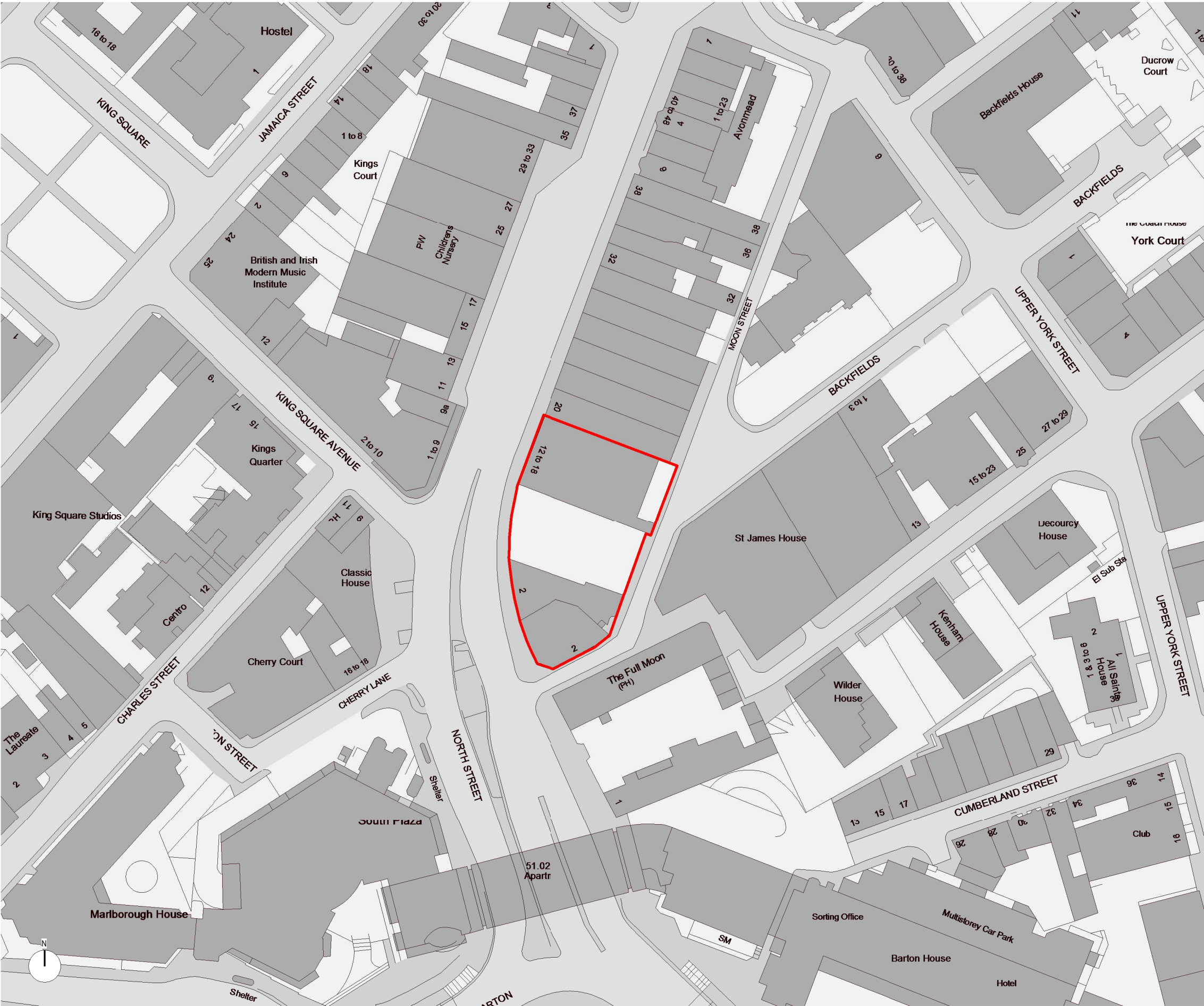
Transport statement, received 2 May 2019

Travel plan, received 2 May 2019

Supporting Documents

5. 2 Moon Street & 2-18 Stokes Croft, Bristol, BS1 3PR

1. Site Location Plan
2. Proposed Site Plan
3. Existing Street Elevations
4. Proposed Street Elevations
5. Proposed Ground Floor Plan
6. Proposed First Floor Plan
7. Proposed Third Floor Plan
8. Section A-A
9. Section B-B



- GENERAL NOTES**
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 6. All levels are in meters unless otherwise stated
 7. This drawing is to be read in conjunction with all other relevant drawings and specifications for this project

CDM REGULATIONS

Denotes a significant hazard or difficult to manage procedure. Please refer to Designer Hazard Register for further information regarding mitigation of hazards.

| REVISION NOTES | | | | |
|----------------|------------|--------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2019-01-17 | Draft planning set | JD | DRF |
| P2 | 2019-01-31 | Planning Issue | JD | DRF |
| P3 | 2019-02-01 | Planning Issue | JD | DRF |

FRANKLIN ELLIS ARCHITECTS

Architecture / Landscape / Interiors / Graphics / Project Management

The Old Pump House
5 The Poppleway, Nottingham, NG1 5DU
T 0115 941 8475
E enquiry@franklinellis.co.uk
W www.franklinellis.co.uk



PARTNER/ASSOCIATE PROJECT LEAD
David Franklin Sarah Boxford

PROJECT NAME PROJECT No.
Stokes Croft Bristol 2625

CLIENT / USER NAME
Red Oak - Project F S A

VOLUME
S1 Site 1

SHEET NAME
Site Location Plan

FULL DOCUMENT REFERENCE

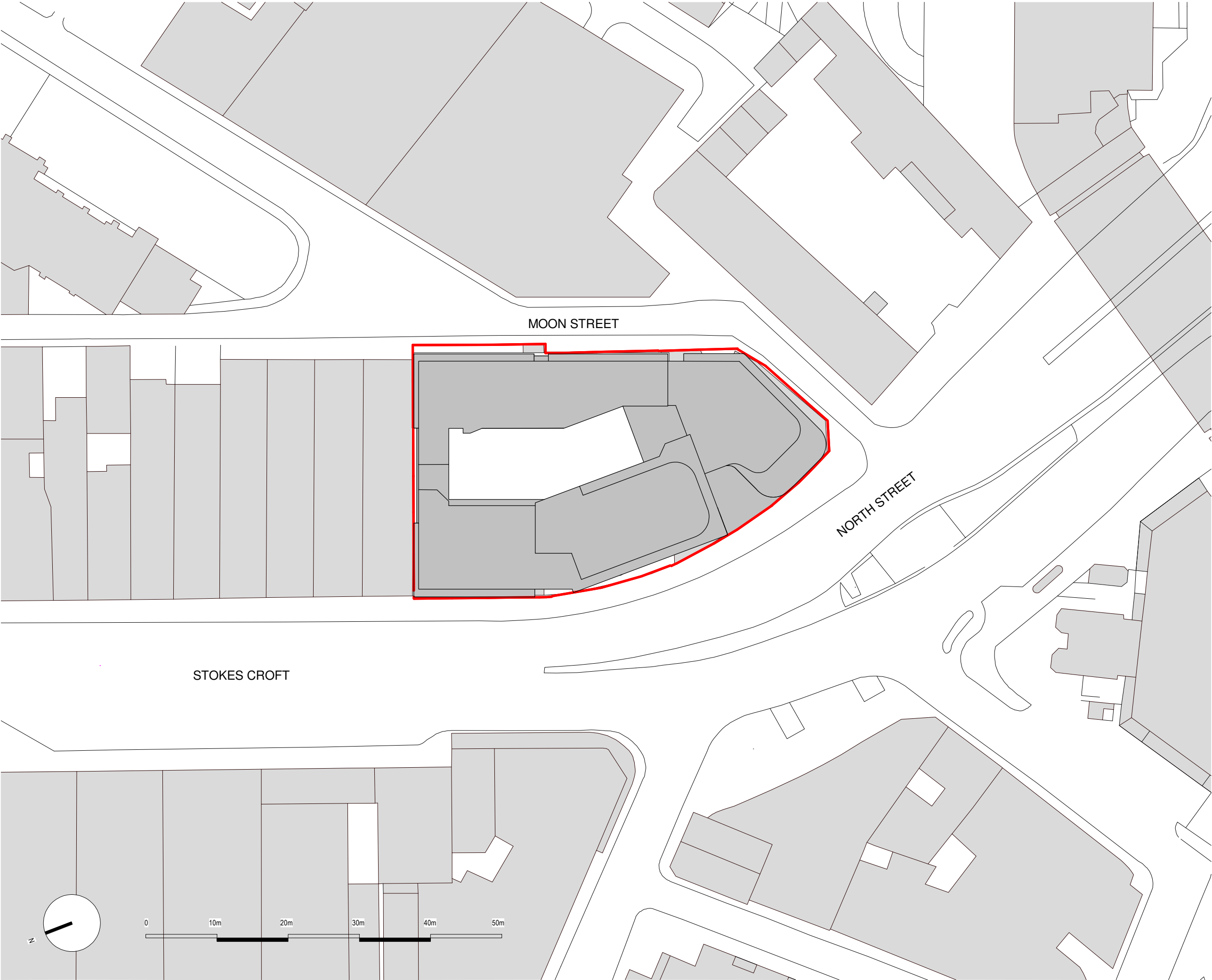
| Project Code | Originator Code | Vol/Zone | Level/Location | Doc Type | Role/Dis | Number |
|-------------------------|-----------------|----------|----------------|----------|----------|--------|
| SCB-FEA-S1-XX-DP-A-1001 | | | | | | |

Renumbered from:

REVISION DATE REVISION
2019-02-01 P3


STATUS
A3 Planning

SHEET SCALE
A3 L 1 : 1000



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FRANKLIN ELLIS ARCHITECTS

Architecture / Landscape / Interiors / Graphics / Project Management

The Old Pumphouse
5 The Rowleway - Nottingham - NG1 5DU

T 0115 941 8475
E enquiry@franklinellis.co.uk
W www.franklinellis.co.uk



PARTNER/ASSOCIATE PROJECT LEAD
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CLIENT / USER NAME
Red Oak - Project F S A

VOLUME
S1 Site 1

SHEET NAME
Proposed Site Plan

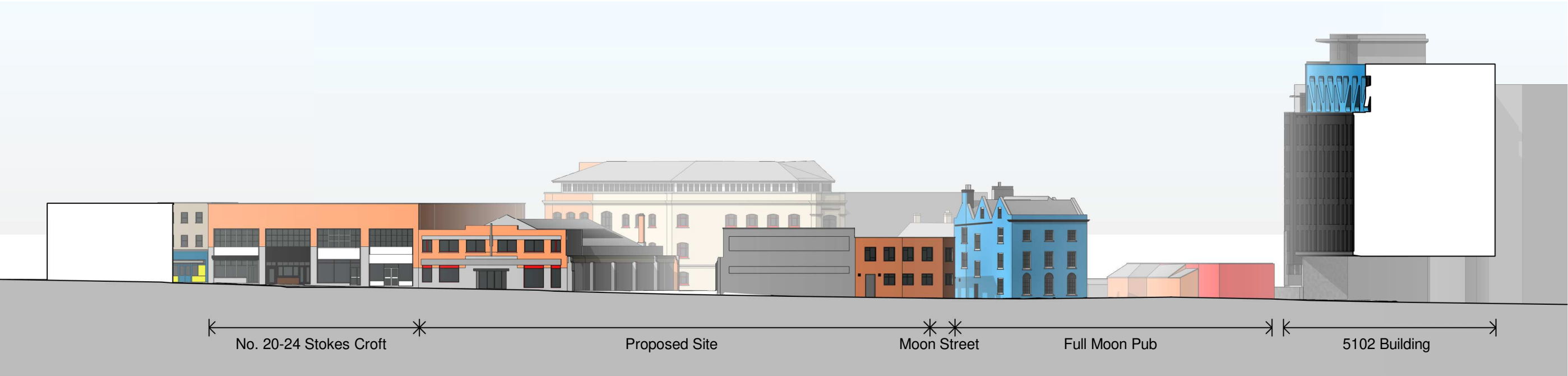
FULL DOCUMENT REFERENCE

| Identification / Location | | Sheet Number | | | | |
|---------------------------|-----------------|--------------|----------------|----------|----------|--------|
| Project Code | Originator Code | Vol/Zone | Level/Location | Doc Type | Role/Dis | Number |
| SCB-FEA-S1-XX-DP-A-1200 | | | | | | |

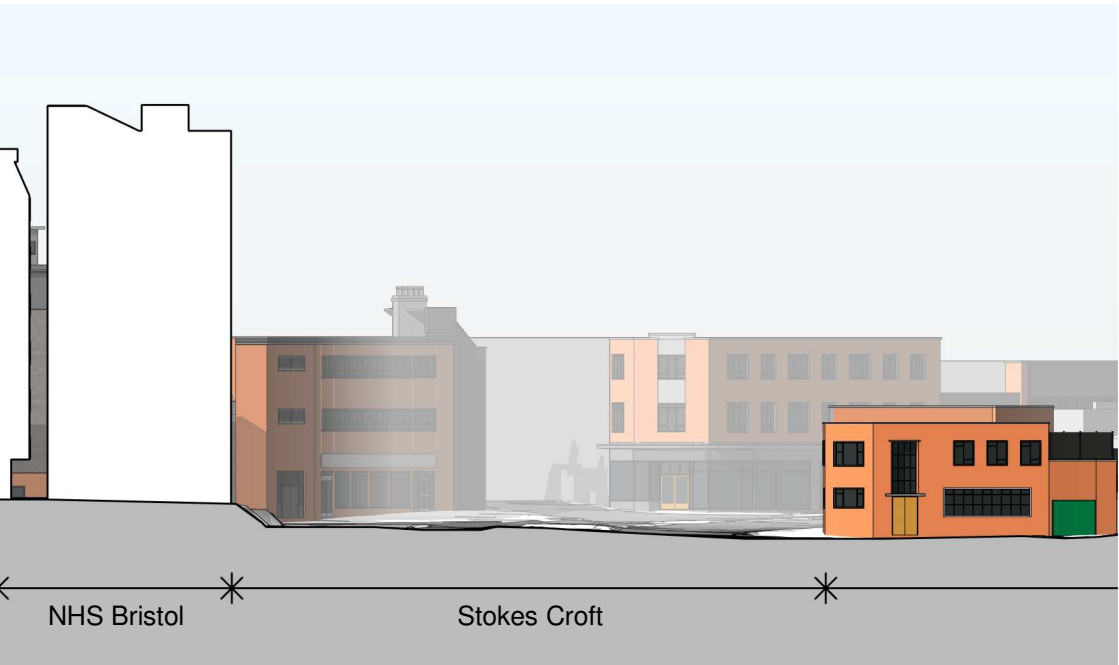
Renumbered from:

| REVISION DATE | | REVISION | | | |
|---------------|--|----------|---------|--|--|
| 2019-01-31 | | P2 | | | |
| STATUS | | | | | |
| A3 Planning | | | | | |
| SHEET | | | SCALE | | |
| A3 L | | | 1 : 500 | | |

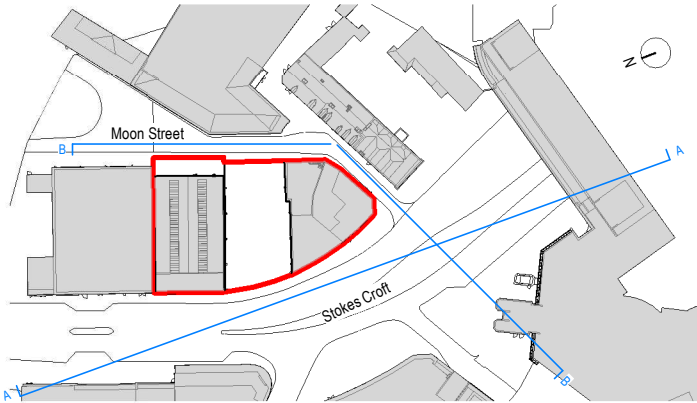
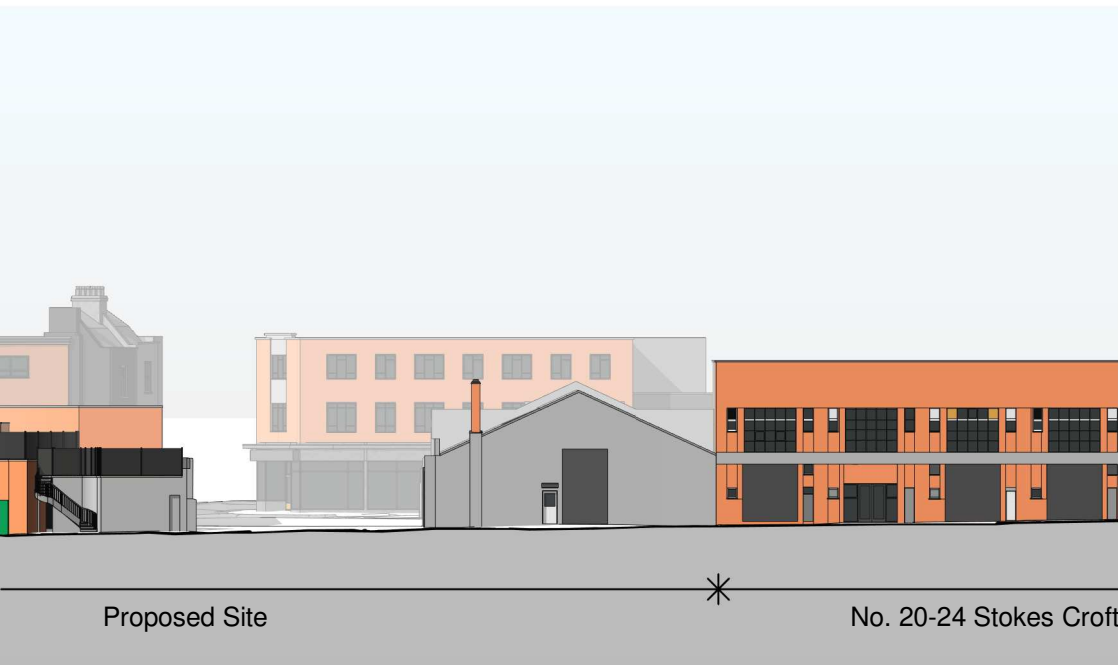
NOTES: 1. Do not scale off this drawing unless a scale bar is provided. 2. Any ambiguities, omissions and errors on this drawing should be notified immediately to the Architect before the commencement of works on site. 3. Dimensions are in millimetres unless otherwise stated. 4. Dimensions, unless otherwise indicated, are to the face of unfinished block walls or to the finished plaster face of stud partitions. 5. Dimensions are to be checked on site. Discrepancies are to be notified immediately to the Architect before the commencement of works on site. 6. All levels are in meters unless otherwise stated. 7. This drawing is to be read in conjunction with all other relevant drawings and specifications for this project. ! Denotes a significant hazard or difficult to manage procedure. Please refer to Designer Hazard Register for further information regarding mitigation of hazards.



A Existing Street Elevation - Stokes Croft
1 : 500



B Existing Street Elevation - Moon Street
1 : 500



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enquiry@franklinellis.co.uk
www.franklinellis.co.uk

The Old Pumphouse
5 The Ropewalk, Nottingham, NG1 5DU

PARTNER/ASSOCIATE
David Franklin

PROJECT LEAD
Sarah Boxford

| REVISION NOTES | | | | | |
|----------------|------------|--------------------|--------|---------|--|
| Rev | Date | Description | Issuer | Checker | |
| P1 | 2019-01-17 | Draft planning set | JD | DRF | |
| P2 | 2019-01-31 | Planning Issue | JD | DRF | |

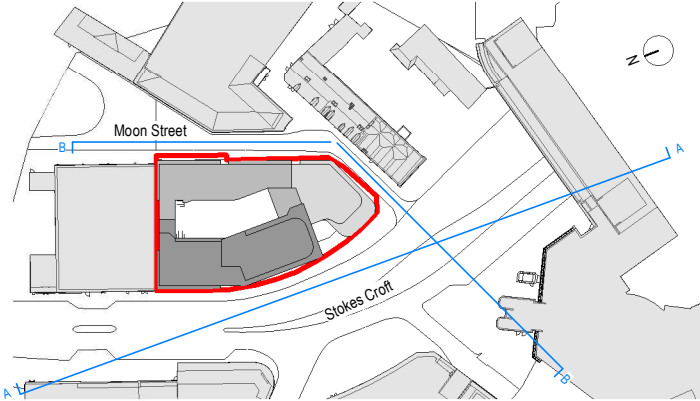
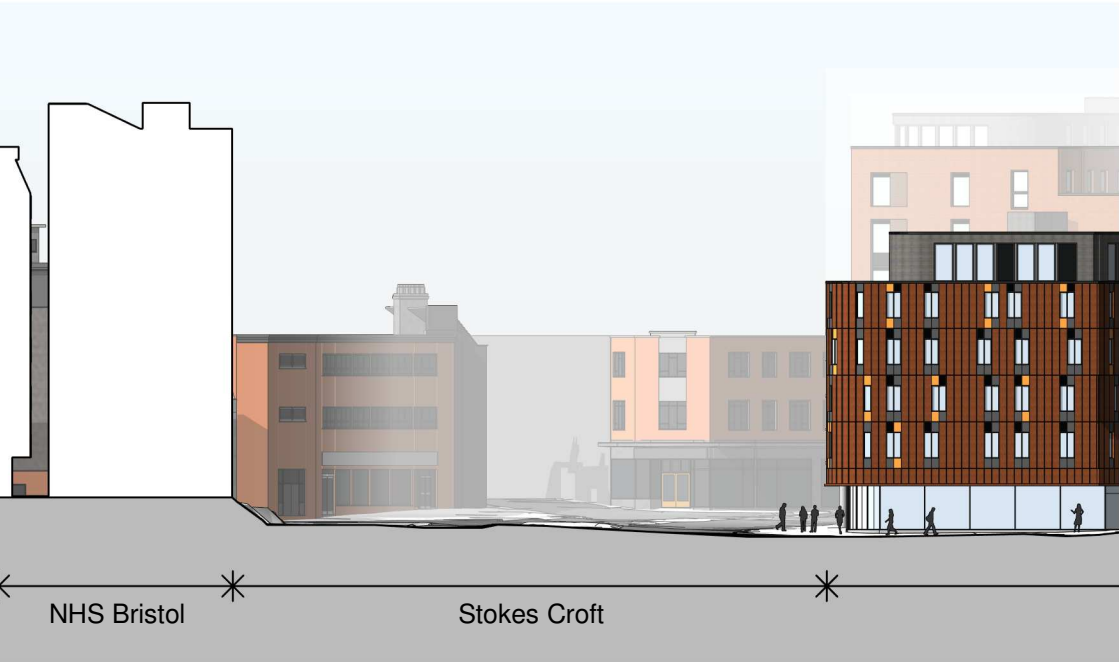
| | |
|----------------------------|-------------|
| PROJECT NAME | PROJECT No. |
| Stokes Croft Bristol | 2625 |
| CLIENT / USER NAME | |
| Red Oak - Project F S A | |
| SHEET NAME | SHEET |
| Existing Street Elevations | A3 L |

| | | | |
|---------------------------|-----------------|--------------|-----------------|
| FULL REFERENCE | | Sheet Number | |
| Identification / Location | | | |
| Project Code | Originator Code | Volume /Zone | Level/ Location |
| | | Doc Type | Role /Dis |
| SCB-FEA-B1-XX-DE-A-3400 | | | |
| SCALE | | STATUS | |
| As indicated A3 Planning | | REVISION | |
| | | P2 | |

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A Proposed Street Elevation - Stokes Croft
1 : 500



B Proposed Street Elevation - Moon Street
1 : 500



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enquiry@franklinellis.co.uk
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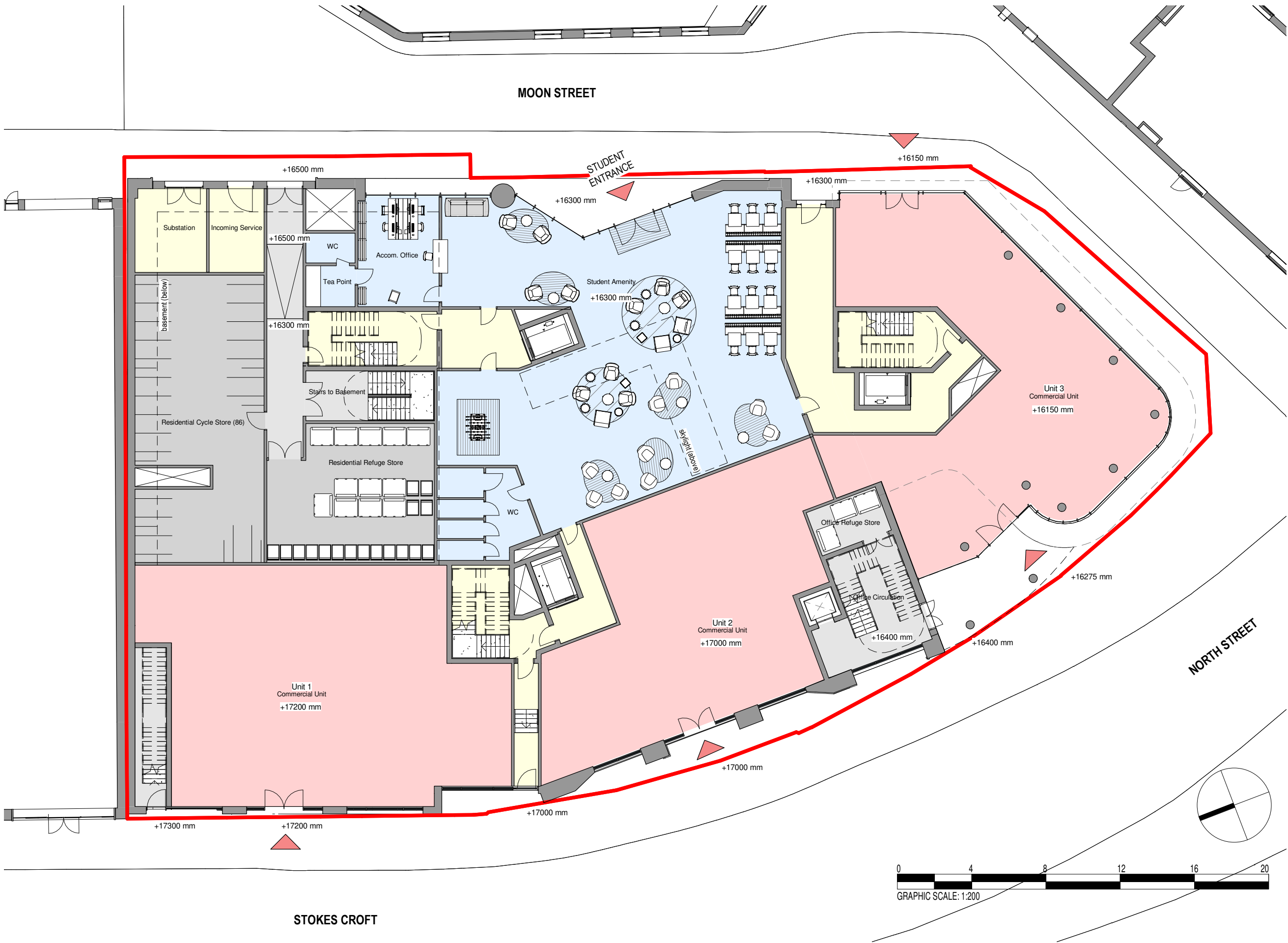
PARTNER/ASSOCIATE
David Franklin

PROJECT LEAD
Sarah Boxford

| REVISION NOTES | | | | | |
|----------------|------------|--------------------|--------|---------|--|
| Rev | Date | Description | Issuer | Checker | |
| P1 | 2018-12-13 | First Issue | JD | DRF | |
| P2 | 2019-01-17 | Draft planning set | JD | DRF | |
| P3 | 2019-01-31 | Planning Issue | JD | DRF | |

| | |
|----------------------------|-------------|
| PROJECT NAME | PROJECT No. |
| Stokes Croft Bristol | 2625 |
| CLIENT / USER NAME | |
| Red Oak - Project F S A | |
| SHEET NAME | SHEET |
| Proposed Street Elevations | A3 L |

| | | | |
|---------------------------|-----------------|--------------|-----------------|
| FULL REFERENCE | | Sheet Number | |
| Identification / Location | | | |
| Project Code | Originator Code | Volume /Zone | Level/ Location |
| | | Doc Type | Role /Dis |
| SCB-FEA-S1-XX-DE-A-3401 | | | |
| SCALE | | STATUS | |
| As indicated A3 Planning | | REVISION | |
| | | P3 | |



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COM REGULATIONS

Denotes a significant hazard or difficult to manage procedure. Please refer to Designer Hazard Register for further information regarding mitigation of hazards.

| REVISION NOTES | | | | |
|----------------|------------|------------------------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2018-11-08 | First Issue | JD | DRF |
| P2 | 2018-11-16 | Issue for pre-planning discussions | JD | DRF |
| P3 | 2019-01-17 | Draft planning set | JD | DRF |
| P4 | 2019-01-31 | Planning Issue | JD | DRF |

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Architecture / Landscape / Interiors / Graphics / Project Management

The Old Pump House
5 The Row, Nottingham, NG1 5DU
T 0115 941 8475
E enquiry@franklinellis.co.uk
W www.franklinellis.co.uk



PARTNER/ASSOCIATE PROJECT LEAD
David Franklin Sarah Boxford

PROJECT NAME PROJECT No.
Stokes Croft Bristol 2625

CLIENT / USER NAME
Red Oak - Project F S A

VOLUME
B1 Site 1

SHEET NAME
Proposed Ground Floor Plan

FULL DOCUMENT REFERENCE

Identification / Location Sheet Number

Project Originator Vol/ Level/ Doc/ Role/ Number
Code Code Zone Location Type Dis

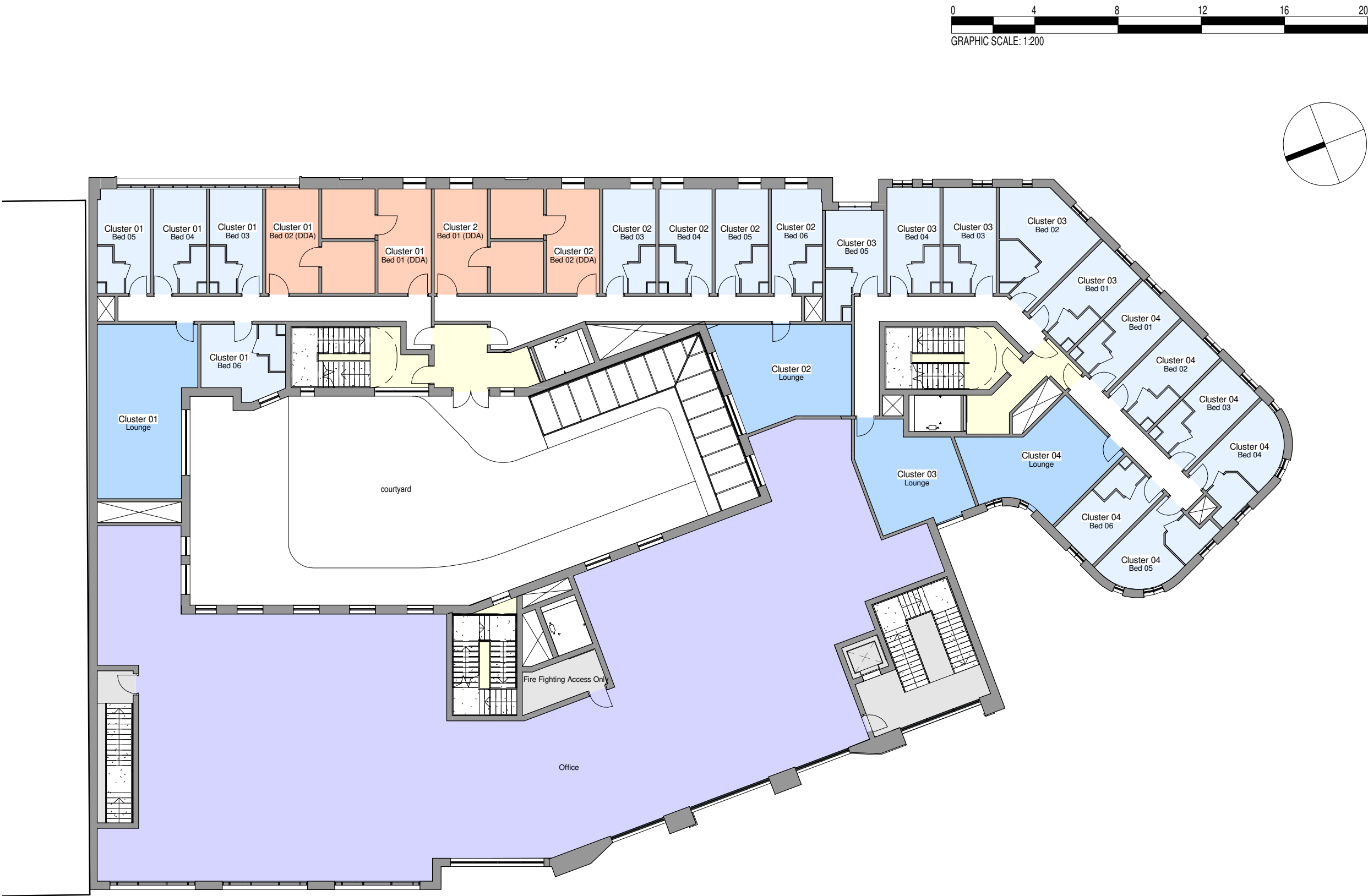
SCB-FEA-B1-00-DP-A-2200

Renumbered from:

REVISION DATE REVISION
2019-01-31 P4

STATUS
A3 Planning

SHEET SCALE
A3 L 1 : 200



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CDM REGULATIONS

! Denotes a significant hazard or difficult to manage procedure. Please refer to Designer Hazard Register for further information regarding mitigation of hazards.

| REVISION NOTES | | | | |
|----------------|------------|------------------------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2018-11-08 | First Issue | JD | DRF |
| P2 | 2018-11-16 | Issue for pre-planning discussions | JD | DRF |
| P3 | 2019-01-17 | Draft planning set | JD | DRF |
| P4 | 2019-01-31 | Planning Issue | JD | DRF |

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Architecture / Landscape / Interiors / Graphics / Project Management

The Old Pump House
5 The Popplewalk - Nottingham - NG1 5DU
T 0115 941 8475
E enquiry@franklinellis.co.uk
W www.franklinellis.co.uk



PARTNER/ASSOCIATE PROJECT LEAD
David Franklin Sarah Boxford

PROJECT NAME PROJECT No.
Stokes Croft Bristol 2625

CLIENT / USER NAME
Red Oak - Project F S A

VOLUME
B1 Site 1

SHEET NAME
Proposed First Floor Plan

FULL DOCUMENT REFERENCE

Identification / Location Sheet Number

| Project Code | Originator Code | Vol/Zone | Level/Location | Doc Type | Number |
|--------------|-----------------|----------|----------------|----------|--------|
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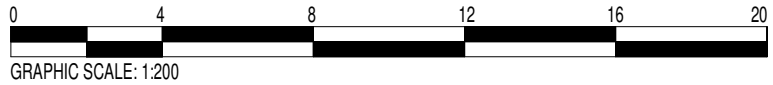
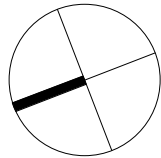
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REVISION DATE REVISION
2019-01-31 P4

STATUS
A3 Planning

SHEET SCALE
A3 L 1 : 200



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| REVISION NOTES | | | | |
|----------------|------------|------------------------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2018-10-17 | First Issue | JD | DRF |
| P2 | 2018-11-05 | Amended following comments | JD | DRF |
| P3 | 2018-11-08 | Floor plans amended | JD | DRF |
| P4 | 2018-11-13 | Drawing title amended | JD | DRF |
| P5 | 2018-11-16 | Issue for pre-planning discussions | JD | DRF |
| P6 | 2019-01-17 | Draft planning set | JD | DRF |
| P7 | 2019-01-31 | Planning Issue | JD | DRF |

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Architecture / Landscape / Interiors / Graphics / Project Management

The Old Pump House
5 The Popplewell, Nottingham, NG1 5DU

T 0115 941 8475
E enquiry@franklinellis.co.uk
W www.franklinellis.co.uk

PARTNER/ASSOCIATE PROJECT LEAD
David Franklin Sarah Boxford

PROJECT NAME PROJECT No.
Stokes Croft Bristol 2625

CLIENT / USER NAME
Red Oak - Project F S A

VOLUME
B1 Site 1

SHEET NAME
Proposed Second Floor Plan

FULL DOCUMENT REFERENCE

Identification / Location Sheet Number

Project Originator Vol/ Level/ Doc/ Role/ Number
Code Code Zone Location Type Dis

SCB-FEA-B1-02-DP-A-2220

Renumbered from:

REVISION DATE REVISION

2019-01-31 P7

STATUS

A3 Planning

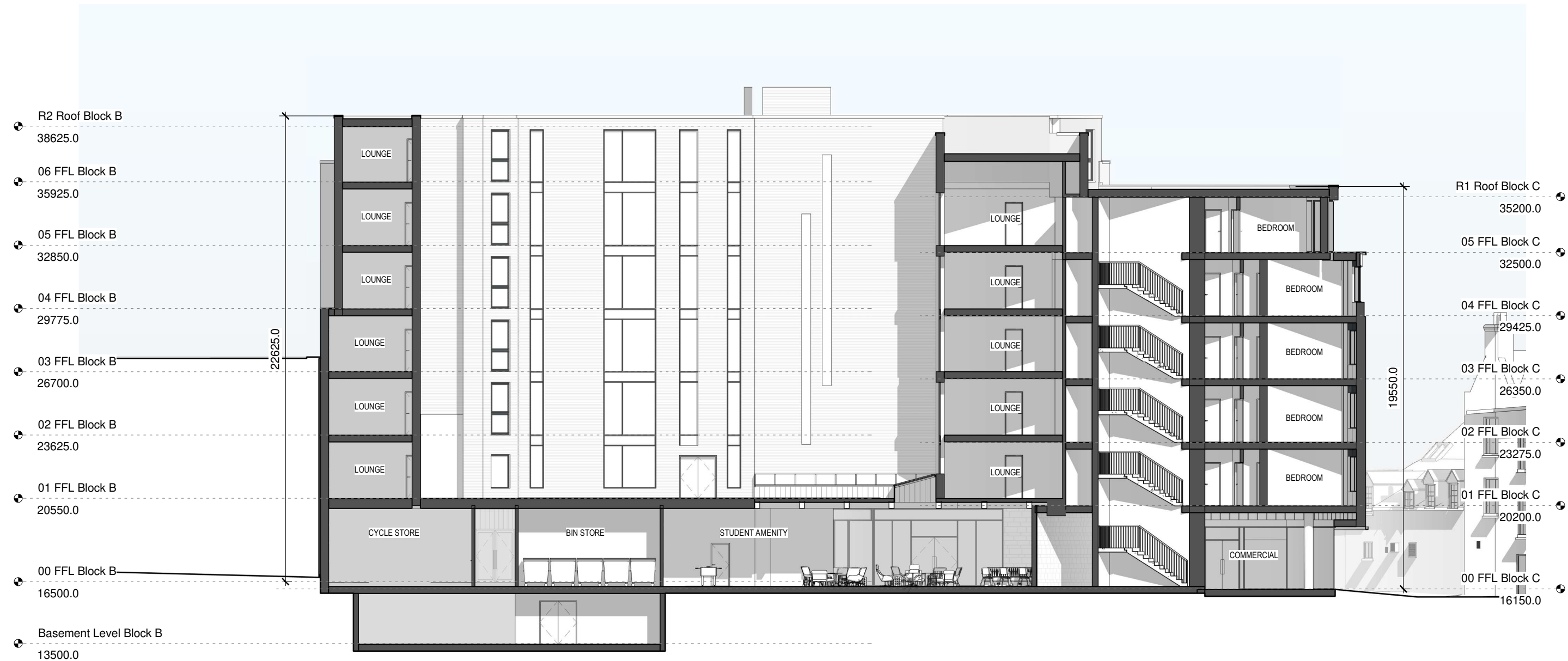
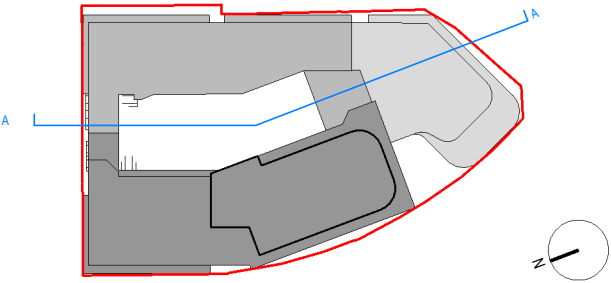
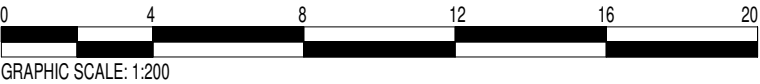
SHEET

A3 L

SCALE

1 : 200

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1 GA Section A-A
1 : 200

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0115 941 8475
enquiry@franklinellis.co.uk
www.franklinellis.co.uk

The Old Pumphouse
5 The Ropewalk, Nottingham, NG1 5DU

PARTNER/ASSOCIATE
David Franklin

PROJECT LEAD
Sarah Boxford

| REVISION NOTES | | | | |
|----------------|------------|--------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2019-01-17 | Draft planning set | JD | DRF |
| P2 | 2019-01-31 | Planning Issue | JD | DRF |

PROJECT NAME
Stokes Croft Bristol

PROJECT No.
2625

CLIENT / USER NAME
Red Oak - Project F S A

SHEET NAME
Proposed Building Section (Sheet 1 of 2)

SHEET
A3 L

VOL
B1

Site 1

FULL REFERENCE
Identification / Location

Sheet Number

Project Code

Originator Code

Volume /Zone

Level/ Location

Doc Type

Role /Dis

Number

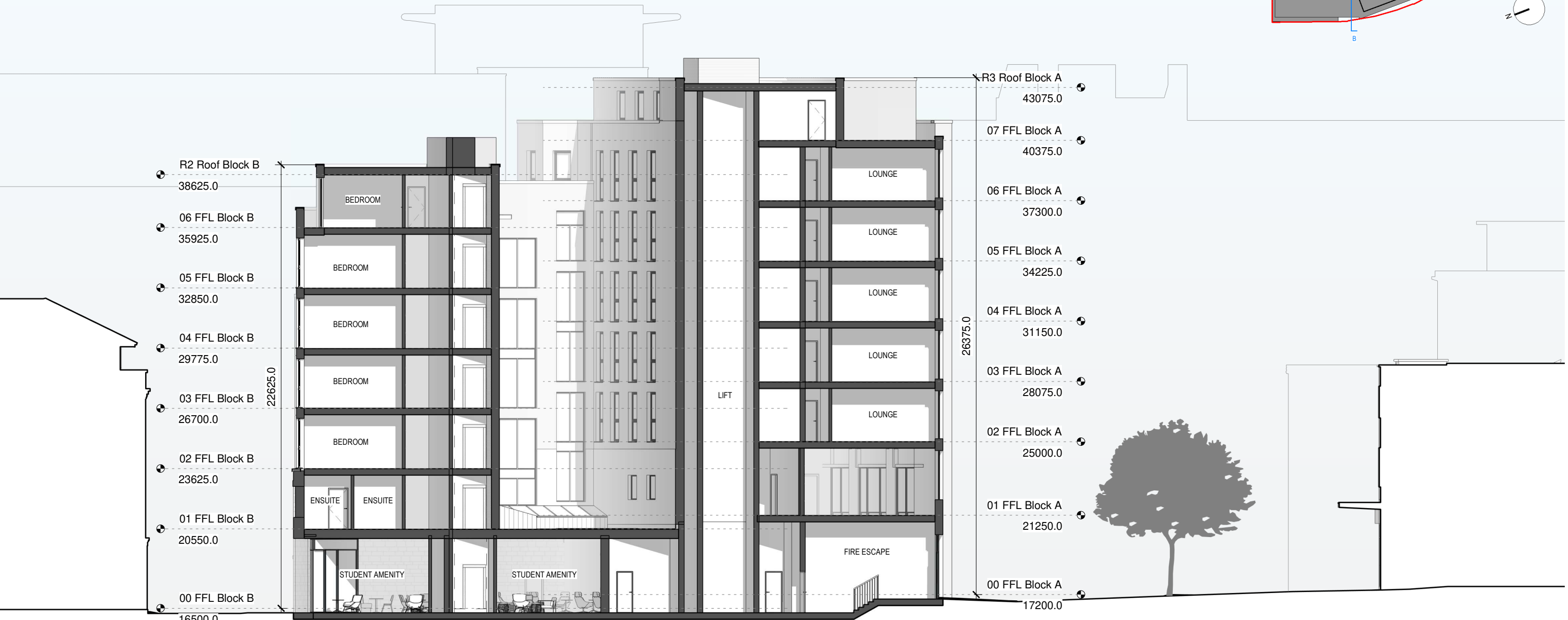
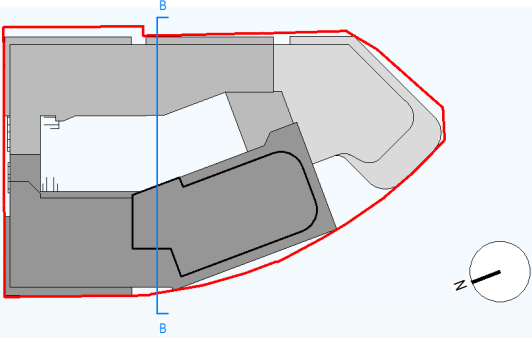
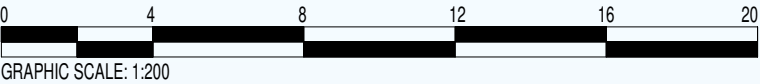
SCB-FEA-B1-XX-DS-A-3200

SCALE
As indicated

STATUS
A3 Planning

REVISION
P2

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1 GA Section B-B
1 : 200

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Architecture / Landscape / Interiors / Graphics / Project Management

0115 941 8475
enquiry@franklinellis.co.uk
www.franklinellis.co.uk

The Old Pumphouse
5 The Ropewalk, Nottingham, NG1 5DU

PARTNER/ASSOCIATE
David Franklin

PROJECT LEAD
Sarah Boxford

| REVISION NOTES | | | | |
|----------------|------------|--------------------|--------|---------|
| Rev | Date | Description | Issuer | Checker |
| P1 | 2019-01-17 | Draft planning set | JD | DRF |
| P2 | 2019-01-31 | Planning Issue | JD | DRF |

PROJECT NAME
Stokes Croft Bristol

PROJECT No.
2625

CLIENT / USER NAME
Red Oak - Project F S A

SHEET NAME
Proposed Building Section (Sheet 2 of 2)

SHEET
A3 L

FULL REFERENCE
Identification / Location

Sheet Number

Project Code

Originator Code

Volume /Zone

Level/ Location

Doc Type

Role /Dis

Number

SCB-FEA-B1-XX-DS-A-3201

SCALE
As indicated

STATUS
A3 Planning

REVISION
P2