

WARD: Lawrence Hill

SITE ADDRESS: Kingsown House & 1 - 3 Units Unity Street St Philips Bristol BS2 0HN

APPLICATION NO: 19/01690/F Full Planning

DETERMINATION DEADLINE: 31 December 2019

Demolition of Kingsown House and 1-3 Unity Street and erection of three buildings ranging in height up to 5 storeys comprising of 102 co-living studios (Sui Generis); 189 student bedrooms (Sui Generis); 525sqm of co-working/employment floorspace (Class B1a/B1b) alongside associated cycle and refuse storage, plant equipment, car parking, landscaping and associated highways works.

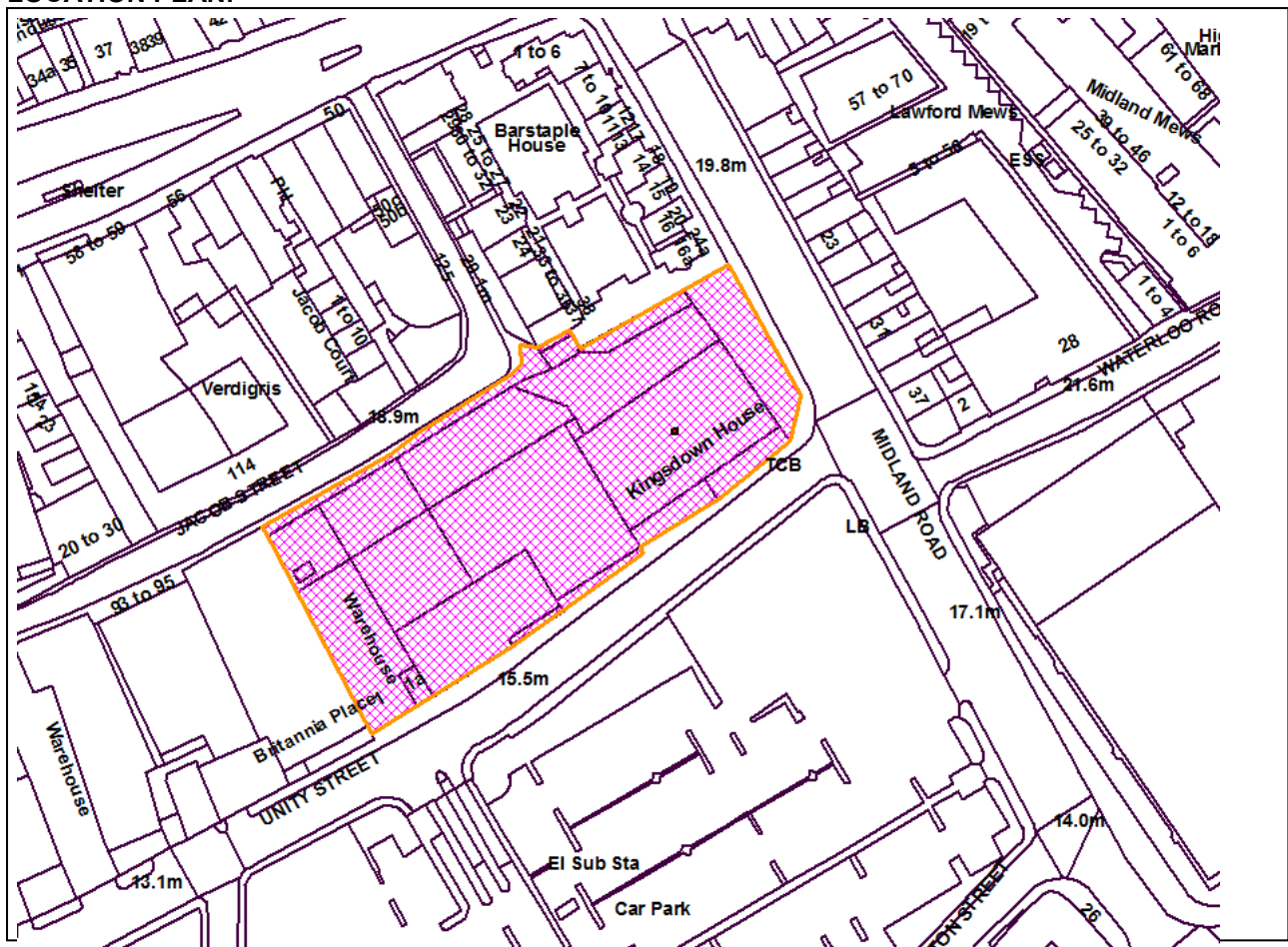
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Pegasus Group
10 Albemarle Street
London
W1S 4HH

APPLICANT: Summix USB Developments Ltd
C/o Agent

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

LOCATION PLAN:



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Site Description

The Application Site is located within the Old Market area of Bristol. It is bound to the north by Jacob Street, to the south by Unity Street and to the east by Midland Road. Vehicular access to the site is from Jacob Street, with on-street car parking provided along Unity Street.

The site lies within the Old Market Conservation Area.

The application site measures 0.45ha. The site incorporates light industrial/warehouse buildings ranging between 2-3 storeys in height, comprising:

- Kingsown House – GF and FF Level – Occupied by Amphora Aromatics;
- Unit 1/2 – Lower GF, Upper GF and FF Level – Occupied by Bristol Stair & Joinery Co.;
- Unit 1A - Upper GF Level – Vacant (former offices);
- Unit 1A – FF Level – Vacant (former martial arts centre);
- Unit 3 – Lower GF, Upper GF and FF Level – Occupied by Midas as site office in connection with adjacent construction works.

There are no above ground heritage assets within the application site. However, the site is located within the Old Market Conservation Area with listed buildings adjacent to and in close proximity to the site (see below).

There are four trees on the eastern boundary of the site fronting Midland Road, which have been assessed as being of Category C2.

The site lies within Flood Zone 1 (low probability of flooding).

The surrounding area is characterised by a diverse mix of land uses, including light industrial, retail, commercial and residential.

Barstaple House, also referred to as The Holy Trinity Almshouse, bounds the site immediately to the north and comprises two-storey residential properties. Buildings fronting Midland Road (to the east) are predominately three storeys in height, whilst four storey buildings are located further to the east, along Waterloo Road.

Immediately to the south of the application site is a surface car park associated with Gardiner Haskins (retail store).

To the west of the application site (land on west side of 95 Jacob Street) is a site currently being developed to provide 216 student bed spaces and 49no. residential dwellings, within buildings ranging from 3 storeys to 8 storeys (Ref. 17/06689/X).

In addition, planning permission has been granted for the construction of 9 new dwellings immediately opposite the application site to the north, on the other side of Jacob Street (Ref. 17/02313/F). The scheme is three storeys in height with a flat parapet wall roof although construction work is yet to start.

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There are several listed buildings within the vicinity of the application site, including: Barstaple House (Grade II*) which is identified as a Landmark Building; various properties fronting Old Market Street to the north west and north east (Grade II and Grade II*); Gardiners Warehouse to the south west (Grade II); No. 39 Midland Road opposite to the east, is identified as an “unlisted building of merit”.

The site lies within the Old Market Neighbourhood Plan (OMNP), which identifies several “character buildings” which lie within proximity of the site; those on the north side of Midland Road and within Jacob Street to the west. Kingsown House on the corner of Midland Road and Unity Street is allocated in the OMNP as a Long Term Development Site.

Relevant History

18/04837/PREAPP: Proposal to develop the site by demolishing existing buildings and provide ground floor retail commercial uses (approximately 615 sq m) and student accommodation (352 bed spaces). The advice given was as follows:

The buildings on the site have a negative impact on this part of the Old Market Conservation Area and ultimately this is a site for future development.

The quantity and quality of the employment loss needs to be understood and subsequent provision should be of sufficient scale/floor area and designed to be flexible/adaptable to meet identified needs. Non-residential uses at ground floor level are generally supported.

Officers perceived there to be a high concentration of existing student accommodation in the area and noted that the proposal for 352 student bed spaces would be likely to have a harmful cumulative impact on the well established residential area of Old Market. The principle of further student accommodation was therefore not supported.

Officers were broadly supportive of the design principles (subject to further refinement) and welcomed the opportunity the proposals provided for in terms of increasing the amount of activity in the area and helping to activate street frontages.

Key considerations include the setting of the neighbouring Grade II* listed building, the varied roof scape, and the amenities of existing residents of Barstaple Almhouses and of Jacob Street.

Application

The proposals seek to demolish the existing commercial buildings on the site; Kingsown House and 1-3 Unity Street, and erect three buildings of up to 5 storeys, comprising 102 co-living studios (Sui generis), 189 student bedrooms (Sui Generis); 525 sq m of co-working/employment floorspace (Class B1a/B1b), alongside cycle and refuse storage, car parking, landscaping and associated works.

The arrangement of accommodation proposed is as follows:

- Block A (Jacob Street) – 1 x 6bed and 8 x 12 bed townhouses for student occupation (total 102no. student beds);

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- Block B (Unity Street) – 29 x studios for student occupation; 2 x 4 bed cluster flats; 6 x 5 bed cluster flats; 2 x 6 bed cluster flats; and 1 x 10 bed cluster flat for student accommodation (total 87no. student beds); and
- Block C (Midland Road) – Upper floors provide a total of 102 co-living studios.
- Co-working Space (Class B1a/B1b) – Ground floor of Block B and C (525sqm).

The 102 'co-living' studios would each be self-contained, provided with a kitchenette, bed, desk, and shower room. Communal space is provided in the form of sitting room areas, laundry and concierge facilities and kitchen / dining areas on all residential floors for residents to use.

The 525 sq m of co-working space would provide flexible accommodation for start-up/incubator companies with desk space, meeting rooms and workshop spaces available to all members.

The development would be split between three blocks (Blocks A, B and C), up to 5 storeys in height. Block A, fronting Jacob Street will comprise townhouse-style accommodation, while 'flatted' style accommodation in Blocks B and C would front Unity Street and Midland Road. The blocks are arranged around courtyards, with a north-south pedestrian walkway from Jacob Street to Unity Street provided, together with an east-west pedestrian walkway from Midland Road to Jacob Street (between Block C and Barstaple House) .

As originally submitted, the scheme proposed 107 co-living studios, 210 student bedrooms and 646 sq m of co-working/employment floorspace. Following negotiation revised proposals were received on 9th October, reducing the quantum of development to 100 co-living studios, 197 student bedrooms and 528 sq m of co-working/employment floorspace.

Following further negotiation a second set of revisions to the design were received on 2nd December to address a number of outstanding concerns. These included allowing more light penetration into the courtyards; altering the design and landscaping of the courtyards and the north- south pedestrian link; the removal a number of bedrooms at the western end of Block A to increase the distance from the adjacent Hawkins Street development; and the relocation of the majority of cycle parking into Block B.

Pre Application Community Involvement

The applicants met with the Old Market Community Association on two occasions and also forwarded details of their proposals to the Bristol Civic Society. A public exhibition event was also held on 30th January 2019 with 750 newsletters publicising the event sent out to local residents and businesses on 17th January. Local ward members were also invited to meet the project team.

The applicants state that the public response to the proposals at the consultation event was broadly positive and that attendees generally felt that the area was ideal for redevelopment and welcomed the provision of commercial space on the site.

The applicants add that they have listened to and reflected on the feedback received throughout the consultation process and the concerns of those who were not supportive have been reflected upon and addressed within the proposals wherever possible.

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However, it is not clear from the Statement of Community Involvement submitted with the application whether the comments received from the public had any influence over the final design of the scheme.

RESPONSE TO PUBLICITY AND CONSULTATION**PUBLIC RESPONSE**

Site notices were erected and an advert placed in the local press. In addition more than 500 local addresses were notified of the proposals. Following amendments made to the original submissions a second round of consultation commenced on 11th October targeted at previous respondents. A final round of consultation commenced on 2nd December concerning the revisions received on 2nd December again targeted at respondents to the initial consultation. (Any final comments received from this last round of consultation will be reported at the Committee meeting.)

In response, on the first consultation 16 comments were received, with 12 objecting to the proposals, 2 received in support (including a response from Gardiner Haskins opposite the site) and 1 neutral comment. A detailed response was received from the Old Market Community Association raising issues for and against the proposals.

The Bristol Civic Society did not comment on the proposals in response to this planning application, however, they provided a written response to the applicants in response to the community involvement initiative undertaken before the application was submitted. This response is also set out below.

The second consultation in October resulted in 3 comments, including one received from the Old Market Community Association. Of the 2 remaining comments, one objected to the proposals while the third comment was neutral. No comments have been received at the time of writing following the third and final consultation.

First Consultation**Old Market Community Association**

Proposal to develop the site by demolishing existing buildings and provide 107 co-living studios; 210 student bedrooms; 645 sqm of co-working/employment floorspace in three buildings

Introduction

Firstly, we would like to thank the applicant and their design team for their engagement with us from the start of the planning process. This is an important central site for Old Market and as such will be formative in how the area develops in terms of the built environment and the growing community. We appreciate that the proposal has gone a long way to provide a good quality development, we do consider that with a margin of reworking it could be improved.

Proposal

The development comprises three buildings:

- Block A, a terrace of nine town houses on Jacob Street each accommodating twelve students
- Block B, a 4/5 storey building on Unity Street accommodating 102 students with co-working employment space at ground level
- Block C, a 4/5 storey building on the corner of Midland Road and Unity Street

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accommodating 107 co-living studios and co-working employment space at ground level

The site area is 0.46 ha; this gives a density of 685 bed-spaces per hectare (bsph), which is appropriate for the area, being equivalent to the density of the recently built scheme on the corner of Midland Road and Horton Street.

The site was the subject of a pre-application enquiry for a development of ground floor retail commercial uses (approx. 615sqm) and student accommodation (352 bed spaces). OMCA comments on the pre-application enquiry are referred to in our review that follows.

The Old Market Quarter Neighbourhood Development Plan

Old Market Community Association (OMCA) have produced a Neighbourhood Development Plan that was made in March 2016 and is now part of the Bristol Local Plan.

The Old Market Quarter Neighbourhood Development Plan (OMQNDP) includes the following Policies that are relevant to development of this site:

Policy T1: *Development proposals should be designed to reduce the environmental impact of vehicular traffic and encourage movement on foot and by bicycle.*

Policy B1: *Development that would affect the setting of heritage assets and features, identified as listed, unlisted buildings of merit, and character buildings on Map 3: Assessment of Building Quality should pay special regard to their historic and visual interest. The following buildings could be affected:*

*Barstaple House – listed grade II**

No. 39 Midland Road – Unlisted building of merit

Nos. 1-37 Midland Road – character buildings

Policy B2: *The design of new development must take account of the history and setting of the Old Market Quarter. New buildings should be designed to be sympathetic to the height and design of neighbouring buildings, street width and frontage lines. Development proposals should also have regard to the Old Market Quarter Design Code set out in Appendix 3.*

Policy C1: *Mixed use development that includes flexible space suitable for accommodating a variety of business uses will be encouraged. This includes small scale office spaces and workshops integrated into residential development.*

Policy C5: *Proposals for new residential development will only be permitted where a satisfactory standard of amenity and privacy can be provided. Proposals for dwellings suitable for occupation by families and having at least three bedrooms will be encouraged.*

Appendix 3, Old Market Design Code, 1.0 The Public Realm

- *There should be a clearly defined boundary between the public realm (streets, lanes, squares and open spaces) and private dwellings and other premises. This boundary is generally defined by a continuous building line set by facades of buildings, substantial boundary walls or railings. The building line determines the location of the walls of the private buildings that frame the streets and other public spaces. The architectural quality of these framing walls is critical to the quality of the public realm as a whole.*
- *The pattern of streets defines a series of urban blocks, each of which contains a mixture of uses. This characteristic needs to be retained and encouraged in any development.*
- *Incorporation of lanes or courtyards giving access to the rear of properties within blocks is encouraged, and these can become routes through blocks to achieve increased permeability.*

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Appendix 3, Old Market Design Code, 2.0 Scale

- *Building heights to eaves or to top of parapets should not be more than twice the distance from the façade of the building to the centre of the street or lane.*
- *Buildings facing onto the streets can be two, two and a half, three, three and a half or four storeys high and have roof slopes parallel with the street, but some gables facing streets may be included. Variety of building heights along the streets is encouraged.*
- *Attic floors within a pitched roof or set behind a parapet should have all elements below a line drawn at 45° from the eaves or parapet (apart from dormer windows and chimneys).*

Appendix 3, Old Market Design Code, 3.0 Urban and Architectural Character – relevant points:

- *The character of any new development within the Old Market Conservation Area needs to reflect the local vernacular as set out in the ‘Old Market Conservation Area Character Appraisal’.*
- *Elements within the building elevations should have a vertical emphasis.*
- *As well as different building types and forms within the urban blocks there should also be different architectural characteristics between and within blocks in response to the location on the site.*
- *The architectural character is defined by its details in particular walling materials, walling details, windows, external doors and porches, roofing materials, roof details, chimneys, rainwater goods, external lights, alarms and meter boxes. Developers should utilise materials that respect the character of the area including brick, render and stone elements. Careful attention needs to be given to the correct historic application of these materials.*
- *Variety in the design of the building facades facing onto the public realm is strongly encouraged.*

Appendix 3, Old Market Design Code, 4.0 Materials and Details – relevant points:

- *External walls should be faced in stone, brick or render; timber, plastic and metal sheathing are not appropriate. Stone should be bathstone ashlar or pennant split face rubble or similar to match examples that exist in the neighbourhood. Large areas of artificial stone are not appropriate. Facing brick should match examples that exist in the neighbourhood. Brickwork in either English or Flemish bond is preferred to stretcher bond. Render on masonry backgrounds should be roughcast or wood floated with external corners formed by hand rather than by use of metal stop beads. Plinths, string courses, cornices and rustication in stone or artificial stone are encouraged.*
- *Pitched roof coverings should be natural slate, clay plain tiles or clay double roman tiles. Use of artificial slate and concrete plain tiles or interlocking tiles should be avoided. Plastics and UPVC should not be used for visible roof components. Solar panels and photovoltaic cells incorporated into the roof design should sit in the plane of the roof to ensure minimal visual intrusion.*
- *Windows should be framed in painted wood or self-coloured aluminium. Vertical sliding sash or side hung opening lights are preferred. Stained timber, UPVC, aluminium or plastic-coated timber frames are not appropriate. Top hung windows that mimic sash windows, pivot windows, and windows with asymmetrical subdivision should be avoided. Windows with ‘clip on’ or integral (sandwiched within double glazed units) glazing bars should also be avoided. Sash windows should incorporate timber glazing bars to provide smaller panes of glass. Adjacent opening lights and fixed lights in casement windows should match and look identical from the outside.*
- *External doors should be constructed in timber, with or without a metal core, and painted, either vertically boarded or panelled, with or without a fanlight above. Varnished hardwood and moulded or pressed UPVC doors are not appropriate, regardless of building design.*
- *Dormers should be of a scale and materials that suits the roof within which they sit. Dormers*

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that do not rise directly from the fabric of the main wall should be no more than 2 lights wide and placed no less than 900mm from the gable end or party wall.

- *Where balconies are incorporated into buildings these should be large enough to accommodate two people seated at a table.*

OMCA Review

Assessment v. pre-app comments

1. As we stated in our review of the pre-app, we support development of this site, but, have some concerns about the concentration of student accommodation in the immediate vicinity. The Market Gate building, the Print Hall and the Hawkins Street development accommodate over 1,200 students. This development would add another 210 students in Old Market. While we welcome the reduction in the number of students from the 352 proposed at pre-app stage, it is still a significant addition.

2. In our review of the pre-app, we suggested that consideration is given to part of the development being conventional residential units, as the adjacent Hawkins Street development and as advocated in the emerging local plan (*Bristol Local Plan Review Consultation, Feb 2018, Proposal ULH6, Specialist Student Accommodation*). We can support the co-living studios as they provide different accommodation that will only enhance the diversity of Old Market Quarter but not as an alternative to conventional residential units. We would suggest that the three westernmost town houses in Block A and an equivalent part of Block B become the site for conventional dwellings that would adjoin similar conventional dwellings on the Hawkins Street site.

3. In our review of the pre-app, we noted that the proposed development included provision of pedestrian routes both eastwards and southwards from the Jacob Street corner to Midland Road and Unity Street respectively, as shown on map 2 of the neighbourhood plan and in line with neighbourhood plan policy T1. We supported this pedestrian permeability. However, we note that it is now proposed to keep the wall along the Midland Road boundary which will block the potential pedestrian route from the Jacob Street corner and therefore defeat the aspiration of the neighbourhood plan, which advocates the improvement of pedestrian accessibility throughout the area. There should be a gap in the wall and the new pedestrian route left open for public use. It should be noted that this wall is not old; it is the same age as the Kingsown House industrial warehouse building and therefore is not of historic value in itself.

4. As noted in our pre-app comments, the building height parameter set out in Old Market Quarter Building Code section 2.0 - Scale, applied to the building footprints as proposed, gives maximum heights to eaves/top of parapets of 11 metres on Jacob Street (Block A), 18 metres on Unity Street (Block B) and 15 metres on Midland Road and Unity Street (Block C). The proposed buildings comply with these parameters apart from the fourth floor proposed over part of Block C.

5. As noted in our pre-app comments, nos. 1-37 Midland Road opposite the site are 3-storey, some with attic floors, terminated by no.38 on the Waterloo Street corner which is 4-storeys. The scale of Block C relates well to these heritage assets apart from the fourth floor proposed over part of Block C.

6. In view of points 4 and 5 and the prominence that the fourth floor of Block C would have in the oblique views along Midland Road, we consider that the fourth floor should be removed. It is possible to replace the nine fourth-floor rooms by the addition of rooms on other floors as

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set out in points 7 and 20.

7. The footprint of Block C as now proposed does not relate as well to the footprint of Barstaple House as it did in the pre-app plans; the centreline of the courtyard in Block C should align with the centreline of the Barstaple house courtyard and the centreline of each wing of Block C should align with the ridgelines of each wing of Barstaple House. The courtyard in Block C should be widened, which would add a studio each side of the corridor on the Unity Street side of the building (an addition of six rooms in total).

8. We note that there are still back-to-back internal corridors in Block B and rooms c.24m from the single staircase which is possibly too long for fire escape in accordance with building regs. Back-to-back internal corridors could be eliminated and 24m escape distance overcome by reducing the length of Block B as set out in point 2.

The Elevations

9. We consider that houses in Block A should be paired and handed so entrance doors to each pair, both front and rear, are adjacent, and that floor levels are aligned with external levels i.e. no steps in the entrances and no abrupt slopes externally between houses. The house at the east end could have its front door on the side accessed off the new pedestrian route between Jacob Street and Unity Street.

10. There needs to be more architectural variation in the elevations of the houses in Block A to echo the variety in the older buildings on the opposite side of Jacob Street; the elevations of all the houses currently are essentially variations on a single theme. Each pair of houses could have a markedly different architectural treatment and the end house could be different in both form and appearance. This would complement the varying rhythm of the neighbouring buildings.

11. The steps in building line between each group of houses is not a feature of Jacob Street; the building line should follow as closely as possible the site boundary at back of pavement, like the buildings on the opposite side of Jacob Street. There should not be any planting in front of the houses.

12. The timber fences to roof terraces shown on the elevations of Block A should be omitted; these are not shown in Artists Impressions 14 and 15. Timber fences in this location would not be in accordance with Old Market Design Code.

13. There are no elevation drawings of the west end of both Blocks A and B, so it is not clear how the ends of these buildings relate to what is being built on the Hawkins Street site. We would suggest that the buildings are moved at least 2m away from the boundary and the width of the pedestrian route between Blocks A and B reduced accordingly.

14. Could the architecture of Block B be 'lighter' and less commercial/corporate looking? More variety, more brick and less cladding. The essence of Old Market is a rich assortment of architectural form, style and materials, which we wish to see in new developments in line with paragraph 7.2.2 of the Neighbourhood Plan and Policy B2.

15. The cladding material should be zinc, as stated on Design and Access Statement page 48 and not coloured powder coated metal finish as stated on the elevation drawing. Cladding should be removed from the ground floor where it could easily be damaged.

16. The architectural treatment of the Unity Street/Midland Road corner of Block C is disappointing; this is the most prominent part of the site. As Midland Road becomes busier it

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will in turn promote the function of this building. There should be an entrance to the coworking space here (the floor level can be raised up 0.75m) with the entrance marked by some architectural embellishment. The Palace Hotel, on the corner of West Street and Lawford Street, and visible from the site, is a wonderful example in Old Market of an embellished entrance on a prominent curved corner.

17. There doesn't appear to be enough masonry above the arches on Block C; consider making the glass balustrade on the parapet into brickwork to give appropriate visual weight, following the historic reference example of Gardiner Haskins.

18. Although the ends of Block C have been altered from what was shown at the pre-app stage, the relationship with the elevations of Grade II* listed Barstaple House is still not satisfactory; the sloping metal cladding is a poor reflection of the steeply pitched roofs on Barstaple House.

19. We would strongly recommend that the ends of the two wings of Block C should be 3 storeys high, faced in the grey brick with flat roof and parapet at the same height as the parapet on the bay at the end of the Jacob Street side of Barstaple House and close to the level of the eaves on the Midland Road side of Barstaple House. There would be a simple one-storey step up to the rest of Block C which would remain at four storeys high.

The Site Plan

20. The ends of the wings of Block C should line through. Lengthening the wing on the Jacob Street side of the building would add a studio on each side of the corridor on the first and second floors (an addition of four rooms in total).

21. The new pedestrian route between Jacob Street and Unity Street could be beneficially reduced in width; the ends of Blocks A and B could line through with the wall on the side of Jacob Street going towards Old Market Street, achieved by moving the buildings away from the Hawkins Street development boundary (as point 13 above) and aligning the centrelines of the Barstaple House and Block C courtyards (see point 7 above).

22. The new pedestrian route between Jacob Street and Midland Road needs to be shown and possibly widened to incorporate some or all of the land bounded by an existing retaining wall (identified as subject to survey).

23. While we accept that there should be a space between the building and the wall along Midland Road, we consider that it is unrealistic to expect trees to grow successfully adjacent to a four-storey building in the limited space available. The space only needs to be 2 metres width, which is the same as the space between Barstaple House and the wall on Midland Road, and the boundary defined by railings rather than a wall to strengthen the impression of an active front at street level.

24. We don't see the point or relevance to this site of the 'water feature' in the paving in the new pedestrian route. Perhaps this could be swapped out for some embellishment within the communal courtyard area to provide an even better sense of place?

25. The courtyards between Blocks A and B and within Block C are quite narrow in relation to the height of enclosing buildings. Moving Block A to back of pavement (as point 11 above) and eliminating back-to-back corridors in Block B (as point 8 above) could increase the width of the courtyard between Blocks A and B by up to 4 metres. Adjusting the footprint of Block C (as point 7 above) would increase the width of the courtyard by 3.5 metres

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26. The bell mouth at the junction of Midland Road and Unity Street has not been reduced as TDM request in their pre-app comments.

27. No account has been taken of the approved residential development on the site on the corner of Jacob Street (Application 17/02313/F).

Bristol Civic Society

The proposal – is to demolish the current buildings on the site to construct 209 student accommodation units, and 103 co-living apartments aimed at young professionals wanting to live in, co-working and workshop space for small and medium size enterprises.

Demolition - none of the current buildings has architectural merit; they are negative features in the Old Market Conservation Area.

Change of use

In its response dated the 3rd October 2018 to the earlier planning enquiry, [Pre Application reference no: 18/04837/PREAPP] the Society set out its objections to the proposed exclusive use as student accommodation; those objections remain valid. The Society does not repeat its earlier comments because the Council's advice letter dated the 2nd November 2018 gave more authoritative advice about building exclusive student accommodation. Following this later enquiry the Council must decide whether the inclusion of co-living apartments and workshop space adequately mitigates the loss of employment space and the increased concentration of the student population in the area.

A relevant factor is striking absence of a local convenience store despite the substantial influx of new residents around Old Market, in recent times. Businesses in areas of concentrated student accommodation find it difficult to survive the void periods of university vacations. These businesses succeed only where there is a stable demand.

Mass height and design

The Society supports redevelopment of the site with an intensified density. The proposed design attains a good quality and uses durable materials. The developer should consider the use of graffiti resistant materials. This is an area that is subjected to persistent tagging which sometimes reaches higher levels.

We note the changes to the built form to address the concerns expressed in the Council's advice letter about the relationship of height, roof form and articulation of the Unity Street elevation to the Grade II* listed Almshouses in Midland Road. We also note the changes in design to retain some of the Almshouses's soft landscape setting and the stone boundary wall that gives distinct character to this corner on to Midland Road.

Public realm

The new connection between Unity Street and Jacob Street will be a planning gain as will the repair and reinstatement of the surrounding pavements.

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Further Public Comments

The main points of objection expressed by the public were as follows:

Noise and Disturbance: Both during the construction period and following completion of the development with large numbers of people living on the site.

Design: The buildings are too large and tall, and are out of character with the area.

Parking: Parking is already difficult on surrounding streets and the situation will be made worse by this development.

Impact on amenity: Overshadowing; loss of light and privacy to adjoining dwellings and courtyards to the north and east (Jacob Street; Barstaple House and Midland Road).

Impact on the character of the area: There will be an increasing number of students in the area. The occupants of the development would all be transient with no respect for the area. Litter is already a problem and this would become worse.

Other comments raised were as follows:

The development would prevent access to the 'back gate' of Barstaple House which is required to move heavy, large items and maintenance machinery onto the site. [In response the applicant has agreed to maintain access to the 'back gate' for use by residents of Barstaple House.]

The red line had been drawn incorrectly and was an incursion onto Barstaple House. [Plans received from the Land Registry have clarified that the red line boundary is correct.]

The development would adversely affect property values in the area.

One comment was made in support of the proposals, stating that the proposals would be beneficial in regenerating an otherwise dilapidated area, and that the benefits outweighed any drawbacks regarding potential disturbance.

Second Consultation

Old Market Community Association:

Following receipt of revised drawings which show a reduction in the number of co-living studios from 107 to 100, a reduction in the number of student bedrooms from 210 to 197, a reduction of the co-working/employment floorspace from 645 to 528sqm and revisions to the appearance of the proposed buildings, we have reviewed our earlier comments (in italic script that follows) and made further comments [shown below].

Assessment v. pre-app comments

1. As we stated in our review of the pre-app, we support development of this site, but, have some concerns about the concentration of student accommodation in the immediate vicinity. The Market Gate building, the Print Hall and the Hawkins Street development accommodate over 1,200 students. This development would add another 210 students in Old Market. While we welcome the reduction in the number of students from the 352 proposed at pre-app stage, it is still a significant addition.

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The addition of 197 Students remains a significant number. As comment 2, substitution of part of the student accommodation with 'conventional housing' would overcome our concerns.

2. In our review of the pre-app, we suggested that consideration is given to part of the development being conventional residential units, as the adjacent Hawkins Street development and as advocated in the emerging local plan (Bristol Local Plan Review Consultation, Feb 2018, Proposal ULH6, Specialist Student Accommodation). We can support the co-living studios as they provide different accommodation that will only enhance the diversity of Old Market Quarter but not as an alternative to conventional residential units. We would suggest that the three westernmost town houses in Block A and an equivalent part of Block B become the site for conventional dwellings that would adjoin similar conventional dwellings on the Hawkins Street site.

This remains our view; we consider that the scheme would benefit from the incorporation of some 'conventional housing' which would introduce more diversity into the appearance of the scheme and reduce the monolithic effect of the proposals as currently presented - particularly block B

3. In our review of the pre-app, we noted that the proposed development included provision of pedestrian routes both eastwards and southwards from the Jacob Street corner to Midland Road and Unity Street respectively, as shown on map 2 of the neighbourhood plan and in line with neighbourhood plan policy T1. However, we note that it is now proposed to keep the wall along the Midland Road boundary which will block the potential pedestrian route from the Jacob Street corner and therefore defeat the aspiration of the neighbourhood plan. There should be a gap in the wall and the new pedestrian route left open for public use. It should be noted that this wall is not old; it is the same age as the Kingsdown House industrial warehouse building and therefore is not of historic value in itself.

We note that there is now a gap in the wall, but this is only 1 metre wide. The gap and the path along the Barstaple House boundary should be significantly wider – as least 2.4 metres. This path becomes the obvious step-free route from the Jacob Street corner to Unity Street.

4. As noted in our pre-app comments, the building height parameter set out in Old Market Quarter Building Code section 2.0 - Scale, applied to the building footprints as proposed, gives maximum heights to eaves/ top of parapets of 11 metres on Jacob Street (Block A), 18 metres on Unity Street (Block B) and 15 metres on Midland Road and Unity Street (Block C). The proposed buildings comply with these parameters apart from the fourth floor proposed over part of Block C.

Following reconfiguration of the fourth floor of block C all buildings now comply.

5. As noted in our pre-app comments, nos. 1-37 Midland Road opposite the site are 3-storey, some with attic floors, terminated by no.38 on the Waterloo Street corner which is 4-storeys. The scale of Block C relates well to these heritage assets apart from the fourth floor proposed over part of Block C.

This is still the case.

6. In view of points 4 and 5 and the prominence that the fourth floor of Block C would have in the oblique views along Midland Road, we consider that the fourth floor should be removed. It is possible to replace the nine fourth-floor rooms by the addition of rooms on other floors as set out in points 7 and 20.

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Even though the extent of the fourth floor has been reduced we still consider that all accommodation at this level should be removed; the roof garden should be retained together with the stair and lift access.

7. The footprint of Block C as now proposed does not relate as well to the footprint of Barstaple House as it did in the pre-app plans; the centreline of the courtyard in Block C should align with the centreline of the Barstaple house courtyard and the centreline of each wing of Block C should align with the ridgelines of each wing of Barstaple House. The courtyard in Block C should be widened, which would add a studio each side of the corridor on the Unity Street side of the building (an addition of six rooms in total).

We note that the western wing has been moved as we suggested but that the eastern wing has not. The potential of adding studio rooms by extending the western wing or adding studio rooms each side of the corridor on the south wing has not been adopted. Adoption of one or both of these suggestions would compensate for the removal of accommodation on the fourth floor set out in point 6 above.

8. We note that there are still back-to-back internal corridors in Block B and rooms c.24m from the single staircase which is possibly too long for fire escape in accordance with building regs. Back-to-back internal corridors could be eliminated and 24m escape distance overcome by reducing the length of Block B as set out in point 2.

This is still the case.

The Elevations

9. We consider that houses in Block A should be paired and handed so entrance doors to each pair, both front and rear, are adjacent, and that floor levels are aligned with external levels i.e. no steps in the entrances and no abrupt slopes externally between houses. The house at the east end could have its front door on the side accessed off the new pedestrian route between Jacob Street and Unity Street.

We note that the design has been amended in line with our suggestions. Also, see new comment 28 below.

10. There needs to be more architectural variation in the elevations of the houses in Block A to echo the variety in the older buildings on the opposite side of Jacob Street; the elevations of all the houses currently are essentially variations on a single theme. Each pair of houses could have a markedly different architectural treatment and the end house could be different in both form and appearance. This would complement the varying rhythm of the neighbouring buildings.

This is still the case.

11. The steps in building line between each group of houses is not a feature of Jacob Street; the building line should follow as closely as possible the site boundary at back of pavement, like the buildings on the opposite side of Jacob Street. There should not be any planting in front of the houses.

We note that the design has been amended in line with our suggestions.

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12. The timber fences to roof terraces shown on the elevations of Block A should be omitted; these are not shown in Artists Impressions 14 and 15. Timber fences in this location would not be in accordance with Old Market Design Code.

We note that the timber fences have been removed.

13. There are no elevation drawings of the west end of both Blocks A and B, so it is not clear how the ends of these buildings relate to what is being built on the Hawkins Street site. We would suggest that the buildings are moved at least 2m away from the boundary and the width of the pedestrian route between Blocks A and B reduced accordingly.

We note that the design has been amended in line with our suggestions. Also, see new comment 29 below.

14. Could the architecture of Block B be 'lighter' and less commercial/corporate looking? More variety, more brick and less cladding. The essence of Old Market is a rich assortment of architectural form, style and materials, which we wish to see in new developments in line with paragraph 7.2.2 of the Neighbourhood Plan and Policy B2.

This is still the case.

15. The cladding material should be zinc, as stated on Design and Access Statement page 48 and not coloured powder coated metal finish as stated on the elevation drawing. Cladding should be removed from the ground floor where it could easily be damaged.

We note that the drawings now state 'cladding panel – dark grey zinc finish'. There is no indication of what these cladding panels are made of. Generally cladding panels are a material that is alien to Old Market and certainly not encouraged in the conservation area. We would hope that the panels are natural sheet metal and not an artificial imitation. We are still concerned that cladding is shown at ground floor level where it will be susceptible to damage.

16. The architectural treatment of the Unity Street/Midland Road corner of Block C is disappointing; this is the most prominent part of the site. There should be an entrance to the co-working space here (the floor level can be raised up 0.75m) with the entrance marked by some architectural embellishment. The Palace Hotel, on the corner of West Street and Lawford Street, and visible from the site, is a wonderful example in Old Market of an embellished entrance on a prominent curved corner.

This is still the case. The fire escape door currently shown in the middle of the Co-Working space could be moved to the corner. Also, see new comment 30 below.

17. There doesn't appear to be enough masonry above the arches on Block C; consider making the glass balustrade on the parapet into brickwork to give appropriate weight, following the historic reference example of Gardiner Haskins.

We are pleased to see that that the parapets have been raised in line with our suggestions.

18. Although the ends of Block C have been altered from what was shown at the pre-app stage, the relationship with the elevations of Grade II listed Barstaple House is still not satisfactory; the sloping metal cladding is a poor reflection of the steeply pitched roofs on Barstaple House.*

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We note that the design has been improved, however, we don't see the point in taking the 'slit' window up to the third floor. We believe that the end wall should be red brickwork rather than cladding panels.

19. We would strongly recommend that the ends of the two wings of Block C should be 3 storeys high, faced in the grey brick with flat roof and parapet at the same height as the parapet on the bay at the end of the Jacob Street side of Barstaple House and close to the level of the eaves on the Midland Road side of Barstaple House. There would be a simple one-storey step up to the rest of Block C which would remain at four storeys high.

We note that the design has been improved and as above we don't see the point in taking the 'slit' window up to the third floor and that the end wall should be red brickwork.

The Site Plan

20. The ends of the wings of Block C should line through. Lengthening the wing on the Jacob Street side of the building would add a studio on each side of the corridor on the first and second floors (an addition of four rooms in total).

We are disappointed that this improvement to the scheme has not been adopted.

21. The new pedestrian route between Jacob Street and Unity Street could be beneficially reduced in width; the ends of Blocks A and B could line through with the wall on the side of Jacob Street going towards Old Market Street, achieved by moving the buildings away from the Hawkins Street development boundary (as point 13 above) and aligning the centrelines of the Barstaple House and Block C courtyards (see point 7 above).

We note that the design has been amended in line with our suggestions.

22. The new pedestrian route between Jacob Street and Midland Road needs to be shown and possibly widened to incorporate some or all of the land bounded by an existing retaining wall (identified as subject to survey).

We note that the pedestrian route between Jacob Street and Midland Road is now shown but the pathway should be at least 2.4 metres wide as point 3 above.

23. While we accept that there should be a space between the building and the wall along Midland Road, we consider that it is unrealistic to expect trees to grow successfully adjacent to a four-storey building in the limited space available. The space only needs to be 2 metres width, which is the same as the space between Barstaple House and the wall on Midland Road, and the boundary defined by railings rather than a wall to strengthen the impression of an active front at street level.

We are disappointed that this improvement to the scheme has not been adopted. As noted in point 3, the existing wall is not old; it is the same age as the Kingsdown House industrial warehouse building and therefore is not of historic value in itself. It is unrealistic to 'retain the stone wall in-situ' during construction works as noted on the drawings. 1.2m high railings rising up from pavement level would be a more appropriate boundary treatment. The ground level between railings and building would follow the slope of the Midland Road pavement.

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24. We don't see the point or relevance to this site of the 'water feature' in the paving in the new pedestrian route.

This is still our view.

25. The courtyards between Blocks A and B and within Block C are quite narrow in relation to the height of enclosing buildings. Moving Block A to back of pavement (as point 11 above) and eliminating back-to-back corridors in Block B (as point 8 above) could increase the width of the courtyard between Blocks A and B by up to 4 metres. Adjusting the footprint of Block C (as point 7 above) would increase the width of the courtyard by 3.5 metres.

Although the courtyards have been increased in width there is potential to increase the width further by adjusting the scheme in line with our comments. The view of the courtyard between blocks A and B shows it to be very canyon-like.

26. The bell mouth at the junction of Midland Road and Unity Street has not been reduced as TDM request in their pre-app comments.

We are disappointed that the bellmouth has not been reduced and that TDM have changed their view. The footpath on this side of Midland Road is well used, particularly as a route from the housing in St Judes to Hannah Moore School, and the crossing at the end of Unity Street is too wide; it needs to be narrowed, which reduction of the bell mouth would achieve. There could be a continuous dropped kerb around the corner over which the largest vehicles could overrun. We would ask that TDM reconsider their change of mind.

27. No account has been taken of the approved residential development on the site on the corner of Jacob Street (Application 17/02313/F).

We note that this is now shown on the drawings.

Further Points:

28. On block A we consider that there should be brickwork piers at ground floor level between the front doors and party walls on each house so that they look like separate houses.

29. We note that it is proposed to finish the end elevation walls of blocks A and B in render. We consider that these walls should be brickwork.

30. We consider that the additional communal KDL spaces introduced into block C first, second and third floors would be far better in the curved corner position, where there is a larger window than in the studio rooms.

31. The new access between the blocks shows the steps separated from the handrails each side by cycle ramps; this will make the handrails useless for infirm pedestrians. We would suggest that the ramps are removed; cyclists can go from the Jacob Street corner to Unity Street via the path alongside the Barstaple House boundary.

32. We approve of the additional height on the corner of Block A and would suggest that the space is two rooms rather than a roof garden and that the layout of house A9 is altered to four bedrooms on first, second and third floors, kitchen/dining and living room on upper ground floor and cycle store (for 60 bikes) on lower ground floor. This will allow the containers, which are rather prominent in artist's

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impressions 7 and 9, to be removed from the courtyard with a considerable improvement to the landscaping of the space.

33. We would suggest that the third-floor plans on units A1 to A8 are altered to single bedrooms each side of the stair/bathroom core with sloping roofs and dormer windows each side. This would reduce the overbearing appearance of the top of the building seen in artist's impressions 6 and 9 and eliminate the areas of inviting flat roof that are designated as 'maintenance only'. Sloping roofs will have a better relation to existing buildings in Jacob Street and improved oblique views from the street.

34. We are pleased to note that the gates and railings to both courtyards are subject to 'specialist/artistic input'. We would welcome the opportunity to be involved in the selection of the artists and their proposals.

The comment of objection expressed by the public were that the new building would significantly reduce natural light entering adjoining dwellings due to its height and proximity.

CONSULTEES**INTERNAL:**

City Design Group

The comments below were made following receipt of the first amendments received on 9th October.

Summary:

The scheme proposes the redevelopment of a rectangular corner site to provide purpose-built managed student accommodation and co-living studios. Arranged over three buildings (A, B, C) reinstating street frontages along Unity Street and Jacob Street, the creation of two private courtyards and new pedestrian routes, the buildings' height varies from 3 to 6 storeys.

Although during the process of the current application the amount of development has decreased (from 317 to 297 bed spaces) and design improvements have been incorporated, the scheme still cannot be fully supported from a design perspective. Whilst the principle to develop student accommodation and co-living are supported, CDG considers the design issues stem from the over-intensity that challenges liveability aspirations and successful placemaking. When schemes such as this are seeking maximum development levels within the area, they must also achieve exemplary design quality and urban design response in relation to the Urban Living SPD.

The core concerns are identified below, followed by suggested solutions to overcome the deficiencies:

Public Realm:

- Deficiency in accessibility within the public realm
- Insufficient green infrastructure to support the intensification of the site

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Provision of outdoor space:

- Insufficient provision and questioned design quality of shared amenity space offered in both courtyards
- Unacceptable location, appearance and convenience of cycle parking

Internal Configuration and Circulation:

- Unresolved internal configuration which fails to meet recommended liveability criteria

Height, Scale and Massing:

- Unresolved scale and massing which affects the sunlight/daylight penetration to new dwellings

Public Realm:

DM28 sets how development should create high quality public realm which provides appropriate space for movement and appropriate relationship with the building edge. DM27 sets out how development should provide streets and spaces that allow convenient access and choice of movement modes, at a scale appropriate to the size of development. Urban Living SPD provides further guidance, acknowledging that as densities increase, the need to invest in a high quality public realm grows. Streets with a higher footfall should have wider pavements and when next to wide traffic routes, should accommodate extensive tree planting.

Whilst the new pedestrian route that connects Jacobs Street and Unity Street is welcome, there are still serious deficiencies that should be resolved. The proposed design should offer a more positive perception of accessibility. There is space available within the link for extra flights of steps, making the use of the route generally less taxing and benefitting those with mobility issues.

The width of the proposed route should increase. This can be done by abutting buildings A and B's south west flanks to the new built form of adjacent development.

The wider stretch of pavement along Unity Street should benefit from highway tree planting, which would help to soften the built form massing. [The applicant has agreed to do this.]

The new pedestrian route that connects Jacob Street and Midland Road is welcome. However, further information is required in terms of the relationship to the Almshouses boundary. This will instruct its detail design and dimensions. As it is proposed, it looks narrow, obscured, unattractive and uninviting.

Provision of Outdoor Space:

Another key aspect of liveability in higher density development is access to private outdoor space. Either as private or communal space, this can provide a place of retreat, community interaction, socialisation and play.

DM27 Layout and Form sets out the requirement for "the provision of adequate, appropriate and usable private or communal amenity space". The Urban Living SPD provides further guidance on this

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and recommends 1475sqm of private open space for the scheme as currently proposed. From the plans approximately only 1050sqm are provided by both courtyards.

In locating and designing these courtyards it is not just about quantity, but also the function and spatial quality. For instance, the courtyard between buildings A and B, although the width was slightly increased, the 5-storey height of building A is still overbearing on this elongated courtyard. Admitting that the east west orientation of the long elevation would benefit from a south facing aspect; and if the height of building A is to be entertained, bringing more light and improving design are required and the following recommendations are put forward to achieve this:

- Reshape the eastern corner of block B facing the courtyard, in a similar fashion to the western corner. This will allow oblique sunlight penetration from the south east. Also, this will additionally solve the privacy issue between the eastern end of building B and the side front of building C
- Reduce the height of the south west fourth floor of block B, even if only the northern aspect of it, facing the courtyard. This will allow the oblique sunlight penetration from the south west.
- Remove the shipping containers for cycle storage from the courtyard. The provision of space for cycle storage should be integrated within the footprint of buildings A and B.
- Use light reflective material to the internal elevations, which will positively contribute to the sense of spatiality.
- For the courtyard of block C, increase the dimension between both eastern and western wings making a shallower eastern wing.

Internal Configuration and Circulation:

The residential typology used in blocks B and C, of 'double-stacked' units served from an interior corridor inherently generates a high proportion of single aspect bed spaces. Although the townhouse typology of block A is arguably different in terms of the series of cores serving the bed spaces in vertical circulation, it equally generates a high proportion of single aspect units. The single aspect nature of the majority of bed spaces compounds the effects of compromised outlook/ sunlight/ daylight/ privacy where the proximity of the buildings cause both light obstruction and privacy issues.

The knock on implications of this extends to sustainability, in terms of increased reliance on artificial light and mechanical ventilation. Evidence also suggests this has negative impacts on the health and well-being of residents, for example higher tendencies towards anxiety and depression where adequate levels of daylight/ sunlight are not achieved.

It is noted an addendum to the daylight/sunlight report has been submitted. There are concerns around the approach to summarising the findings of the daylight/sunlight assessment. It is not made clear how the scheme performs against the BRE standards or how adjusted targets have been selected. For instance it is unclear if a comparative context has been used, and whether the adjusted targets have been used consistently across the site. Interrogation of the tables appended to the report would suggest more significant impacts than the summary offers.

If the configuration of the long circulation in block B is to be entertained, the positive feature of a through-core of this building must be decisively enhanced. The following amendments are recommended:

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The AOV and duct on the lounge and the staircase areas respectively should be repositioned to allow a largest glass partition to provide a proper dual aspect.

Following the fire engineer consultant's recommendation, fire resistant glass should be used, including insulation value on the relevant doors and partitions. Additional clerestories over bed space doors are also recommended.

For the vertical circulation in building A, internal large windows should be provided to the staircase core and additional clerestories over bed space doors.

For both blocks, a generous roof light over the staircase is required.

Height, Scale and Massing:

The massing adjustments referred to above are required to allow sunlight penetration to the courtyard.

Conclusion:

The principle to redevelop the site and provide an intensification of use is supported from a design perspective. The intention to reinstate street frontages along Unity Street and Jacob Street is supported, and the general footprint of the urban layout is broadly appropriate. Although during the process of the current application the amount of development has decreased and design improvements have been incorporated, the scheme still cannot be fully supported from a design perspective. The comments above highlight how the scheme departs from Local Plan policies and Urban Living SPD guidance. As such an endorsement for approval could not be supported on design grounds. It is therefore highly recommended the applicant reconsiders the design and addresses the identified advice.

Following the submission of final revisions on 2nd December, it is noted that the amount of development has further decreased and design improvements have been incorporated. These amendments overcome the concerns raised above and the scheme now complies with Local Plan policy and the Urban Living SPD Guidance. As such an endorsement for approval is supported.

A full assessment of the development against the Urban Living SPD criteria is set out in Appendix 3.

Landscape Design:

The latest revisions [received on 2nd December 2019] respond positively to comments made on the previous scheme layout; modifications to building B will admit more sunlight into the main courtyard which also benefits from the removal of the majority of the cycle parking containers, change of surface treatment to hard paving and a better relationship between ground floor access points and courtyard layout. Revisions to create a more pedestrian friendly link from Jacob Street to Unity Street through the introduction of a third flight of steps is welcome. The change of surface treatment from an interpretation of water using a resin bond material to a diagonal paving feature is probably an improvement but does not appear to be explained within the Design and Access Statement. The introduction of trees into this route, however, is a positive revision; given the location of these trees into a hard surface warrants a detail of the tree pit construction which could be provided as a condition to approval. The provision relating to the planting of street trees Unity Street with the approval of Highways is noted.

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Generally the submitted revisions make for a more robust and user friendly landscape layout and can be supported for approval.

Conservation:

The site lies within the Old Market Conservation Area in a back-land location sandwiched between Jacob Street, an historic service lane, and Unity Street which forms the boundary of the CA. To the east is Midland Road, one of the main streets through the area. The special character of the site area is limited and there are few material remains of value within its boundary aside from rubble stone boundary walls surrounding it. Jacob Street has a well-established character; a hotchpotch of industrial buildings of 2-3 storeys from the early Twentieth Century and earlier on the north side of the road has some survivals on the south side, now being incorporated into new development. Midland Road is a uniform street on the east side with terraced houses and commercial shops of smart character from the mid C19th.

The most sensitive heritage asset that would be affected by development of the application site is the Grade II-star Listed Barnstaple's Almshouse. This is a complex of Victorian gothic revival buildings that replaced an earlier 15th Century building. The almshouse is broadly laid out as two long wings running back from Old Market Street and parallel with Midland Road, with a central garden space between them. Architecturally they are a set-piece with considerable picturesque effect derived from projecting bays, pointed gables, steep pitched roofs and tall landmark chimneys. The south end of the east range terminates in an ornamental bay window facing across the application site, albeit now obscured by trees and bushes from that angle.

The proposed development is a series of large blocks of 4-5 storeys with a generally Victorian/early 20th Century industrial aesthetic. This is not out of character with the special character of this part of the Conservation Area. The 3-4 storey development onto Jacob Street is of town house type units that gradually step down with the terrain and are acceptable in the current context.

The street façade to Midland Road steps down at its northern end and there is a degree of space created between the development and Barnstaple's Almshouse. Although the north façade of the new development could have responded better to the bay window as an important architectural feature of the listed building it does not pose harm. The scale of the Midland Road element would not interfere with the ornamental skyline of the almshouses and would be read separate from it in the streetscape.

The development would ensure the preservation of the special character of the Conservation Area through its scale, massing, materiality and design. The replacement of a currently detracting, negative, industrial shed on the site represents an enhancement. The policy requirements protecting the Conservation Area are therefore fulfilled. Although the relationship between the new-build and Barnstaple's almshouses could be improved by further setbacks and better architectural response to the end bay it does not pose harm to the setting under the definitions of the national Planning Policy Framework. We therefore conclude that the development will pose no harm to the designated assets around the site.

Archaeology:

The submitted documents and previous archaeological works in the vicinity of this proposed development has established that this site has some archaeological potential.

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I agree with the submitted assessment that the impacts to the likely archaeological resource can be mitigated through a programme of further works secured by appropriate conditions. These further works should enable the record of any remains relating to the historic development of Old Market prior to their destruction.

Transport Development Management (TDM)

The site is located between Unity Street, Midland Road and Jacob Street. All three roads are subject to a 20mph speed limit and are within the Easton and St Philips Residents Parking Scheme. The surrounding area consists of a mixture of commercial, light industrial and residential uses. Unity Street connects Temple Way to Midland Road via Broad Plain. It also offers links to Avon Street via New Kingsley Road/Russ Street/New Thomas Street. There are double yellow lines on both sides of the carriageway as well as on-street parking bays. Where it meets Midland Road there is a box junction. To the right on the opposite side is Waterloo Road which via Trinity Street offers connections to West Street and Clarence Road.

To the left looking towards the junction with Old Market Street/Lawfords Gate/West Street is a cycle lane behind which, as on the opposite side of the carriageway, is on-street parking. To the rear of the site is Jacob Street. This connects to Old Market Street via a very narrow stretch of carriageway that runs alongside Barnstaple House which is only wide enough for one vehicle to pass at a time. There are double yellow lines on both sides of the carriageway. All of the on-street parking can be used by permit holders Monday to Friday from 9am to 5pm or for pay and display parking, but only for a maximum of two hours. There have been three recorded accidents adjacent to the junctions previously mentioned.

Transport Statement

A Transport Statement has been submitted in support of the application. After reviewing the number and frequency of bus routes primarily on Old Market Street/Temple Way, rail services from Temple Meads Station as well as cycling and walking routes within the city centre and across Bristol it concludes that the site is in a highly sustainable location. It also examines the functional nature of the highway network and the number of accidents that have occurred within the vicinity of the site, concluding that these have been as a result of driver error and not due to any fundamental problems with the design and construction of the road network. To determine the potential impact the development may have an analysis of two-way trips that could be generated using data from TRICS was undertaken. This concluded that the extant use would generate approximately 111 two-way trips in the AM peak and 89 in the PM peak. In comparison the proposed development would generate 91 two-way trips in the AM peak and 96 in the PM peak. It should be noted that a proportion of the trips to the extant use are by car, whereas the proposed use will be car free. Overall the statement concludes that the development would not be detrimental to the safe functioning of the surrounding highway network. Transport Development Management concurs with this assessment.

Travel Planning

A Framework Travel Plan has been submitted. This sets out a number of measures to help promote the use of sustainable transport. These include: producing a Travel Information Pack; participating in national promotional events; offering an on-site cyclist repair scheme; providing a travel noticeboard;

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organising a Bicycle Users Group, promoting a cycle to work scheme as well as offering cycle vouchers and a week's worth of bus tickets. A number of targets have been set which chiefly focus on reducing the use of public transport and increasing walking/cycling. For students the choice of transport will greatly depend on where their campus is located. To manage the delivery of the action plan and monitor travel patterns through regular travel surveys, a Travel Plan Co-ordinator will be provided. A Travel Plan Management and Audit Fee of £8,781 (£5,165 for the student accommodation and £3,616 for the co-living units) applies, which will need to be secured through a Section 106 Agreement.

Section 106 Contributions

The following Section 106 contributions are required:

- Traffic Regulation Orders £11,448
- Travel Plan and Audit Fee (Student Flats) £5,165
- Travel Plan and Audit Fee (Co-living Flats) £3,616

A contribution was also sought towards upgrading a bus shelter although this has not been included as the applicant declined to fund it.

Traffic Management Plan / Traffic Regulation Order

In line with similar schemes, students will be able to occupy their flat for the entire academic year. This will reduce the number of trips the site would generate as well as any potential disruption of the surrounding highway network. To manage the arrival/departure process a Traffic Management Plan has been submitted. This sets out that arrivals will be phased over a weekend and that everyone will be given a time slot which will last 30 minutes in which they can check in, be shown their room and then move their belongings in. applicant proposes to utilise the on-street parking bays on Unity Street which it is estimated will be able to accommodate up to 11 vehicles per hour. Prior to arrival they will be issued with a plan of local carparks where parents/guardians etc can wait whilst the student is checking in.

Only once this has been completed will they be able to utilise the on-street bays in front of the building, to park and offload their belongings within a 30 minute window. Arrivals will be phased over a weekend. The on-street parking spaces can be temporarily reserved.

A Traffic Management Plan has been submitted. To prevent parking on the double yellow lines opposite the site, the applicant has agreed to fund an all-day no loading ban on both Unity Street and Jacob Street. The cost of the associated Traffic Regulation Order (£5,724) as well as the separate fee for the signing and lining will be met by the applicant and secured via a Section 106 Agreement.

Footway Improvements / Speed Reduction Measures / Junction Improvements / Street Lighting

The site faces onto Jacob Street, Unity Street and Midland Road. Currently both Jacob Street and Unity Street have a number of vehicle crossovers which will no longer be required. The applicant has agreed to reinstate the footway to full kerb height. It must also be completely resurfaced around the entire length of the site. A dropped kerb will be provided to enable Bristol Waste crews to easily manoeuvre four wheeled bins onto the carriageway. Along the façade on Unity Street granite setts will be installed. To improve visibility at the junction with Midland Road the existing rubble stone wall will be 0.6m high. 0.5m high walls will be constructed on Jacob Street. Due to the relative straight

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carriageway the applicant agreed to undertake a speed survey. This revealed that average speeds to the 85th percentile were 24mph in both directions. As this is only marginally above the 20mph speed limit and taking into consideration the fact that there haven't been any recorded pedestrian related injuries, the applicant does not consider that any speed reduction measures are required. TDM concurs with this assessment.

At the request of TDM to tighten the bell mouth of the junction between Unity Street and Midland Road, a Manual Turning Count was undertaken. This recorded a number of LGV's. Swept path analysis submitted for a 16.5m articulated vehicle indicates that this vehicle would currently stray over the centreline on Midland Road into the opposing traffic flow and that tightening the bell mouth would make this worse. As a result TDM accepts that this cannot be achieved. Due to the likely increase in the number of pedestrians using Jacob Street as a result of the provision of a pedestrian link (see below) it was requested that length of carriageway from the bend as far as Old Market Street be reviewed, as the footway along it is extremely narrow. As the existing stone rubble wall is being retained, this request is not possible, which TDM acknowledges. To support the increase in pedestrian footfall and vehicle movements associated with the site the street lighting along Jacob Street, Unity Street and Midland Road will be upgraded. Due to the amount of work required, the applicant will enter into a Section 278 Agreement and obtain a Section 171 Licence in order to excavate the adopted highway.

Pedestrian Links / Site Layout / Retaining Walls

To improve connectivity through the site the applicant proposes to create a pedestrian route through the site from Unity Street to Jacob Street, called Babers Walk. Due the level difference across the site, the route will feature a set of steps. These will include corduroy hazard strips at the top and bottom as well as anti-slip nosings/treads. A ramp has not been provided due to the level difference between Unity Street and Jacob Street and the fact that Jacob Street is cobbled and would therefore not be conducive to wheelchair users. A cycle ramp will be provided and the route will be designated as a permissive route. A separate footpath will be provided between Midland Road and Babers Walk, which will run parallel to Unity Street. It is unclear if this will also be designated as a permissive route. This must be clarified. Both must be suitably illuminated. Two gated courtyards will be provided for the exclusive use of residents and their visitors. The gates will be constructed to Secured By Design standards.

Servicing

To support the servicing of the site the applicant proposes to install a 17.5m long Loading Bay on Unity Street. Swept path analysis has been provided to demonstrate that an 11.4m long refuse vehicle can safely manoeuvre in/out. The cost of the associated Traffic Regulation Order (**£5,724**) and the separate fee for lining, signing and any resurfacing will be met by the applicant. There is currently an electricity substation within the site. This will be retained.

Car Parking / Cycle Parking

The applicant proposes that the site would be car free, with the exception of five disabled parking spaces on Unity Street. In order to install these as well as provide an additional area of pay and display/permit holder only parking, the cost of the associated Traffic Regulation Order (**£5,724**) as well as the separate cost for lining and signing will be met by the applicant. To enforce the site being car free, the applicant proposes to include a clause with the students/residents Tenancy Agreement that

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will forbid them from owning a car. The site lies within a Residents Parking Scheme and residents of the site would not be eligible to apply for a parking permit. This would address the concerns raised within a number of the objections received. In respect of cycle parking the applicant proposes to provide an internal cycle store that will contain both two-tier racking and Sheffield Stands. Sheffield Stands will also be provided for visitors on Babers Walk and Unity Street, both of which will be overlooked. Overall a total of 240 cycles will be able to be accommodated on site. This is in line with Bristol Central Area Plan Policy BCAP29: Car and cycle parking and the Old Market Neighbourhood Plan Policy T1 and T3.

Waste

The applicant proposes to provide two waste stores. The applicant proposes to leave the bins at the end of Babers Walk for collection, a strategy which has been agreed with Bristol Waste. A Waste Management Plan must be prepared and submitted.

Construction Management

Due to the impact the proposal would have on the highway network during the demolition and construction period, the applicant will undertake a Highway Condition Survey, the extent of which would be determined by Highways Maintenance as well as produce and submit a Construction Management Plan.

Recommendations

Transport Development Management has no objections to the proposals and considers them acceptable on highway safety grounds.

Sustainable City Team:

The Energy and Sustainability statement is comprehensive and the proposed approach is clearly presented.

As proposed the scheme will achieve a 20.27% reduction in residual emissions.

The reduction in energy demand through improvements in fabric efficiency and reductions in air permeability are noted and welcome.

The Energy Statement proposes a day-one connection to the heat network, secured via a 106 agreement, which is strongly supported.

The strategy also proposes roof-mounted PV to reduce residual emissions.

Broadband:

The scheme will meet BCC policy requirements.

Materials:

The Sustainability Statement says that *'All materials specified will be of a robust and durable nature. A detailed assessment of the maintenance and end of life strategies will be considered for material components at risk of damage, heavy use or exposure to weather conditions'*. This is again supported.

Overheating analysis and measures to reduce the risk of overheating:

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The overheating analysis submitted is welcome.

The Statement and supporting analysis proposes a number of measures to reduce solar gain and reduce the risk of overheating, including measures which could be retrofitted at a later date.

Other issues:

The applicant has agreed to provide an EV charging point for the disabled parking space.

Nature Conservation

A bat survey did not record evidence of roosting bats. Trees, shrubs and other vegetation will be removed as part of the proposal. No Objections are raised, however, conditions are recommended.

Air Quality

The operational impacts relating to the effect of existing air quality conditions at the development site are considered to be acceptable. The air quality assessment has demonstrated that the proposal has the potential to generate dust during demolition and construction activities. Appendix E of the air quality assessment shows a list of 'highly recommended' and some 'desirable' dust mitigation measures. The highly recommended and desirable measures should be included within a dust management plan.

There are no concerns related to air pollution should the dust mitigation measures, as outlined in Appendix E of the air quality assessment be implemented.

Archaeology

The submitted documents and previous archaeological works in the vicinity of this proposed development has established that this site has some archaeological potential.

The impacts to the likely archaeological resource can be mitigated through a programme of further works secured by appropriate conditions. These further works should enable the record of any remains relating to the historic development of Old Market prior to their destruction.

Flood Risk Team

The information supplied for the site's drainage strategy has been reviewed and is acceptable. A condition is recommended to ensure the drainage system is implemented in accordance with the sustainable drainage strategy submitted.

Pollution Control

An acoustic report has been submitted with the application which is acceptable with regards to the insulation of the residential parts of the development against current noise in the area. The application also includes some workshop/work units (B1) on the ground floor to Block B and C however the potential for noise from these B1 uses has not been dealt with in the report. Noise from these units, along with ensuring the recommendations of the acoustic report are carried, does give some concern and conditions are therefore recommended.

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Land Contamination

Overall the preliminary assessment undertaken is acceptable, utilising a range of sources and including a site walkover. The report concludes that further investigation is required which is agreed.

We would like to make some additional commentary regarding on site uses that we sourced and provided to Delta Simons in November 2018, however the submitted report does not include this information and in fact states there has been no response from the Local Authority Contaminated Land Officer in relation to the status of the site.

Prior to any intrusive works we recommend the information provided is considered when designing the investigation strategy. Whilst we welcome submission of a Phase 2 Site Investigation prior to determination, if this is not possible we have no objection to the investigation taking place post demolition.

Conditions are recommended.

Tree Officer Comments:

The proposed seeks to remove all of the existing trees from site. These consist of T1 Willow, T2 Rowan, T3 & T4 Silver Birch and T5 Whitebeam; these are all moderate quality trees that if remove can be replaced with a high quality landscape and tree planting scheme.

The removal of the 5 tree would require 12 replacement trees or a pro rata financial contribution of 12 X £765.21 = £9182.52 in accordance with the planning obligation SPD, tree replacement standard.

The landscape proposals plan (Dwg 1999-TF-00-00-DR-L-1001) identifies 17 replacement trees within the redline of the development and a further 6 indicative trees located within the footway on Unity Street that need to be secured but are not currently quantified due to the lack of services information. The 17 tree mitigates the loss of the former trees on site in full and no financial contribution is required if this plan is conditioned. No species have been identified on this drawing.

The superseded Soft Landscape Proposal (Dwg 1999-TF-00-00-DR-L-3001) shows the landscape area running for west to east planted with a mix of birch species. Monoculture planting such as this is not conducive to future proofing the site to climate change of pest and disease resistance. I do not object to the use of either *Betula pendula* or *Betula nigra* these are appropriate to the location however at least half of the trees should be of a different family, genus and species and therefore I would recommend *Pinus sylvestris*. This species mixes well with birch in planting schemes and will grow well in this environment.

The central pedestrian route is proposed to be planted with *Prunus Kanzan*. This species has significant surface roots that will disrupt the paved surface in the area and will lead to their early removal. A species that would do well in this location would be *Katsura tree (Cercidiphyllum japonicum)* This has an upright form (but not fastigiated) that would be able to grow with little maintenance into maturity. The tree offer good autumn colour and a fragrance of burnt sugar (Candyfloss) during this period.

5 Trees adjacent to Block C are proposed as *Acer Campestre* 'Streetwise'; this is an appropriate species for this location and I have no objections.

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The species comments may be out of date, however, with the lack of a detailed Tree Species List this is important to get right with a development of this scale.

No planting pit designs have been presented and within a new development such as this I would suggest a Stockholm style planting pit that utilises an aggregate and biochar growing medium and utilises natural rainwater drainage to supplement the watering requirements to establish the tree. This would need to be implemented within the areas of hard standing.

EXTERNAL:**Crime Reduction Unit**

After reading through the supply demand of student accommodation in Bristol I understand how we still have a short fall and this area would be perfect for them to have easy access to the universities by all the transport ready available in this area. However student accommodation is a specialist accommodation, which has its own needs, additionally its own crime risk.

Home Office research shows that:

“Students are, statistically, one of the most likely groups to fall victim to crime. Students own more expensive consumer goods per head than the rest of the population. It is no surprise then that 1 in 3 students becomes the victim of a crime each year. Added to that fact, young people (aged 16 to 24 year old) are around three times more likely to be victims of burglary than people in other age groups, which makes students all the more vulnerable.”

In the DAS statement there is very little on security measures /standards that will be designed into the scheme. The following is recommended:

All ground floor entrance doors should be to BS PAS 24: or LPS 1175 (SR 1). These standards are the entry level for security doors.

Fire Exit Doors: Should be metal with no outer door furniture, fitted with hinge bolts and be linked to any alarm system within the building. As a minimum they should be fitted with an unmonitored screech alarm to reduce opportunity for the doors to be propped open.

All Studio apartment doors should be certified to BS PAS 24:

Communal Unit or Cluster Room doors: These doors should be to BS PAS 24: or LPS 1175 (SR1). These standards are the entry level for security doors.

Individual student room entry doors should be of robust construction. A BS 8621 or PAS 8621 lock should be fitted and additionally two hinge bolts.

Access Control: There should be full access control, with students living on site having access via a proximity card or fob system. I suggest that the same fob system is used for access to the communal facilities such as the bike store, laundry and courtyards.

I recommend compartmentalisation is used in conjunction with the access control system, restricting students to the floor of which they legitimate need to be on.

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Postal delivery: There should be a secure mail delivery system in place located in the communal entrance. These should be of a robust construction and incorporate “anti-fishing” properties and if possible this area should be protected by CCTV.

Each cycle store must be secure and would ideally also be accessed by key fob or similar, the locking system must be operable from the inner face by use of thumb turn to ensure residents are not accidentally locked in and fitted with a self-closing facility to prevent unauthorised access to these areas. The cycle stores must also be provided with secure cycle stands.

There should be suitable lighting for internal areas as well as external areas, and should be suitable for planned CCTV. All entrance doors must be illuminated.

There should be good recognition standard CCTV inside covering various areas such as:-

- The main entrance.
- Communal area and student post boxes.
- Stairs and lifts on all floors.
- Lift entrances on all floors.

Good management affects how a development functions therefore on this development such considerations should be also taken into account :-

- Hours and duties for on-site staff.
- Maintenance of CCTV and maintenance of site.
- Maintenance and management of fob access control system.
- Dealing with postal deliveries.
- Maintenance of cycle security and making sure students register their cycles with Immobilise or Bike Register in hope to reduce theft of Cycles.
- To ensure emergency exits are not used as informal entrance / egress points.
- Hostile Vehicle Mitigation recommended to mitigate the risk of an individual using a vehicle as a weapon, where a large number of students are accessing / leaving accommodation.
- The well-being and support of students residing at this proposed development including the safety aspect on travelling to and fro to their Universities and social activities including late night venues, as there have sadly been incidents in Bristol and locally Bath, where young adults have drowned in the Harbour and river areas.

Lastly, approved Document Q of schedule 1 of the building regulations 2010 that came into force on October 1st 2015 creates security requirements in relation to windows and doors including those that are easily accessible. Windows and doors must reach the required PAS 24:12 certification and standards as set out in this document.

Avon and Somerset Constabulary operates the Secured by Design initiative. This is a scheme which promotes the inclusion of architectural crime prevention measures into new projects. Consideration should be given to applying for Secured by Design (SBD) certification as this would ensure minimum standards of physical security. Implementing Secured by Design has proved to reduce the number of burglaries where it has been implemented.

Should the developer apply for Secured by Design (SbD) then the SbD accreditation would exceed the requirements of Approved Document Q.

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Secured by Design is a Police crime prevention initiative that focuses on the security of buildings and results in the issuing of a Secured by Design Certificate. This certificate is acceptable to local authority building control officers and improved inspectors as a means of discharging the aforementioned regulations.

Once a development has been completed, the main opportunity to incorporate crime prevention measures has gone. Careful design need not cost more if considered from the outset.

Bristol Waste

Raise no objections, and advise that the developers refer to the Planning Guidance for Waste and Recycling produced by the Bristol Waste Company.

KEY ISSUES:

For information, any policies quoted in the report with the prefix BCS are from the Core Strategy, DM are from the Site Allocation and Development Management Plan, and BCAP are from the Bristol Central Area Plan. Policies quoted from the Old Market Quarter Neighbourhood Development Plan will be referred to using the prefix OMNP. Similarly, draft policies quoted from the Bristol Local Plan Review will be referred to using the prefix BLPR.

A: IS THE PRINCIPLE OF THE DEVELOPMENT ACCEPTABLE?

The site is occupied by three warehouse / industrial buildings. Policy BCS8 states that outside of the designated Principal Industrial and Warehousing areas (such as this site), employment land will be retained where it makes a valuable contribution to the economy and employment opportunities. Policy BCAP7 states that employment sites in Old Market should be retained for employment use unless it can be demonstrated that:

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

It should also be noted that Paragraphs 117 and 118 of the National Planning Policy Framework (NPPF) encourage the effective use of land, particularly previously-developed or 'brownfield' land, in meeting the need for homes and other uses. Similarly, although at draft stage and having little 'weight', Draft Policy UL1 of the BLPR encourages development to make efficient use of land by developing under-used land and buildings.

In terms of the occupation of the site, the situation is as follows:

Kingsown House: the ground floor and first floor is occupied by Amphora Aromatics (although their lease is 'holding over' whilst they are seeking alternative premises. The applicant purchased the site from them in the summer of 2018).

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Units 1 / 2: lower ground floor, upper ground floor and first floor occupied by Bristol Stair and Joinery Co. on a below market rent.

Unit 1A: upper ground floor is vacant, first floor level is vacant

Unit 3: Lower ground, upper ground and first floor levels occupied by Midas as site office in connection with adjacent construction works.

In accordance with BCAP7 a report was submitted with the application dated March 2019 providing details of a marketing exercise undertaken between January and August 2018, when the property was sold.

The report states that throughout the marketing campaign there were no credible or deliverable enquiries on either a leasehold or freehold basis for employment use on the site.

The report further added that the existing commercial accommodation on the site is not considered to be commercially viable for business use by either developers or occupiers.

In view of the above it is considered that the proposals comply with Policy BCAP7.

Proposed Employment Floorspace

Policies BCS8, OMNP Policy C1 and BLPR Draft Policy E7 all encourage new employment floorspace as part of mixed-use developments. Policy C1 encourages the provision of flexible space suitable for accommodating a variety of business uses, including small office spaces and workshops integrated into residential development. Policy BCAP6, concerning the delivery of employment space in Bristol City Centre, states that in Old Market the emphasis will be on the provision of small-scale flexible workspace suitable for a wide range of employment uses.

The development makes provision for 528m² of flexible co-working space for 'start-ups' or small and medium-sized enterprises (SMEs), at lower and upper ground floor level. This would offer a purposely designed platform for SMEs to access desk space and meeting rooms in a flexible working environment, without the need for securing long term office tenancies. The marketing report commented that this element of co-working and business space would provide a sustainable commercial alternative to replace the existing buildings, which will attract less mature, smaller companies who require flexibility on leases and space that is easy to occupy without significant expenditure.

An Economic Impact Assessment was submitted with the application which estimates that the new employment floorspace would generate approximately 57 jobs, compared to the existing site's potential capacity of 85 jobs, based on the standard employment densities from Homes and Communities Agency Employment Densities Guide 3rd Edition, 2015.

Although the proposed scheme in comparison will have less employment capacity of 28 jobs, the economic benefits of the proposed scheme overall may well be greater than the current uses, as expressed within the Economic Impact Assessment. Also, as noted above, the existing employment space is variously occupied with a number of tenants due to vacate or having vacated already.

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On this issue, it is therefore considered that there is no planning policy objection to the loss of the existing warehouse / light industrial units which are not commercially viable, and which will be mitigated through the re-provision of employment floorspace on site.

B. IS THE NATURE AND MIX OF USES PROPOSED APPROPRIATE?

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, among others, offices and residential. The policy identifies Old Market as an area where continued improvement will be promoted, and states 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.

Student Accommodation

Policy DM2 includes consideration of student accommodation and states that specialist student housing schemes will be acceptable within the city centre, although 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 concentrations including those listed at (i) above, or reducing the choice of homes in the area by changing the housing mix.

Policy BCAP4 refers to student housing and states 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 the growth of specialist student housing in the city centre in relieving pressure on the local housing stock.

The policy further comments that in areas with a strong residential context, such as Old Market, concentrations of student housing should be avoided.

Finally BCAP4 states that when making assessments on residential amenity, consideration should be given to the particular qualities and characteristics of a residential area or residential uses that might contribute to it being an enjoyable or otherwise satisfactory place to live. These usually include generally quieter surroundings; a reasonable level of safe, accessible and convenient car parking and a well maintained and visually attractive environment.

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

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significant weight at this time. As with current adopted policy, the issue of harmful concentration of specialist student accommodation remains a consideration within emerging policy.

There are already a number of purpose-built student developments within a 400m radius of the site as shown on Appendix 1. These are as follows (with bedspaces shown in brackets):

Jacob Street (202 – under construction)

Print Hall (267)

Market Gate (489)

Phoenix Court (277)

Total = 1,235

Of these, the Jacob Street and Print Hall developments are in closer proximity to the site, while the Market Gate and Phoenix Court schemes are further removed and are more separated through their location being to the north of Old Market Street. Appendix 1 also shows that the main residential areas in Old Market lie to the East and South East of the site, although the site is abutted by residential uses to the immediate north of the site and across the site on Midland Road.

In total, the number of residential records on the LLPG (Local Land and Property Gazetteer) within a 400m radius of the site is 2,830, of which 575 are attributed to the purpose-built student developments detailed above.

Taking account of these numbers, the location of the four large student accommodation schemes and the existing areas of residential development, it is not considered that the addition of a further 189 students as a result of this development would lead to a significant proportion of housing in the area that would limit housing choice. Moreover, taken together with the co-living housing to be developed on the site (see below) the development can be said to increase housing choice within the area.

It should be noted that a recent appeal (APP/Z0116/W/18/3212806) for a student development of 345 bedrooms at Wilder Street was allowed on 5th September 2019. Within the decision letter, the planning inspector commented that “There are no absolute limits in what would represent a harmful concentration” [of students] and that potential adverse impacts “...can generally be addressed by the efficient management of the complex and enforcement of tenancy agreements”.

In considering whether the development would be detrimental to the residential amenity and/or character of the area, consideration is needed of the immediate context.

Jacob Street is a relatively quiet cul-de-sac which serves some residential properties as well as the rear of Barstaple House. Car parking is very limited and restricted to users of a local residents' parking permit scheme. There is a significant slope from north to south, with the north edge of the proposed development fronting the street with the appearance of 3 storey townhouses (Block A) matching the height of the buildings opposite, while opposing Barstaple House to the south would be the flank walls of the two wings of Block C, lined up with the end wings of Barstaple House. Pedestrian access to the town houses (with 102 student bedspaces) would be from the north via David Street, Jacob Street or via an east-west pedestrian link between Midland Road and Jacob

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Street. Access to the remainder of the development is also via Jacob Street, making use of the proposed north-south pedestrian link, or from Unity Street to the south.

This area is considered the most 'sensitive' to development by reason of the close proximity of existing residents, the relatively quiet setting and the presence of a Grade II* listed building (Barstaple House). Clearly, the development will bring change to the area through the introduction of many new residents passing through Jacob Street in particular. However, while this will be noticeable and may cause some disturbance, this is a central location within a wider busy mixed use area where levels of activity can be expected to be higher. The scheme has been carefully designed to respect the scale and character of the area and not harm the setting of the listed building (see Key Issue F below).

With respect to the remainder of the site, the main frontage of the site facing south on Unity Street (Blocks B and C) is opposite the large Gardiner Haskins car park, while the east elevation of Block C is separated from existing commercial and residential development by Midland Road. The western edge of the site abuts the new mixed student/residential development that is yet to be occupied. These aspects of the scheme are again well designed, taking full account of their surroundings and would present a visually attractive environment. Amendments have been made to the scheme to minimise its impact on adjoining residents to the west.

On the issue of management, the agent states that the applicant works in tandem with well-reputed management companies whom engage with the local community to ensure that disruption is minimised. A detailed Student Management Plan has been submitted in support of the application, the contents of which can be secured through use of a planning condition.

There are no concerns raised in relation to servicing arrangements.

The student accommodation would not result in the loss of existing housing, and whilst the housing mix would be altered in percentage terms, this would not be at the cost of family housing. Taken together with the introduction of co-living accommodation, the development would not result in local housing imbalance and would in fact increase housing choice.

One further point to note is the relatively low level of public response to the proposals and the introduction of student accommodation, although in saying this it should be noted that the adjacent student development is not yet completed and its impact is yet to be felt. On this issue the Old Market Community Association commented as follows: *"... we support development of this site, but, have some concerns about the concentration of student accommodation in the immediate vicinity. The Market Gate building, the Print Hall and the Hawkins Street development accommodate over 1200 students. This development would add another 210 [189] students in Old Market. While we welcome the reduction in the number of students from the 352 proposed at pre-app stage, it is still a significant addition."* The OMCA added that substitution of part of the student accommodation with 'conventional housing' would overcome their concerns. However, the applicant decided against making this amendment.

Taking all the points raised above into account, it is considered that while there is some objection to the proposed student accommodation, on balance this can be supported, as it would not lead to a harmful concentration and on assessment of design and amenity is found to be acceptable.

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Co-Living Housing

The development proposals incorporate 102 no. co-living studio units within Block C. It is appreciated that co-living is not a widely known concept in Bristol; however, it is becoming more commonplace in large cities, namely London.

The applicant describes purpose built co-living as catering directly for an identified housing need amongst 18-35 year old young professionals / key workers, who may be unable to purchase a property and would otherwise require HMO accommodation. They allow residents to live independently in studio accommodation (the units would be approx. 20sqm) whilst having access to communal facilities such as lounges, cinema rooms, kitchen/dining rooms (available to hire by residents) and laundry / concierge facilities. Through the use of shared facilities, co-living accommodation successfully creates a sense of community amongst residents. The minimum length of tenancy would be 3 months. There would be no maximum length of stay.

The applicant has agreed that as part of a Section 106 Legal Agreement students would be excluded from the co-living accommodation.

The Bristol Local Plan is silent in respect of co-living accommodation, however the Urban Living SPD states: "Higher density residential developments need to incorporate a variety of accommodation to meet the needs of families, elderly, co-living and those with specific accessibility needs, rather than just focusing on young professionals."

It is considered that the proposals are in accordance with Policy BCS18 of the Core Strategy, which seeks a mix of housing types and sizes to help support the creation of mixed, balanced and inclusive communities.

In conclusion on this key issue, taken together with the co-working element of the proposed development described in Key Issue A, the mixed of uses proposed on the site is considered acceptable and consistent with Policies BCS2, BCAP1 and OMNP C1.

C. DO THE PROPOSALS PROTECT THE RESIDENTIAL AMENITY OF ADJOINING OCCUPIERS IN TERMS OF PRIVACY, SUNLIGHT AND DAYLIGHT?

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.

Jacob Street:

The existing occupants of Jacob Street would be most affected by the proposals through the development of the town houses (Block A) directly opposite them to the south at a distance of approximately 9 metres. This has raised concerns over the loss of the open aspect they currently enjoy and a loss of sunlight / daylight and privacy.

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The existing largely open aspect facing the northern side of Jacob Street is not commonly found in such a central location and it is to be expected that some form of development would in time close this open 'feel', as has started to happen with the adjoining Hawkins Street development adjoining the site to the east. Historically, Jacobs Street had building frontages on the back edge of the pavements running down both sides of the road, although the uses at that time were employment related and not residential. However, in design terms, the re-creation of a mews style environment albeit for residential and not employment use is considered appropriate and in keeping with Jacob Street's central location.

This design approach is reflected in the Old Market Neighbourhood Development Plan, which contains a detailed design code. At Appendix 3 this states that building heights to eaves or to the top of parapets should be no more than twice the distance from the facade of the building to the centre of the street or lane. As noted by the Old Market Community Association, applying this scale to Jacob Street gives a maximum height of 11 metres, and the proposed building height is 9 metres which complies with this criterion. The OMCA also support the proposed building line on the back edge of the pavement.

A daylight and sunlight assessment was submitted with the application which states the following in respect of the properties located directly opposite the site on Jacob Street.

"The site and surrounding area is undeveloped, which is uncommon for an urban location. As such, any reasonable massing on the site would produce percentage alterations beyond that of the suggested [British Research Establishment: BRE] guideline values. This would create an unrealistic basis for assessing the potential daylight and sunlight impacts along Jacob Street and Barstaple House. Appendix F of the BRE Guidelines provides alternative target values for this scenario. Paragraph F4 of the BRE Guidelines states: "... a typical obstruction angle for a mews in a historic city centre might be 40 degrees with a corresponding VSC* [vertical sky component] of 18%..." It is clear from historic photography that similar massing existed along Jacob Street and it would be reasonable to set an alternative VSC target criteria of 18%, when assessing the potential daylight and sunlight aspects."

Daylight:

The results of the VSC assessment indicate that all but 3 of the windows in properties on Jacob Street directly facing the proposed development meet the alternative VSC target of 18%. Of the 3 that fail, two are understood to serve stores and the third is served by an alternative window.

A further analysis was done to assess the No Sky Line* (NSL) which showed that the majority of the rooms would be fully compliant with the BRE Guidelines, and that where there were transgressions, the rooms affected would remain well lit.

Sunlight:

With the exception of one transgression, all windows assessed would be fully compliant with the Annual Probable Sunlight Hours (APSH) criteria. The one remaining window would retain a winter APSH of 4%, against the target criteria of 5% in winter months.

With regard to Barstaple House and the Hawkins/Unity Street consent (to the west) which are also affected by the proposals, the analysis shows the following:

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Barstaple House:

Daylight:

The VSC and NSL assessment show that all windows and rooms assessed would be fully compliant with the BRE alternative target criteria.

Sunlight:

Except for 3 transgressions, all windows assessed would be fully compliant with the APSH criteria. The remaining 3 windows would retain a winter APSH of between 2% and 4%, against the target criteria of 5%. However, all windows would exceed the APSH criteria for annual sunlight.

In summary, while the development will obviously have an impact on the residents of Jacob Street and Barstaple House with loss of views and some privacy, it is perhaps unreasonable to expect their existing open aspect to be retained in such a central location characterised by high density development. The daylight and sunlight assessment shows that all of the properties affected would still receive acceptable levels of daylight and sunlight.

Hawkins/Unity Street:

Daylight:

The VSC assessment shows that 27 of the 38 windows assessed would be fully compliant with the BRE Guidelines. Of the remaining 11 windows, 10 windows have alterations of between 21% and 58% and all but 2 of the rooms would comply with the NSL criteria. All rooms comply with the alternative target criteria.

Sunlight:

All windows assessed would comply with the APSH criteria.

It should be noted that the predicted daylight /sunlight assessment will have improved following the latest revisions received on 2nd December, following the removal of end bedrooms in Block A.

*Diagrams and text explaining VSC and NSL are shown at Appendix 2.

D: WOULD THE PROPOSED DEVELOPMENT PROVIDE A SATISFACTORY LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?

Policies BCS21 and DM2 require developments to create a high-quality environment for future occupiers. OMNP Policy C5 states that proposals for new residential development will only be permitted where a satisfactory standard of amenity and privacy can be provided.

In terms of daylight and sunlight, the results of the assessment demonstrate a good level of compliance with the BRE Guidelines which is considered commensurate with similar developments of the proposed scale and layout.

There are no required space standards for student housing, or the proposed co-living accommodation which is also sui generis. The student accommodation is similar in character to other purpose built

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accommodation of this kind. The co-living accommodation has a similar format although the size of the studios are larger, and during the course of negotiation on this application additional communal areas were added on each floor to add to the large communal areas provided at ground floor level. These areas are for cooking, dining and socialising, and are intended to foster the spirit of communal living.

In terms of outdoor space, again through negotiation the two courtyards have been enlarged. The courtyard between Blocks A and B now complies with BRE Guidelines which recommend that at least half of an outside amenity area should receive at least two hours of sunlight on 21st March. The courtyard at Block C has been widened by 2 metres and would meet the BRE guidelines for 21st June. The surface treatment of the courtyard between Blocks A and B has also been changed so that it is more durable taking account of its expected level of usage. A roof garden is also provided for the co-living accommodation in Block C.

Given the distances between elevations it is considered that the degree of overlooking is considered acceptable.

The quality of the internal and external spaces proposed is considered satisfactory, and would provide good accommodation and an acceptable standard of amenity given the high-density nature of development proposed.

E. WOULD THE DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 and DM23 seek to ensure that new development is accessible by sustainable transport methods such as walking, cycling and public transport. Development should also not give rise to unacceptable traffic conditions. OMNP Policy T1 states that development proposals should be designed to reduce the environmental impact of vehicular traffic and encourage movement on foot and by bicycle. Policy DM32 requires adequate refuse and recycling provision in new development.

The site is in a highly sustainable location due to its proximity to the city centre, Temple Mead Station, several principle bus routes, cycling and walking routes. It is within the Easton and St Philips Residents Parking Scheme.

The development is proposed to be car free, with the exception of 5 disabled parking bays to be provided on Unity Street. This is considered acceptable as it does not raise any safety concerns. This is because any parking on-street can be effectively controlled through the presence of the residents parking scheme to reduce issues about safety. In terms of cycle parking, a total of 240 parking spaces would be provided. The parking proposals comply with the relevant policy: BCAP29.

A transport statement was submitted in support of the application and a travel plan setting out measures to promote the use of sustainable transport. A traffic management plan has also been submitted to manage the arrival/departure process.

The servicing and proposed waste collection points are considered acceptable.

No objections are raised on highway grounds.

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Policies BCS21, DM26, DM27, DM28 and DM29 set out the design requirements that new buildings should achieve. Policies BCS22 and DM31 relate to heritage assets (including Listed Buildings and Conservation Areas) and seek to preserve or enhance heritage assets. The National Planning Policy Framework 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 BCAP46 expects development in Old Market to respond strongly to the historic character of the area in terms of its scale and massing, grain and the choice of materials used and the reinstatement where appropriate of historic routes through the area.

OMNP Policy B1: states that development that would affect the setting of heritage assets and features, identified as listed, unlisted buildings of merit, and character buildings on Map 3: Assessment of Building Quality should pay special regard to their historic and visual interest.

OMNP Policy B2: states: The design of new development must take account of the history and setting of the Old Market Quarter. New buildings should be designed to be sympathetic to the height and design of neighbouring buildings, street width and frontage lines. Development proposals should also have regard to the Old Market Quarter Design Code set out in Appendix 3.

The site lies within the Old Market Conservation Area. The Grade II* Barstaple House is located adjacent to the north of the site, and 39 Midland Road, an unlisted buildings of merit is in close proximity to the site. The OMNP defines nos. 1-37 Midland Road as character buildings.

The proposal would introduce three buildings of between 3 and 5 storeys, and creates new frontages on Unity Street, Midland Road and Jacob Street, largely recreating the historic pattern of development in the area. The general footprint of the urban layout is appropriate and the proposed north-south and east-west pedestrian routes are welcomed and will improve permeability through the site.

In terms of height and massing, following the receipt of amendments, the height of Block C has been reduced and all building heights are seen to both comply with the OMNP Design Code and respect the scale of adjacent street and buildings. The street façade of Block C to Midland Road steps down at its northern end and a degree of space is retained between the building and Barstaple House. The separation, step-down and natural slope of the land ensures that the setting of the listed building is not harmed, and the scale of Block C ensures that there is no interference with the ornamental skyline of Barstaple House.

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The appearance of the development is supported and can generally be described as having a Victorian or early 20th century industrial aesthetic which respects the historic character of the area. The 'town house' style of the 3 storey units on Jacob Street are seen as appropriate for that context.

Following negotiation street trees are now proposed on Unity Street, and with the agreed changes to the courtyards introducing more appropriate surface treatments and relocating much of the cycle parking, the appearance and utility of the outdoor spaces is acceptable.

The overall design of the scheme is supported and would ensure the preservation of the special character of the Conservation Area through its scale, massing, use of appropriate materials and design. Indeed, the replacement of the currently unsympathetic commercial buildings with the proposed development represents an enhancement to the appearance of the Conservation Area.

An assessment of the development against the Urban Living SPD criteria is set out in Appendix 3.

G: IS THE AMOUNT OF AFFORDABLE HOUSING PROPOSED ACCEPTABLE?

Policy BCS17 requires affordable housing in residential developments of 15 dwellings or more, and in central locations, a 40% target will be sought.

However, the Affordable Housing Practice Note (AHPN), April 2018, was introduced to provide interim measures to speed up the delivery of affordable housing. The guidance introduced a 'threshold' approach, whereby schemes offering 20% on-site affordable housing in central locations would be accepted.

While there is no current policy requirement for purpose-built student accommodation to contribute towards affordable housing, there are no policies that exempt 'co-living', from an affordable housing requirement.

Taking advantage of the 'threshold' approach set out in the AHPN, the applicant is proposing that 20% of the co-living studios would be offered at 80% of the market rent, which can be secured through legal agreement. This offer is acceptable in principle, although the final terms on how it will be applied and managed have yet to be decided.

H: WOULD THE PROPOSAL SATISFACTORILY ADDRESS SUSTAINABILITY AND CLIMATE CHANGE ISSUES?

BCS13 to BCS15 forms a suite of planning policies relating to climate change and sustainability. It requires development to both mitigate and adapt to climate change. This includes new development to minimise its energy requirements, address issues of sustainable design and construction and also water management issues to reduce surface water run-off.

The energy and sustainability statement submitted is comprehensive and fully addresses these policy requirements. The development would include sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use by 20.27% (the policy requirement is 20%).

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The statement includes a BREEAM pre-assessment which concludes that the development would achieve a BREEAM rating of 'Excellent'.

The development would connect to the heat network and this would be secured as part of a Section 106 legal agreement which is welcomed.

The statement and supporting analysis also proposes a number of measures to reduce solar gain and reduce the risk of overheating, including measures that could be retrofitted at a later date.

I: 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 that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposed development. Overall, it is considered that neither the approval nor refusal of this application would have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

SUMMARY:

This scheme concerns the replacement of three commercial buildings, partially used for employment purposes with a mixed use development to comprise of 189 student bedspaces, 102 co-living studios and 525 square metres of co-living workspace. It follows a pre application that was to redevelop the site solely for student use.

The main issue centres on whether this balance of uses is acceptable, especially the introduction of a further 190 students in an area that has witnessed a number of purpose built student developments over the last few years.

In considering the proposal and its potential impacts, the three principal concerns were whether the development would contribute to the diversity of uses in the area; whether the development would contribute to the mix of housing in the area and whether the development would harm the residential amenity and character of the area. For the reasons set out above it is considered that the development would not lead to any unacceptable harmful impacts to the area, and that the introduction of co-living studios and co-working space would add positively to the mix of accommodation and employment uses available.

The design of the scheme, with its new street frontages to Jacob Street, Unity Street and Midland Road, is supported, as is the proposed layout with its internal courtyards, landscaping and introduction of two new pedestrian routes, introducing permeability through the site. The Victorian, early 20th Century industrial aesthetic of the design pays tribute to the site's heritage and is seen as an enhancement to the appearance and character of the Conservation Area. The setting of the adjacent Grade II* listed Barstaple House is also respected.

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In all other respects the scheme is considered acceptable and is recommended for approval.

COMMUNITY INFRASTRUCTURE LEVY (CIL)

The CIL liability for this development is £666,717.19

RECOMMENDATION:

Approve subject to a Section 106 Planning Agreement to cover the following:

- Provision of Affordable Rent in 20% of the Co-Living Studios
- Provision of Street Trees
- Connection to the Heat Network
- Exclusion of students from the Co-Living Housing (Block C)

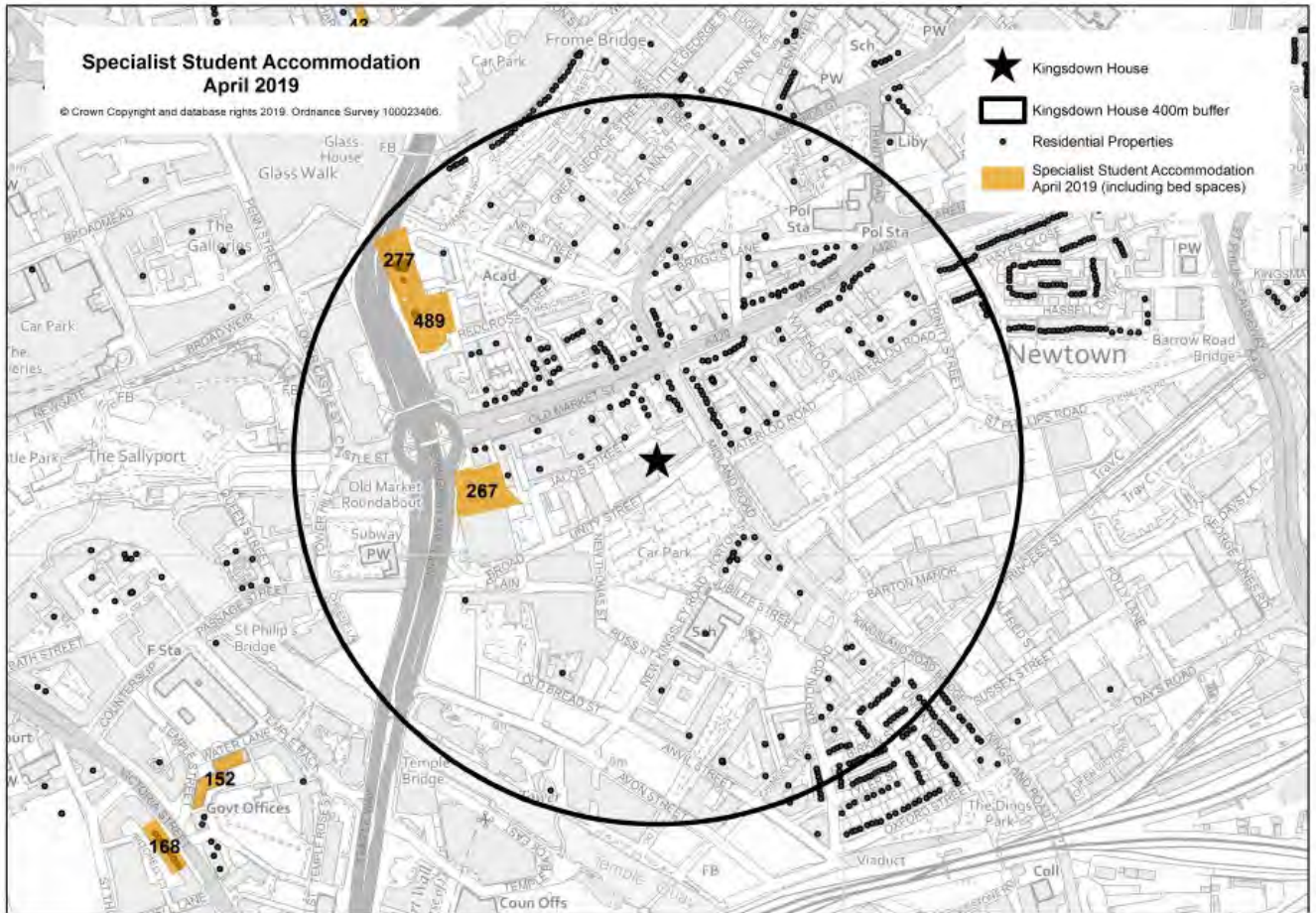
Request delegated authority for officers to prepare the required planning conditions to cover the following issues:

- Archaeology
- Detailed Design
- Landscaping
- Land Contamination
- Highways
- Construction Management
- Nature Conservation
- Air Quality
- Pollution Control
- Flood Risk
- Sustainability
- Broadband Connectivity

Appendix 1: Specialist Student Accommodation

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Appendix 2:

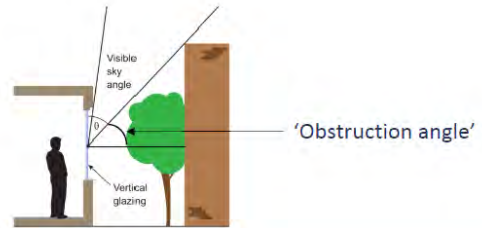
Vertical Sky Component:

Daylight Access - 1

- CIE Overcast Sky
- Orientation irrelevant
- Obstacles and room properties

Vertical Sky Component (VSC)

- *Ratio of direct sky illuminance falling on vertical surface at a reference point to horizontal under unobstructed sky*
- Measure at centre of pane
- Maximum 40%



VSC	θ	Impact on design
$\geq 27\%$	$> 65^\circ$	Conventional window design adequate
15 - 27%	45 - 65°	Special measures (larger windows, changes to room layout)
5 - 15%	25 - 45°	Very difficult to achieve adequate daylight
$< 5\%$	$< 25^\circ$	Impossible to achieve adequate daylight (even with curtain walling)

No Sky Line:

Daylight Access - 2

No Sky Line (NSL)



- Point at which working plane sees the sky
- Areas beyond NSL tend to look gloomy irrespective of external brightness

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Appendix 3:

Urban Living SPD:

1. Major Developments	
Guidance/questions relevant to all major schemes, regardless of land use	
City	
<p>Q1.1 - Has the scheme adopted an approach to urban intensification which is broadly consistent with its setting?</p> 	<p>The proposed development is of a height and density comparable to the setting. Old Market is currently undergoing significant change and investment, with the site immediately to the east currently under construction for purpose-built student accommodation and 49no. residential dwellings, within buildings ranging from 3 to 8 storeys in height (ref. 17/02313/F). The proposed building sits comfortably within this context, as well as the more residential nature of Midland Road and Barstaple House.</p>
Neighbourhood	
<p>Q1.2 - Does the scheme contribute towards creating a vibrant and equitable neighbourhood?</p> 	<p>The proposed development is for the erection of a mixed-use development, comprising student housing, co-living studios, and co-working space, which will replace the existing poor-quality employment space. The proposed development will create a more vibrant and interactive use compared to the existing, thus contributing to the wider neighbourhood.</p>




CDG comment and observations on the UL Assessment – December, 2019		Rating
Comments		
CITY		
Q1.1	<ul style="list-style-type: none"> + Evidence of design-led capacity study + Scale and massing approach considered further assessment to parameters against existing properties + Appropriately identifies context (emerging, existing) 	
NEIGHBOURHOOD		
Q1.2	<ul style="list-style-type: none"> + Mix of student accommodation, co-living studios and co-working space - No appropriate identification of housing needs, gaps in local amenities - Only 1 bed-spaces rooms with no other types to contribute to diversifying existing housing stock + Enhancement of pedestrian and cycling routes and new public space + Enhancement and new provision of Green infrastructure + Evidence of community involvement and engagement 	

	<p>The development of residential uses above employment floorspace, alongside communal/public spaces allows for the future residents, as well as existing residents within the surrounding area to mix and create a sense of community. The co-working space has purposely been located within Block C, at the prominent junction of Unity Street and Midland Road, thus creating an active and vibrant frontage.</p> <p>The co-living element introduces a new building typology and tenure to Bristol City Centre and will create a strong sense of community, given the shared access to facilities and amenity areas.</p>
<p>Q1.3 - Does the scheme respond positively to either the existing context, or in areas undergoing significant change, an emerging context?</p> 	<p>The existing site contains underutilised industrial units which are of poor architectural quality. The proposed development will greatly improve the appearance of the site, whilst respecting the height and scale of the established and emerging built context.</p> <p>In particular, careful consideration has been given to the relationship with the neighbouring Almshouses (Grade II Listed), with a building of similar footprint, extending upon the central courtyard design.</p>
Block and Street	
<p>Q1.4 - Does the scheme provide people-friendly streets and spaces?</p>	<p>Active frontages are provided along Unity Street and Midland Road, which will provide natural surveillance. Building entrances have also been located to provide vibrancy and activity.</p> <p>The scheme increases permeability within the area through the inclusion of new pedestrian connections</p>


Q1.3	<ul style="list-style-type: none"> + Responding to emerging building height along Unity St and Jacob Street + Positive response to existing context, or consolidating the emerging context + Identification of key views, heritage assets etc. with no interference to the neighbouring Almshouse from the scale of the proposed development <p>Room for improvement:</p> <ul style="list-style-type: none"> • <i>Considering further setbacks and better architectural response from new development to the end bay of Barstaple's almshouses</i> 	
BLOCK AND STREET		
Q1.4	<ul style="list-style-type: none"> + Public realm enhancements along all existing route and creation on new ones with active frontages 	

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	<p>(north-south and east-west). These routes run will be attractive, with courtyards on either side, as well as safe with passive surveillance where people will feel at ease using.</p>
<p>Q1.5 – Does the scheme deliver a comfortable micro-climate for its occupants, neighbours and passers-by?</p> 	<p>The Daylight/Sunlight Assessment submitted in support of this application identified that the proposed scheme would not cause a significant loss of daylight or sunlight to neighbouring uses. The proposed height of the development will also allow for daylight to reach public spaces within the development, including the two shared courtyards.</p> <p>The proposed development will also provide shaded spaces during the summer months to create comfortable environment for future residents and users of the site.</p>
<p>Q1.6 – Has access, car parking and servicing been efficiently and creatively integrated into the scheme?</p> 	<p>The proposed development is to be 'car-free', except for disabled spaces which will be provided immediately adjoining the application site. A 'car free' development for student housing is supported by Emerging Proposal ULH 6. A restriction upon future residents being able to apply for a parking permit can be controlled through S106 obligations, and residents (both students and co-living) will be restricted from parking through their tenancy agreements.</p> <p>There is a car club space immediately adjacent to the site on Unity Street which will be encouraged to be used by future residents.</p> <p>It is not proposed for any vehicles to access the site, all servicing will take place from Unity Street within a dedicated loading bay. The refuse stores will be</p>




<p>Q1.5</p>	<ul style="list-style-type: none"> - There are concerns around the approach to summarising the findings of the daylight/sunlight assessment. - Block dimensions that not allow for natural ventilation + Positive response to orientation + Decreased height and massing at the end of buildings A and B next to neighbouring new development is positive + Recess at the top floor on buildings B and C helps to reduce the overbearing massing to the courtyards
<p>Q1.6</p>	<ul style="list-style-type: none"> + Car Free development + Secure cycle parking provided + Bin collection, servicing and other highway issues resolved

	<p>integrated into Block B and Block C, which will be easily accessible to all residents and private refuse collection will be arranged through the Management Company, with refuse vehicles utilising the servicing bay.</p>
<p>2. Residential Developments</p> <p>Guidance/questions relevant to all schemes which incorporate residential use</p>	
<p>Shared access and internal spaces</p>	
<p>Q2.1 – Does the scheme make building entrances welcoming, attractive and easy to use?</p> 	<p>All entrances to the buildings are directly from the public realm at lower ground level, with individual entrances to each of the town houses (Block A) along Jacobs's Street. Blocks B and C both have their main entrances along Unity Street directly from the street.</p> <p>The scheme will be managed, with staff onsite on a daily basis. Access to the bedrooms is expected to be controlled through use of a fob, that will allow access to bedrooms, flat doors, block doors and communal areas. One single fob will be used for access to each part of the development and therefore making entrances easy to use. Each of the accesses to Blocks B and C enter into a lobby/communal space that would be welcoming for both residents and visitors.</p>
<p>Q2.2 – Are the scheme's internal spaces convivial, comfortable and user-friendly?</p>	<p>The internal corridors in all blocks are 1.2-1.4m wide throughout the whole scheme to ensure they allow the comfortable movement of building users. Through the use of large windows, the scheme allows natural light into communal spaces, in particular the double height windows along the Unity Street elevation of</p>



<p>SHARED ACCESS AND INTERNAL SPACES</p>	
<p>Q2.1</p>	<ul style="list-style-type: none"> + Well-articulated and legible entrances within the elevations of suitable scale and design for the proposed numbers of inhabitants + Entrances provided directly from the public realm + Ground floor units provided with individual entrances + Although reduced, there are threshold spaces - Ground floor units do not have scope for boundary treatment and landscape for privacy
<p>Q2.2</p>	<ul style="list-style-type: none"> - Long internal corridors with not enough natural light and ventilation + Width of circulation areas are generous enough to allow comfortable movement + Positive feature of a through-core of building B has been enhances to allow introduction of some double aspect into central core and the introduction the natural light and ventilation into some circulation areas + Appropriate types and amount of communal amenity facilities + Provision of some communal storage areas

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	<p>Block C. The main communal areas are large open spaces that allow for natural light, ventilation, and easy movement for all users.</p> <p>The co-living element provides generous shared internal amenity spaces in the form of lounges, kitchen/diners and concierge facilities. Consequently, the internal design allows for social interaction between residents within comfortable spaces.</p>
Private outdoor space	
<p>Q2.3 – Does the scheme provide sufficient outdoor space?</p> 	<p>The development as a whole provides 992sqm of communal outdoor space for all residents, in the form of the shared courtyard and a roof terrace. This is considered sufficient to serve residents of the proposed development, as well as the scheme providing the wider public benefit of the pedestrian walkways.</p>
<p>Q2.4 – Does the scheme create attractive, well designed and well maintained private outdoor spaces?</p> 	<p>The proposed scheme provides two communal courtyards that will be for the use of future residents only. The communal amenity space between Blocks A and B will be demarked and separate from the public path that runs between Unity Street and Jacobs Street by a fence in order to create a safe and clearly marked space that is separate from the public realm. Windows from the residential units within Blocks A and B will face out over the communal courtyard creating a sense of passive surveillance.</p> <p>The courtyards will be directly accessible for all residents, with doors leading from the buildings into the communal courtyards.</p>


PRIVATE OUTDOOR SPACE		
Q2.3	<p>+ Scheme provides the required amount of private open space (this is a combination of private balconies and terraces and communal private space) 1326sqm external=14.5sqm/resident</p> <p>+ The space provided is of a size and shaped that allows flexible use by all residents regardless of mobility</p> <p>+ Every resident has access to some form of private open space (e.g. access to communal space if no private balcony etc).</p>	
Q2.4	<p>+ Balconies are at least 1500mm x 1500m</p> <p>- Further demonstration of sunlight penetration into the courtyard spaces was not satisfactory</p> <p>+ Green infrastructure is well designed and allows for a variety of uses and functions.</p>	

	<p>Soft and hard landscaping has been incorporated into the design which creates a high quality environment, which is a significant improvement upon the existing.</p>
<p>Q2.5 – Does the scheme creatively integrate children's play?</p> 	N/A
Individual homes	
<p>Q2.6 – Are internal layouts ergonomic and adaptable?</p> 	<p>For student and co-living accommodation there are no national described space standards, however the development will provide high-quality environments for future residents, with student bed spaces ranging from 10 to 19sqm and co-living studios ranging from 19 to 33sqm, alongside the shared amenity space. These bed spaces are therefore larger than the Technical Housing Standards for bedroom sizes, which outlines that a single room should have an area of 7.5sq m and a double room should have a minimum area of 11.5sq m.</p> <p>Accessible bedrooms have been incorporated within the scheme for disabled users. Furthermore, level access is provided to all shared/communal areas, with lifts of adequate dimension to accommodate wheelchair users.</p> <p>The location of windows, doors, and built-in furniture has been carefully considered throughout the</p>


Q2.5	N/A	
INDIVIDUAL HOMES		
Q2.6	Agree	

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	<p>development in order to maximise the use of space for future residents.</p> <p>The upper floors have a floor-to-ceiling height of 2.4m across the whole development, with spacious communal areas at ground floor level which are comfortable with sufficient light and ventilation.</p>
<p>Q2.7 – Does the scheme safeguard privacy and minimise noise transfer between homes?</p> 	<p>The proposed development has been designed in order to limit the impact upon the amenity of any future residents or surrounding uses. This includes safeguarding residents privacy through adequate separation distance between Blocks to prevent a sense of overlooking from neighbouring properties.</p> <p>The proposed internal layouts have taken into consideration the potential for noise disturbance and hence the vertical arrangements have been "stacked" with bedrooms typically located above bedrooms. Adequate insulation will be used between internal walls, as well as around potential noise sources such as lifts and circulation spaces.</p> <p>As part of the submission of this application, a Noise Impact Assessment was submitted to the Council. This assessment concluded that with the proposed fabric construction and suitable ventilation provisions across the development will prevent unacceptable noise levels within habitable rooms from external noise sources such as road traffic and plant.</p>
<p>Q2.8 – Does the scheme maximise opportunities for daylight and sunlight of</p>	<p>The townhouse style accommodation of Block A allows outlook over Jacob Street as well as the internal courtyard.</p>

Q2.7	Agree	
Q2.8	Agree	

<p>Internal spaces; avoiding single aspect homes?</p> 	<p>Block B and Block C is unable to create dual aspect units, principally given the typology of accommodation and provision of singular suites/bedrooms.</p> <p>All bedrooms have a generous sized window, whilst maintaining a high level of privacy for future residents.</p>
<p>3. Tall Building</p> <p>Not Applicable - Guidance/questions relevant to schemes which are 30m high and above (or 10+ storeys)</p>	