

WARD: Hotwells & Harbourside

SITE ADDRESS: We The Curious One Millenium Square Anchor Road Bristol BS1 5DB

APPLICATION NO: 20/04474/F Full Planning
20/04475/LA Listed Building Consent (Alter/Extend)

DETERMINATION DEADLINE: 16 April 2021

Construction of moving observation cabin in Millennium Square and associated works to the Engine Shed.

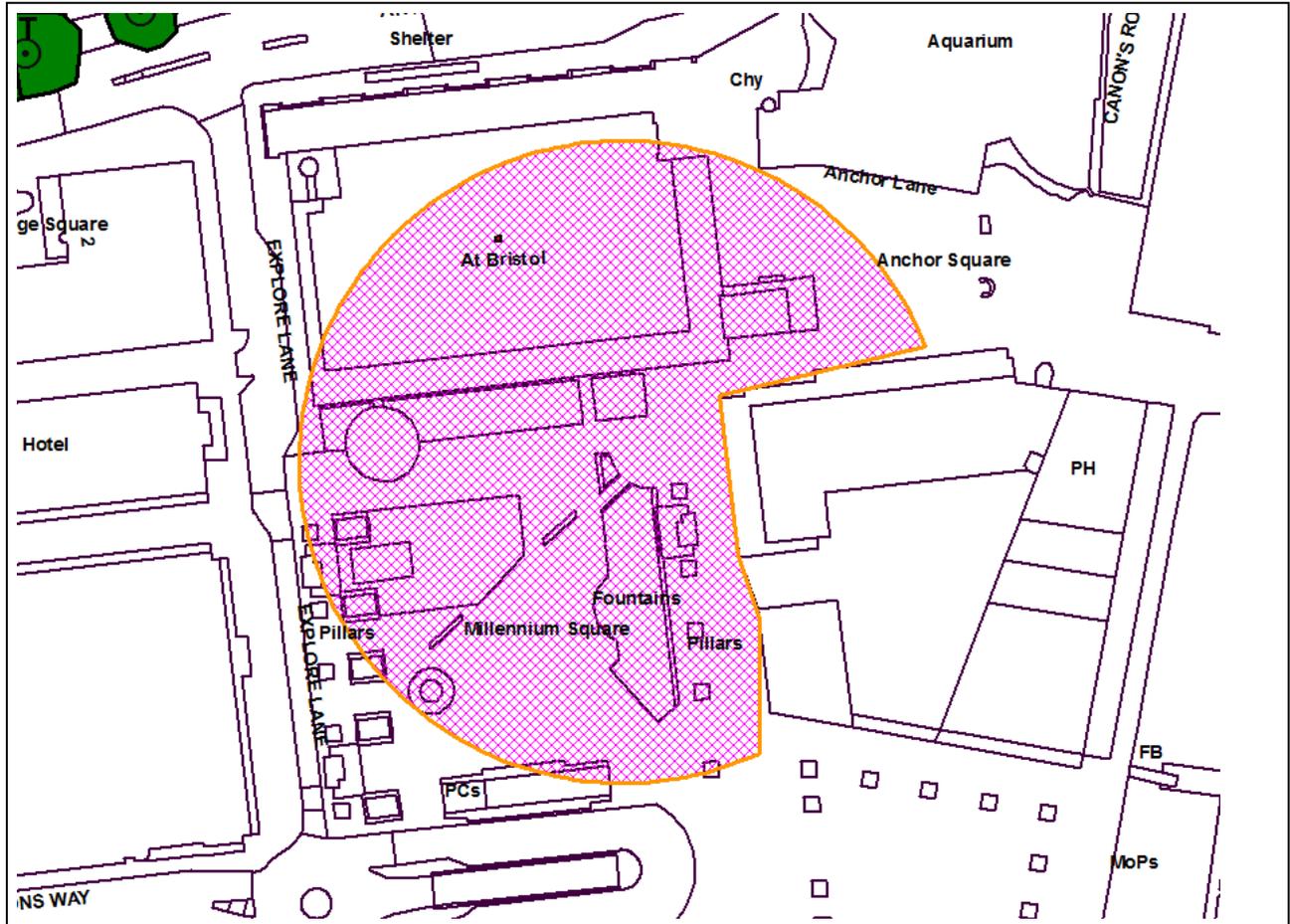
RECOMMENDATION: Refuse

AGENT: CSJ Planning Consultants Ltd
1 Host Street
Bristol
BS1 5BU

APPLICANT: We The Curious and Arc Global 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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SUMMARY

These planning and listed building applications seek the development of a large moving observational structure to be known as the Arc, which would provide aerial views across the city and would measure approximately 78 metres at full height. The Arc would operate from the listed We The Curious Building (former Canon's Marsh Goods Shed) which would be altered and extended at second floor roof level.

The proposal would operate as a tourist destination, and would in addition to We The Curious, be close to other attractions such as the Aquarium, M Shed, and Arnolfini. It would enhance the role of the harbourside as an informal leisure destination and as such is supported in principle by Local Plan Policies.

The site is located within the City Docks Conservation Area and either adjoins or is close to many heritage assets. These include the Canon's Marsh Goods Shed (Grade II listed), the Former Leadworks and attached chimney and wall (Grade II listed); to the north, the Cathedral (Grade I listed) and former Abbey Buildings that are now the Cathedral School (all Grade II* listed). The Arc would also be seen from the City and Queen Square, and College Green Conservation Areas.

It would be a unique, moving structure of elegant construction and would contrast with its surroundings. There are differing views on the visual impact the Arc would have on the townscape.

There is a significant level of support for the development from many local businesses and commerce related organisations.

As a large, moving structure the Arc would be noticeable and would result in a degree of 'less than substantial' harm to the heritage assets listed above. This 'harm' will need to be given significant weight by Members when considering whether or not the proposal merits approval. There are outstanding objections from Historic England and the Victorian Society to the proposals.

The proposal does provide public benefits. It would provide opportunities for educational and cultural benefit, although there is uncertainty over how this would work in practice and how extensive its reach would be to ensure the opportunity is open to the wider public.

The proposal would clearly be a significant addition to the range of tourist attractions in the city centre of Bristol and Harbourside. This would deliver economic public benefit through attracting visitors, encouraging a higher number of overnight stays and consequent higher levels of related expenditure in the local economy. The Arc would also directly support 'We The Curious'.

The applicant purports that the proposal would provide heritage public benefits, but these have been given very little weight for the reasons set out in the responses received from Historic England on this issue (see below).

While the public benefits are significant, the issue is whether they are in themselves enough to mitigate the harm to heritage assets. In view of the great weight that should be given to the conservation of important heritage assets as set out in the NPPF it is considered that the benefits do not outweigh the scale of the harm involved and accordingly, the application is recommended for refusal.

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The application site includes parts of the following locations:

Millennium Square

- The Engine Shed (Canon's Marsh Goods Shed) – home to We The Curious
- Anchor Square and adjacent land; and
- Bristol Aquarium and associated land

The building works will take place in Millennium Square and on the Engine Shed. The other land is included in the application site to account for the flight path of the Arc.

The Engine Shed is a rectangular building constructed in 1906 for the Great Western Railway Company. It is listed Grade II and was formerly used as a transit shed. It was remodelled in 1998 and a modern roof extension (2nd floor) was added. A glazed extension to the northern elevation was also added (the 'north gallery') which provides a contemporary façade to Anchor Road. The building hosts various interactive exhibitions, displays and live shows, and includes a planetarium.

Millennium Square dates from 1998 and is located to the south of We The Curious (WTC). It comprises a paved area, occasionally used for community events. It is an important and well-used public space located along the 'Brunel Mile', an identified route linking the northern harbour to Bristol Temple Meads.

WTC manage Millennium Square together with the attractions within and around it. These include the water features and the large paved area. The Square is surrounded by:

- The Engine Shed to the north with a height of 15.4m with its spherical mirror panelled planetarium;
- Hotel Ibis and the Casino to the west;
- Commercial tenants such as Las Iguanas and Tikka Flame to the east and partly to the south;
- The underground car park covered entrance and coach turning area to the south.

The application site is predominantly within Flood Zone 2, although a small element on Millennium Square is within Flood Zone 1. The base of the Arc is located entirely within Flood Zone 2.

The site lies within the City Docks Conservation Area.

In addition to the Engine Shed, other listed buildings within the vicinity of the site include the Grade I listed Bristol Cathedral Church of St Augustine and Bristol Central Library to the north, together with the Grade I listed Great Gatehouse and Grade II* Abbey House Cathedral School and Grade II* The Old Deanery. The Grade II Former Leadworks building lies to the north east of the site across Anchor Square. There are also two Grade II listed gas lamp posts near the site.

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The We The Curious building and The Wildscreen Trust Limited building are identified as Landmark Buildings in the City Docks Conservation Area Appraisal and have an important interface with the public realm areas in Millennium Square and Anchor Square.

The site is not allocated for any land use within the Local Plan. However, it is located close to a Waterfront Site allocation for office/culture and tourism allocated under Policy BCAP SA1 reference SA102.

RELEVANT HISTORY

97/00160/F: Redevelopment of GWR Train Shed to form Science World / New Exploratory. Planning consent granted.

97/00161/F: New public open spaces, 2 storey underground car park and associated infrastructure. Planning consent granted.

05/05019/LA and 05/05020/F: Single storey enclosures to part of existing terraces on second floor, to north and south elevations, to create meeting spaces and storage areas for conference facilities. Planning and listed building consents granted.

19/04875/PREAPP: A pre application was submitted in October 1989 seeking guidance on the development of the Arc in Millennium Square.

The advice given was that the principle of the Arc as a moving observational structure in this part of the Harbourside is accepted and that the proposal would be a positive addition to the range of attractions in the City Centre and Harbourside. However, it was noted that the proposed site location is within a historically sensitive location and has the potential to cause a pinch point to pedestrian flows in this part of Millennium Square.

Whilst a level of detail was been submitted with the pre-application proposals, it was considered that further assessment work and engineering information was required to fully assess the impact of the development on heritage assets and the public realm, in order to reach a properly considered view.

The Bristol Urban Design Forum also considered the emerging proposals for the Arc, and commented that the structure and lightness of the Arc would contrast to the historic buildings and meant that it could be seen as contributing to rather than detracting from the city landscape. The BUDF also felt the design of the roof extension was well considered and sympathetic to the historic building and to the late 20th Century additions to it.

A pre application had also been submitted in 2018 (ref: 18/06414/PREAPP) for the Arc to be located in Museum Square on Princes Wharf adjacent to the M Shed. The advice given was that this was an inappropriate location due to its harmful impact on heritage assets; and because the Arc would significantly compromise one of the most successful areas of public realm in the city. It was also felt that the Arc would cause a harmful conflict with other attractions in this already popular tourist destination.

APPLICATION

Planning and listed building consent is sought for a moving observational structure to be known as 'The Arc', supported by two asymmetric masts linked to a base located within Millennium Square. The

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Arc would provide aerial viewing across the city and when fully upright would measure 78.7 metres from ground level to its tip, with the cabin floor level at 67.3 metres.

The application also proposes works to the Engine Shed to facilitate control, docking and access for passengers. The Arc would dock horizontally, and when doing so would sit slightly higher than the roof of the Engine Shed.

The lifting structure is composed of two slim carbon fibre 'masts' that hold the passenger cabin. This composition rests on a pillar – 'the anvil' – and is counterweighted. At the top of the anvil is an engineered hinge and midway on the counterweight is the 'quillon', a crescent-shaped drive that allows the Arc to tilt up and over, while the anvil turns itself, the masts and cabin, on a large slew bearing above the keel which is fixed to the ground.

The Arc would be mirror finished to reflect the sky and environment, similar to the adjacent planetarium. The cabin would have 14 identical glass panels with an elliptical section, arranged in a circular plan.

The keel of the Arc is a 3.2 metre diameter cylinder (8 square metres in area) positioned in the north-western corner of Millennium Square.

Operation of the Arc

The Arc will have a capacity of 42 passengers, plus the pilot and co-pilot. Passengers would spend 20 minutes on board, from boarding to disembarking. Tickets would be booked online in advance, with some 'walk-on' tickets available for purchase within WTC. All users would have level, lift access.

The flight would be smooth, gentle in acceleration and at all times the cabin would remain horizontal. It would be crewed by a pilot who would act as a guide to the sights below. The pilot would explain the history and the stories of Bristol as the flight takes place.

The cabin would either be air-conditioned or naturally ventilated. The exterior of the cabin would not be lit, except for aircraft warning lights. Celebratory lighting and fireworks would be used on special occasions.

The Arc would operate for about two-thirds of daylight hours throughout the year up to a maximum of 18 hours a day (subject to high winds and maintenance shutdown). During operational hours, the Arc would be in the air about 60% of the time, and at its highest position for about half of that time. When not in use, the Arc would be docked in the vertical position between the hours of midnight to 6am (except in high winds).

The Arc has been designed to give people a view of the city from just above, so that they can appreciate how the city has evolved through its topography, street patterns and buildings.

Proposed works to the Engine Shed

On the ground floor the existing toilet pod would be reconfigured. The WCs would be refurbished, a new staircase added, and a new lunch / event space provided beneath a new mezzanine.

A new lift core would be constructed adjacent to some existing stairs and a second stair and lift is proposed for operational flexibility during busy times and for increasing the fire exit capacity for We The Curious.

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At first floor, as above, the existing toilet pod would be replaced and a new lunch / event space created. This would again be accessible via the new stairs and lift as well as an existing staircase.

At second floor level a docking area for the Arc's cabin would be constructed fronting Anchor Road. This would comprise an outdoor timber deck embarking /disembarking area leading to two access promontories providing level access into the cabin.

The existing second floor would be extended over the eastern portion of the roof to provide new facilities for the Arc, including:

- Lounge and seating area
- Arc theatre
- Terraces with timber decking
- WCs and baby changing
- Check-in
- Kitchen and servery
- Store and workshop

Works to Millennium Square would involve installing the Arc's base which would be centrally aligned with the planetarium to the west to maintain symmetry. The keel would include a water fountain cascade to complement the existing water wall fountain.

Six Sheffield cycle stands are proposed in Anchor Square.

PRE APPLICATION COMMUNITY INVOLVEMENT

The applicant engaged with the community and interested stakeholders by taking the following steps:

- Briefings with ward members and cabinet
- A programme of stakeholder meetings, including the Bristol Harbourside Forum
- A public exhibition
- A project website
- A stakeholder launch event, and
- Media coverage, including local television and radio

The applicant states that feedback from all quarters was very positive. 24 of the 25 written responses from the public exhibition were supportive of the Arc. An online poll by Bristol Post revealed that 75% of respondents were supportive of the Arc.

The proposals were presented to the Bristol Urban Design Forum. In summary, the Panel welcomed the proposal to create a new visitor attraction in the city and felt that the design represented an appropriate high standard for the location.

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PUBLIC RESPONSE

Site notices were erected and an advert placed in the local press. In addition more than 75 local addresses were notified of the proposals. Following receipt of additional information a second round of consultation took place in February this year.

In response, on the first consultation 35 comments were received, with many from local businesses. Leaving aside the comments which are detailed in full below, of the responses received 32 were in support of the proposals and 3 raised objections.

The second consultation in February resulted in 16 comments, with 15 in support of the proposals and 1 raising objections.

Two comments have been received from Councillor Wright in support of the proposals as set out below.

First Consultation**Councillor Wright:**

As the local ward councillor for this area for over 15 years I give my full and enthusiastic support to these plans.

Arc have been open and forward in engaging with stakeholders over the last two years as these plans have taken shape. Their proposal will boost Millennium Square and give Bristol a wonderful and unique vantage-point for people to enjoy the beauty of our harbour-side, city centre, and the cathedral. The elegant nature of the engineering solution is very "Bristol", and I'm sure Brunel himself would be pleased that such an imaginative machine will give a great view of his SSGB just over the water.

These plans have already been held up much longer than anticipated, and it's important that they are now allowed to proceed ASAP so that Bristol can start to shape it's post-Covid offer to restart the local tourist economy, and thereby lift the city out of recession.

Bristol Civic Society

The proposal is to construct "The Arc" visitor attraction, a moving observational structure to provide aerial viewing across the city.

The Society thanks The Arc development team for the presentation of the planning application version of the proposal. The Society supports development that brings social and/or economic development to the City. The proposal produces another engineering focus of attention in the Harbour area. Images of the Arc in Bristol's visitor publicity would produce a striking impression.

The Society notes the level of support for the proposal that includes the Dean of Bristol Cathedral. Subject to any concerns that Council Officers may have about the impact of the proposal on any of the surrounding heritage assets the Society considers that the advantages of development would outweigh any harm to the surrounding conservation area.

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The Society supports the proposal.

Bristol Civic Society: Additional Comments

Further to our earlier representation the Civic Society has now had the opportunity to consider the submissions inter alia, from the Bristol Walking Alliance (BWA), Historic England and the City Design Group. [These three submissions are set out below].

The Society continues to support the concept of the Arc. As an addition to the City's tourist attractions it could make a valuable contribution to the City's economy including the hospitality sector. However, some of our members have significant concerns about this particular proposal and for the reasons set out below consider the proposed location in Millennium Square to be inappropriate.

The Arc as a piece of innovative engineering clearly has potential to be the focus of attention in the harbour area. Given this, it is important the City Council is convinced that the proposed location is acceptable. This should be considered both in terms of the immediate impact on Millennium Square and on the wider townscape, in particular Bristol's historic buildings.

We have noted the BWA's concerns about the impacts on the Arc's immediate vicinity arising from the positioning, size and potential noise of the ride. The concerns about the base sitting in a key, narrow, part of the entrance to Millennium Square are shared by some of our members. Similarly, there are worries that the counterbalance and movement overhead could dominate the Square. There is a risk these, together with noise from the machinery used in operating the Arc, could distract from the many events held in the Square and also diminish its use for casual leisure.

It is important these concerns are addressed on an evidential basis and not dismissed out of hand. For example, is there experience elsewhere that can be drawn on of a kinetic structure of the Arc's size, with similar noise characteristics, successfully co-habiting a public space with the type of leisure and cultural activities the Square hosts?

We have considerable sympathy with the views of Historic England, the City Design Group and others about the importance of taking care to not adversely affect the City's historic townscape. Whilst we have members who consider the proposal has the potential to be an exciting addition to Bristol's skyline, other members are concerned about the impact on views - of the Cathedral in particular.

There are many vantage points in the City from where the Cathedral can be appreciated and it is important that the proposal's impact is fully understood. We therefore have our doubts about the adequacy of the TVIA. In part this is because of the relatively limited number of vantage points assessed but also the form of the assessment. This will be a moving, not static structure and we agree with Historic England that the TVIA should be augmented with kinetic visual representations.

We are particularly concerned to note that it is being suggested that when not operating the Arc would be rested in the vertical. If this is correct, the Arc would be highly visible for long periods of time with a commensurately more significant impact. This is not something we could support.

The Conservation Advisory Panel

The Panel objects to this application.

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The proposed structure would be in an historic and sensitive location and would affect the setting of numerous grade I and II* listed buildings, the host building of 1906 is itself listed grade II. The proposed location was questioned as it is at a low level compared to large areas of the city. A full assessment of all alternative locations must be provided. There are concerns regarding the wider impact on surrounding heritage assets. Further information needs to be provided to demonstrate the wider visual impacts of the movement of the Arc from various viewpoints from around the city.

The previous alterations to the Canons Marsh Goods Shed and the additional second floor at roof level were approved because the second floor was to be set well back from the edges of the roof in order to be subservient to the listed building. The proposed extension at roof level would destroy this balance. The proposed extension is shown to contain, in addition to a waiting area, a café with kitchen and bar, theatre, exhibition space, retail area, substantial toilets and an external terrace with a new staircase and lift. This is far more than is required for users of the new facility.

The base of the structure would be of a significant size and would have an adverse impact on the views of the south side of the host building and the square. The enclosure of the proposed additional lift would introduce a solid element into the glazed area on the north side. The approved design of the conversion ensured that the north elevation of the original building remained visible. This would be compromised.

The increase in the extent of the roof storey would erode the significance of the heritage value of the building, as it would further diminish the original appearance of the building and remove the ability to understand its original scale and form. The NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. The roof extension would cause harm to the significance of the listed Goods Shed and must be reconsidered.

Bristol Cathedral

We have carefully examined the submission and held discussions with the applicant.

The application documents together with our discussions confirm that working together with the Cathedral and other key city centre attractions is central to the applicant's proposal. We are also encouraged by the applicant's intention to co-create stories with local communities which will form the focus of various flights. This connection with communities, particularly those which are struggling, aligns with our mission to proclaim hope for all.

We especially welcome Arc's proposal in the midst of the coronavirus pandemic when the Cathedral, like so many charities, institutions and businesses, is facing a reduction in visitors and income. A flight in Arc will show a fabulous new view of the Cathedral to visitors and the people of Bristol, which, working with the applicant, will become a vital addition to our promotion of the Cathedral, its history and its mission.

The significance of the Cathedral has successfully navigated 860 years of change and we need to look to the future, embracing whatever the 21st Century will bring - welcoming beneficial changes like Arc as well as building resilience against damaging changes like the virus.

We strongly encourage the council to approve this application.

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Bristol Chamber of Commerce & Initiative at Business West is the main business representative and leadership organisation for the West of England with over 22,000 members from the smallest to the largest businesses and employers. As an independent business support, representation and leadership organisation we write to strongly support this application based on the long term economic interests of the region and the whole spectrum of businesses and employers who operate here. We jointly own and run Destination Bristol, the destination management and tourism organisation for the city and wider region, and so directly understand and recognise the importance of our visitor economy to the city and region.

We welcome the concept of this innovative and world-first new attraction, Arc Bristol, into the centre of Bristol which we understand could attract an additional 250K visitors pa, additional spend of £13.3m pa and create 175 new jobs via a 20 minute 'flight' over Bristol's Harbourside. At a time of significant economic challenge we further note that this proposal provides additional ongoing beneficial facilities for We the Curious which we were partners in helping create and have long supported as a very important science centre, education facility, visitor attraction and venue within the city.

The tower is a significant visual intervention into Millennium Square but having consulted our members involved in the design of the square, we are able to support it. Its location, close to the often fairly busy point of access and egress to the square will not, we consider, inhibit the movement of people.

We note that the proposal is stated to have been fully engineered and we assume that the applicant can guarantee that key dimensions such as the diameter of the tower will not need to be increased as a result of any further design work.

Our support is on the basis of the detailed information provided with this application and it will be important that the design is not compromised in the later stages of development for construction, particularly, for example, in the use of high-quality, long lasting materials.

Destination Bristol

Destination Bristol has been consulted and informed by the applicant throughout their research, site selection and evidence gathering phases, we feel we are fully appraised of the application and its merits.

Arc Bristol fits naturally with our mission to encourage more people to enjoy, visit and stay in Bristol. Our main aim is to increase the value of the visitor economy in Bristol and the region.

Every destination in the world competes fiercely for visitor spend and we are constantly seeking new and worthwhile initiatives to support, extend and develop the value of tourism here in Bristol. Our 2019 figures show the visitor economy to be worth almost £1.5b and growing, with over 29,000 people working in our sector.

When presented with Arc Bristol and also through extensive conversations with the applicant over three years, we admired the truly exceptional calibre of their proposal. Seldom has the city had such an outstanding and innovative concept. Not only for the city, but also originating in Bristol - and leading the world. Undoubtedly, Arc Bristol will be another great reason to visit Bristol (we must add and evolve continually to remain as market leaders).

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In addition Bristol Arc is extremely elegant in design; observation attractions (e.g. London Eye) have proved very popular with visitors worldwide. There is an additional bonus opportunity of local story-telling to explain the city and act as a signpost to everything Bristol has to offer, especially Bristol's first-rate tourism offer which we must do everything in our power to promote.

Coronavirus has sharply reminded us all of just how precious it is for people to meet together, relax, celebrate and have fun - and just how easily we take these simple things for granted. The isolation which accompanies lockdown has caused harsh damage to well-being and mental health.

Lockdown has devastated the leisure and tourism sectors. Along with the council and everyone in the city, Destination Bristol are determined to encourage a return to normality. Arc Bristol will be a major asset in that recovery. The current pandemic has seen our figures plummet, 2019 was our best year ever, with 2020 being our biggest challenge ever!

However, Arc Bristol will not just be for the immediate aftermath of the pandemic. We are confident that this scheme will bring long-lasting tourism gains to the city with all the linked employment, financial benefits, and the unique visitor experience and enjoyment.

For a multitude of different reasons we reiterate our support for this proposal.

Bristol City Centre BID (Business Improvement District)

This project will bring significant benefits to the city centre, these are both economic and cultural. Once again Bristol will be seen as a forward thinking city in the areas of technology and tourism.

The installation of such an iconic advanced project in a key city centre location affording spectacular views of the city centre will provide both local communities and visitors with unparalleled views of their city and in particular of the harbour and surrounding areas.

Since becoming aware of this project a couple of years ago I have been supporter of its potential to be a new and exciting contributor to our current harbourside vista.

The installation of the Arc will draw national and international visitors to our city who in turn will bring significant economic benefit to the city centre's hospitality industry. This is particularly pertinent at this time and signifies a commitment to the future that is crucial at the current time.

Approval of this application during a second period of lockdown that is significantly affecting our tourism and hospitality venues will send a positive of support and commitment to the future.

The Arc project will provide a support the City Centre BID's levy payer aims of making the city centre a welcoming and attractive place to visit.

Bristol Hoteliers' Association

As the Bristol Hotelier Association Chairman and on behalf of the 40 hotels I represent, I wish to express my support for the proposed Arc at We The Curious.

We can see that Arc at We The Curious will bring added value and more footfall to the exciting Harbourside area and benefit tourism by bringing in over quarter million more visitors to the city centre a year

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By increasing the range of visitor attractions with a unique offer of Arc at We The Curious, this will hopefully result in increasing the amount of overnight stays in the city

The hospitality sector, particularly in Bristol, has come under enormous pressure due to Covid which many restaurants and smaller businesses have not been able to weather, but on the other side of this, having an attraction of this quality and stature to attract people to Bristol can only be a huge benefit to our industry.

The post-Covid economy in the city will benefit from the boost to the local tourism economy that Arc will contribute to and will support the hotels around the city as they will come out of this crisis.

Having a new unique attraction in the city will certainly add value to the city and will allow our DMO to push visitors to Bristol even more. The main aim and wish for all hoteliers is to increase the value of the visitor economy in Bristol and the region and we are confident that the Arc will do that. Over the next 18 months we are expecting an additional 1000 hotel bedrooms to be available in the city and the outskirts which is a huge increase in the current climate, and 2022 is looking similar to even more and therefore we need the city to add more valuable visitors attractions and compete with other larger cities in the UK and in Europe. The delivery of Tourism attractions to bring people to our city is paramount to ensuring our businesses remain sustainable and viable in the long term.

We recommend that the Council approve Arc at WTC as soon as possible

Bristol Walking Alliance

Bristol Walking Alliance (BWA) objects to the proposal to construct a visitor ride in Millennium Square due to its impact on pedestrians passing through and on people, particularly children, enjoying the amenities of the square.

The proposal in 20/04474/F to construct a visitor ride alongside and above We The Curious will have an overbearing and discriminatory effect on people enjoying the public realm in the area of Millennium and Anchor Squares. It will also have a harmful impact on the Primary Pedestrian Route, part of the Brunel Mile, which will be narrowed by the proposed siting of the base. Though we appreciate the ambition and novelty of the proposal, we feel that it is proposed for the wrong place.

Our objection relates to the position, size and potential noise of the ride. Its base, counterbalance and movement overhead will dominate an area used by many people for relaxation, including children who especially enjoy the water features in Millennium Square. Its presence will also be an interruption to and distraction from the many events that are successfully held in the Square.

The base of the ride will sit in a key part of the entrance to Millennium Square, occupying 8 square metres and intruding into one of the main water features used as a paddling pool by children in warmer months of the year. It will visually interfere with both the featured artworks and the sightlines along the shared pedestrian and cycle route that passes through that corner of the Square.

The width of the shared pedestrian/cycle route between the Reflection Pool and the quadrant water fountain will be reduced by approximately 1.6m by the base of the ride and a further 0.3m drainage gully. Given the potential presence of families sitting and standing along the edge of the paddling pool, ignored in the proposal, this reduces the usable width to 4m or less - which is unacceptable for a shared route used by pedestrians and cyclists. In addition, the base of the ride will obscure movement around the corner of the pool, increasing the chance of interference between cyclists and pedestrians,

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and so harming this Primary Pedestrian Route, contrary to policy BCAP30 of the Bristol Central Area Plan. The application seems to have ignored the fact that this is a shared use route, only considering pedestrian flows.

Presumably during construction and during the two-week maintenance period each year there will be a much larger area cordoned off at the base of the ride to ensure public safety. This will cause more harm to pedestrian and cycle routes passing through this corner of Millennium Square.

The application does not include any visualisations showing the overhead appearance of the ride taken from the viewpoint of people standing or sitting in Millennium Square near the water sculpture and pool.

The counterbalance of the ride will move up and down and rotate overhead in this part of the Square. The passenger pod of the ride will have a radius of movement overhead that will cover more than half of both Millennium Square and Anchor Square. Together, the counterbalance and the pod will form an intimidating presence above the walking and sitting spaces. This will be harmful to the amenity of the Square as a public space in what is designated a Conservation Area.

Further Public Comments:

The main points of support raised were as follows:

- Tourism: The Arc will add to the range of tourist attractions available in Bristol which will increase 'dwell time' leading to more overnight stays in the city. It would be enjoyed by both residents and visitors.
- Economy/Employment: The Arc will help the local economy and create employment
- Design: The design is elegant and would be a welcome addition to the skyline.
- Image: The Arc would demonstrate that Bristol is an innovative, forward thinking city, which embraces modern engineering, building on its past association with Isambard Brunel.
- Education: The Arc would be inspiring, engender curiosity in science and be of educational benefit.

The main points of objection were as follows:

- The Arc would have a harmful impact on Millennium Square due to: its visual dominance, presenting as a physical obstruction when entering from Anchor Square; its noise, dominance and movement would inhibit existing use of the pools / water features; its mass and kinetic nature would overshadow and interrupt people's experience and enjoyment of Millennium Square [See Key Issue B].
- It would have a harmful impact on Bristol's historic and celebrated skyline and would present a poor image of the City by allowing its development.[See Key Issue C].
- The new rooftop structure would be bulky and harmful to the original listed building [See Key Issue C].
- The Arc would have limited capacity and be a 'pay to ride' attraction. It would be enjoyed by a minority to the detriment of the wider public [See Key Issue C].
- The Arc would not offer views that differ significantly from those already available elsewhere.

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- Similar structures in Portsmouth and Brighton have failed to attract the anticipated visitor numbers so the economic benefits are unlikely to outweigh the disbenefits [See Key Issue C].

Second Consultation

On re-consultation, following the receipt of additional information including a video of the Arc in operation, a further 16 public comments were received, together with a second comment from Councillor Wright detailed below.

Councillor Wright

I wholeheartedly support the plans to create this exceptional attraction on Millennium Square: the Arc. I believe it will be an exciting addition to Bristol's skyline, managing the rare feat of being simultaneously: striking but also unobtrusive. This unique attraction is "very Bristol". It is a new and cutting-edge engineering solution that Brunel himself would be delighted to see - a worthy addition to the city of his Suspension Bridge.

As Bristol starts to exit the economic and social trauma of Covid, we will need both economic stimulus and cultural inspiration to drag ourselves out of what will inevitably be a deep and painful recession. The Arc provides both, and will help Bristol on the road to recovery. I note the very enthusiastic support of the key nearby tourist businesses, who see the big pull that this will have for visitors to the city.

Clearly the setting of the grade I listed Cathedral will be at the front of many peoples' minds. I understand the concerns some have in this regard. I personally feel that the Eye is sufficiently far away from the Cathedral that it will have minimal impact visually over the Cathedral. I also feel that the impact that it does have is counter-balanced by the exceptional views of the Cathedral that it will offer passengers. Those who have the most interest in the Cathedral will be able to take in truly remarkable new views - previously only possible to those in a helicopter - and I feel that this will enhance understanding and appreciation of the Cathedral.

I do not believe that this installation, which exudes an aura of metallic 'engineering' most akin to the harbour-side cranes of old and those remaining alongside M-Shed, will harm the industrial setting and feel of the listed Engine Shed. Indeed, if this futuristic shiny metal structure were to cause harm to the Engine Shed, then presumably the existing futuristic shiny metal structure right next to the Engine Shed (the sphere planetarium) has been doing likewise for several decades; yet I have never heard anyone suggest that. I believe the Arc will complement the planetarium outside We the Curious, and together they announce Bristol's engineering past history and future potential.

Finally, given the large number of "skyscrapers" that the Council has recently granted permission for across the city centre - that I personally find almost all to be extremely obtrusive, inelegant and generic - I find it hard to believe that serious objection could be brought against the Eye on visual grounds. The Arc will be a welcome distraction from some of the ugly tall-buildings currently being built in the city. As I said at the start, it is elegant and graceful, and deserves full support.

Further Public Comments:

Of the 16 comments received, 15 were in support of the Arc, with one comment received objecting to the proposals. No new issues were raised.

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INTERNAL CONTRIBUTORS:

City Design Group

The Arc has the potential to be a unique and interesting feature within the city. However, the chosen site for the arc is particularly sensitive in relation to the medieval Cathedral and other city landmarks that sit proud above the richly historic City Docks Conservation Area. Canon's Marsh (part of the conservation area) is intended to be low-lying so that the Cathedral towers and the cityscape beyond continue to be the focus when new development comes forward. Maintaining this historic townscape when viewed from south of the Floating Harbour is an established design and heritage objective for the city. By interrupting this picturesque and celebrated cityscape the proposal would have a harmful impact on the city centre's historic character especially when enjoyed from the quay in front of the M-Shed.

When viewed from College Green and lower College Green the structure will be incongruous projecting over the medieval outline of the cathedral church and above the cloisters and Abbey buildings. Views of other Listed buildings, the setting of Queen Square, and characteristic panoramas of the historic docks will be impacted by the development, through its alien scale and character. All of these areas have a special historic and architectural character and fall within the statutory protection of Conservation Areas.

The proposed ride structure itself would occupy an important location within Millennium Square, a popular civic space with interactive artwork and opportunities for informal children's play. The location is part of the Brunel Mile, a key pedestrian route stretching between Temple Meads, through Anchor and Millennium Squares, before terminating with views of the SS Great Britain across the Harbour. The proposed base of the ride is 3m in diameter, but the scale of the structure above it with its counterweight would potentially create an overly dominant feature within the square. This unintended consequence may impact the legibility and continuity of the Brunel mile discouraging onward movement.

The proposals seek a substantial extension of a Grade II Listed building. The Grade II Listed GWR Goods Shed forms the core of We the Curious and was reinvented with an award-winning conversion for the Millennium. The redevelopment celebrates the original and pioneering low-profile concrete building with creative and eye-catching alterations that preserve the historic importance of the host structure. Key to the design of the conversion was the preservation of the principle front elevation to Anchor Square, with the rooftop extension set far back from it so not to disturb the original Edwardian façade. The proposed development would encroach substantially onto that façade. The carefully handled and well executed redevelopment of the GWR Sheds is a meaningful design achievement within the city which is not fully recognised within the applicant's heritage appraisal. The result of the new development would be overbearing rooftop structures that undermine the original historic building and the sensitive redevelopment that followed. The addition of further rooftop mass is opposed in principle due to unnecessary harm posed to the Listed Building.

The ride is an eye-catching structure with potentially great novelty value. However, to truly celebrate our heritage it is best located away from some of the city's most sensitive assets. Access to and enjoyment of the city's historic assets is an important objective. However, this should not result in harm to the historic environment.

It is considered that many of the public benefits of the development can be secured on a less sensitive site. Whilst it is acknowledged that other locations including M-Shed have been looked at, a

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clear and convincing case for ruling out a full set of alternatives locations has not been made. This includes Albion Dockyard, The Grove, Castle Park, Temple Quarter, The Centre, Cumberland Basin, or any number of other locations along the docks. Many of these locations hold the possibility of removing or significantly reducing the impact on the historic environment.

We object to the current proposal as it fails to meet policies relating to good quality inclusive design, public realm and designated heritage assets. The objective to preserve and enhance the historic environment has not been met by the proposal.

Further CDG comments on design and heritage issues are set out in Key Issues B and C.

Transport Development Management**Principle**

Arc Bristol is a cabin based, aerial viewing observation platform which is expected to start operation during the spring of 2023. Access for passengers will be through We the Curious to an upstairs dedicated lounge and reception area which leads to a roof extension where the cabin will be located between flights.

Arc's design requires a base to be provided which will take the form of a 3.2 metre wide diameter cylinder that will be located in Millennium Square, close to where it joins Anchor Square.

As stated within the supporting Transport Statement Arc Bristol is expected to attract around 250,000 visitors to Bristol Harbourside annually. The cabin will have capacity for 42 passengers with typical flight duration of 20 minutes. During holiday periods Arc Bristol could operate between 0600 hours and midnight. It is noted Arc Bristol is expected to employ 22 full-time members of staff.

Local Conditions

Millennium Square and Anchor Square are pedestrianised public open spaces which are located to the south of Anchor Road and We The Curious. The area is used for informal recreation, outdoor public events and exhibitions.

Underneath Millennium Square is a 550 space underground car park. There is currently a coach parking/dropping off area provided to the south of Millennium Square and again this facility is owned by We The Curious however it is noted this area is subject to development proposals.

Pero's Bridge is 3.0 metres wide and forms part of the Brunel Mile Primary Pedestrian Route that provides access to the Harbourside through the city to Temple Meads rail station.

Millennium Square is close to bus stops on Anchor Road, College Green and Prince Street which serve over 20 different bus routes and is also close to route M2 of the MetroBus which serves the City Centre, Temple Meads rail station, Bristol bus station and the Long Ashton Park and Ride site. Buses on the M2 route run every 10-12 minutes. The closest bus stops on Anchor Road are large covered cantilever shelters that have full height kerbs, rest benches and real time information. This part of Anchor Road has an eastbound and a westbound bus lane.

Other schemes

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There is a proposed development that has been discussed at pre application (20/01542/PREAPP) regarding the land adjacent to the V-Shed. This is of importance as the submitted Transport Statement makes reference to the fact that Waterfront Place is to be used for coach drop off/pick ups and parking. This will be lost if the area were to be developed as per the pre application discussions.

Trip Generation

Arc Bristol is proposed to operate for 12 to 18 hours a day all year round and the capsule will have a capacity for 42 passengers, each passenger would be on board for 20 minutes. The demand is expected to be up to 126 passengers per hour

Section 3.10 of the submitted Transport Statement details the expected modal split for visitors to the Arc however it is unclear how this data has been derived. TDM require further information regarding this in order to ascertain their acceptability and subsequent application.

Millennium Square Widths and Local Connections

A survey of the pedestrian and cycle movements was carried out in the vicinity of the corridor on Friday 13th and Saturday 14th December 2020. It should be noted that during these dates (the run up to Christmas) Millennium Square is at its busiest with a roller disco, food/drink stalls and the Ferris Wheel in operation and as such the survey results represent peak flows rather than average flows.

Arc's design requires a base to be provided which will take the form of a 3.2 metre wide diameter cylinder that will be located in Millennium Square, close to where it joins Anchor Square. The mast will be a water feature and the base will be surrounded by a 0.3 metre wide drainage grille.

The proposed design retains a 5.2m effective width at the arc base (5.4m – 0.2m reduction for vertical features) this is acceptable for a shared use footway. The pedestrian comfort level has been calculated at 7.8 pedestrians per metre of clear footway width per minute. This is graded at A- for what is likely a peak flow scenario. The proposed width is considered suitable for the conditions. In respect to cycling the route through the square is a fairly low volume and peak time for cycle movements do not generally overlap with times when the square is busy with pedestrians.

Although central Bristol has relatively good cycle connections the links from the site to this network are incomplete and in some instances substandard when measured using the level of service tool in LTN 1/20. As referenced within paragraph 4.9 of the Transport Statement, movement east via Peros Bridge is substandard at a 3m (2m) effective width creating significant conflict between pedestrian and cyclists, limiting access to the wider cycle network. Additionally Anchor Road poses a significant severance issue for those travelling on foot approaching from College Green. Furthermore the movement north/north west is missing with Park Street subject to a number of accidents involving cyclists. On this basis TDM require a contribution towards improvements to the local pedestrian and cyclist network to enable the transport network to safely accommodate the approximate 2000 people per day and 250,000 per year attending the site.

Coach Parking

It has not been adequately demonstrated that coaches serving the development can be accommodated. The existing coach parking provision is over-subscribed at peak times, as previously stated. The Waterfront Place car park is private and subject to future development proposals, therefore reservations are made regarding its use to serve this development in perpetuity. There can

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be no dropping-off/picking-up on Anchor Road, in order to avoid any impediment of the operation of the bus stops and the 24-hour bus lane. TDM require the applicant to explore expanding the current coach parking facilities and to identify and subsequently utilise further sites. An s106 contribution may therefore be required and the applicant should make contact with our public transport colleagues to further discuss this issue and potential solutions. TDM will be able to facilitate this.

Car Parking

The Millennium Square public car park has a capacity for 550 cars. There are also other public car parks close by including:

- i. Bristol Harbourside (384 spaces)
- ii. College Street (248 spaces)
- iii. Prince Street (277 spaces)
- iv. Queen Square (159 spaces)
- v. The Grove (146 spaces)

The applicant has stated there are over 1,900 public car parking spaces in close proximity to We The Curious and there are many other city centre car parks within walking distance of the site. The Transport Statement states that 'while car parks can be busy at peak times, there are typically a significant number of car parking spaces available'. No study has been undertaken to verify this assumption, however, given the requirement to enhance and provide for more sustainable modes of transport TDM would not consider a parking survey to be required. It is however unclear if there is sufficient disabled parking within the Millennium Square car park to facilitate this development. Further information regarding this is required.

Cycle Parking

We The Curious currently has 20 secure staff only spaces provided within their Millennium Square car park. Given the development will generate 22 full time jobs, TDM require additional secure and covered cycle parking be provided for the employees. This will encourage cycling to the site by employees.

Based on the proposed modal splits the requirement for an additional six cycle parking spaces has been identified. The applicant has proposed the installation of three Sheffield Stands within Anchor Square, however, TDM request further provision be provided in order to encourage future cycling to the site and to increase in percentage of cyclist trips over and above that predicted. It should be noted the location of the cycle parking is deemed to be acceptable however the quantum may need to increase in line with the modal split assumptions and the aspirations to increase cyclist numbers to the site.

Travel Planning

Given the nature of the development TDM require a full travel plan which will require an audit and management fee of £5,335. This will need to include the offering of a discount to public transport users, such as the Bristol Zoo 33% entry discount. There should also be strong promotion of park & ride as part of the offer. Car parking fees should be adjusted to make sure the public transport/park &

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ride is competitive for a family of four. Further information can be provided by request from our travel planning officer.

S106 Contributions

Concerns are raised regarding the ability of the existing infrastructure to accommodate the inclusion of a tourist attraction that will generate 252 two-way movements an hour to the area throughout the day. TDM therefore require the following s106 contributions towards the following projects:

- £20,000 towards the upgrade of the Anchor Road crossing to single stage, remove railing and reduction of wait time
- £50,000 towards the improvement to Cascade Steps which include the surfacing, kerbing, separation of cycleway
- £25,000 towards the upgrade of the College Green crossing to parallel cycle/pedestrian
- £2,000 towards the installation of a concrete cycle ramp up steps to College Green
- £5,335 Travel plan monitoring and audit fee

Waste and Servicing

Explore Lane contains double yellow line parking restrictions and has a 40 metre long loading/unloading bay which is used by We The Curious and others. We The Curious have confirmed that waste and recycling is stored within their building and this is collected by a private contractor who use this loading bay. They have also confirmed that recycling is collected twice a week and general waste is collected five times a week.

The strategy for the storage and collection of waste and recycling will mirror that of the existing facilities for We The Curious i.e. the refuse vehicle will use the loading bay in Explore Lane and the service access of We The Curious to serve Arc Bristol. Collection is expected once per week and will be by a private contractor. We The Curious confirm that there is sufficient space within their storage area to accommodate waste and recycling from Arc Bristol.

The strategy for delivery vehicles will mirror that of the existing facilities for We The Curious i.e. delivery and service vehicles will use the loading bay in Explore Lane and the service access of We The Curious to serve Arc Bristol. Only two or three delivery vehicles per day are envisaged.

Maintenance

Information regarding the maintenance schedule and the implications this may have on the highway network and pedestrian routes are to be provided by a maintenance plan. TDM request an outline maintenance plan is provided given the impact and frequency of any maintenance is unknown due to the unique nature of the proposal. Following this a full maintenance plan can subsequently be secured by condition.

Construction Management

A construction management plan is required which details how the applicant will intend to install the Arc and how this will be undertaken and the requirement for any street/road closures. As with the maintenance plan, given the unique nature of the proposal TDM request an outline construction

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management plan is provided up front. A full construction management plan can subsequently be conditioned.

Recommendation

After assessing the current information submitted TDM would be unable to recommend approval. The following points must be addressed before TDM are in a position to provide a positive recommendation of this application:

- An outline Maintenance plan is required
- An outline Construction Management Plan is required
- Information of how the modal splits were calculated is required
- Information on disabled parking provision
- Additional secure and covered employee cycle parking facilities
- Additional secure visitor cycle parking facilities taking into account future cyclist growth
- Discussion and further information regarding the proposed coach parking facilities
- A Travel plan

Additional information was subsequently received from the applicant with revised S106 contributions. In response, TDM has advised that the above matters have been satisfactorily addressed (See Key Issue D).

Pollution ControlFirst Response (10/11/2020)

An acoustic report has been submitted with the application and this finds that noise from the operation of the [ARC] should be within acceptable limits at nearby residential properties. This assessment is based on attenuation, such as an acoustic enclosure, giving a 20 dB noise reduction at 1000 Hz.

Whilst the acoustic report gives noise levels for the various noise sources associated with the Arc I have been unable to find anything in the application which actually specifies where all the plant will be located. Indeed the acoustic report states in 'At this stage in the development, the exact location and operational hours of the plant units are not known'.

Without knowing where all the plant is to be located and whether it is feasible for the plant to be housed in an acoustic enclosure or other mitigation applied I cannot be fully satisfied that the predicted noise levels within the report can be achieved or what the likely noise levels in Millennium Square will be.

I fully accept that exact items of plant and noise levels may not be known at this stage and I would be happy for further information or assessments to be provided by condition should the application be approved. However in order to make a reasoned assessment of this application at this stage I will really need to know where all the noise generating plant associated with the Arc will be located and whether the necessary mitigation detailed in the acoustic report can be provided from a design and operational point of view.

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I've read through the revised acoustic report and would confirm that it resolves most of my concerns. The only further details I would require to see are details of the mitigation measures necessary to achieve the attenuation detailed in 6.5. I am more than happy for this to be provided by condition. As well as this condition I would also ask for a condition, as suggested in the acoustic report, requiring that plant noise limits be 5 dB below the existing background noise level at any noise sensitive properties.

I would also confirm that I am satisfied from the acoustic report that noise from the Arc will not cause any harm to members of the public in Millennium Square. I do however understand that this has been of concern to others who have commented on this application and a condition regarding noise levels in Millennium Square could be added to the decision notice.

Economic Development**Economic Impact**

The economic impact assessment is thorough and follows an appropriate methodology. The assumptions with regard to visitor numbers, spend and impact are within reasonable parameters and the authors have been clear where estimates are included.

General comment

The proposed installation would complement the existing facilities at We The Curious and highlight its focus on innovation and technology. Bristol has a vital and dynamic technology sector and We The Curious plays a key role in raising awareness of this to both our resident population and the outside world. The Arc would create a high profile addition to this.

Regeneration Team

The Arc proposal is welcomed, it will provide an additional visitor attraction to help diversify, strengthen and increase the tourism/leisure offer within the City Centre. Enhancing the city centre offer is critical to supporting the city's recovery from COVID-19.

The Bristol Central Area Plan states 'Proposals for new cultural facilities, tourist attractions and water-based recreation uses in the city centre boundary will be encouraged. Existing cultural, tourist and water-based recreation facilities should be retained in those uses and enhanced where possible unless appropriate replacement facilities are provided in a suitable alternative location.' The proposal will enhance an existing facility (We The Curious), which already plays an important role in the visitor economy and education within the city.

We would encourage the developer to work with the Council and other organisations to ensure that the project is inclusive and open to all residents and visitors alike from a social, employment, education and skills, and economy perspective.

Education

The Arc could provide many education and learning opportunities for art, history, science and geography as well as STEM subjects. It could be a stimulating and beneficial school trip (similar to the London Eye – however this could be a cheaper and quicker alternative for local schools and young

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people). Many schools, as part of their intent, are looking to localise their curricula and develop a local sense of belonging and identity (aligned with LA strategy). This proposal could aid in this objective.

Education & skills would encourage the developer to ensure the project is representative of inclusive education opportunities and accessible to all (including making sure that price points enable access from all members of the community).

Nature Conservation

In accordance with the recommendations in the ecological appraisal dated November 2019, the applicant is advised to be aware of the possibility of birds such as feral pigeons and gulls nesting on the flat roofs on the site. All species of wild birds, their eggs, nests and chicks are legally protected until the young have fledged. Related planning conditions are recommended.

Land Contamination

The proposed development is not overly sensitive to contamination but is situated on land that has been subject to a potentially contaminating land use. Conditions recommended.

Flood Risk

No objection: Evacuation plan submitted is acceptable.

Sustainability Team

No objection. Conditions recommended.

EXTERNAL:**Historic England**

First response: (30/10/2020)

Summary:

After reviewing the submitted planning documents, particularly the Townscape Visual Impact Assessment (TVIA), we feel that additional viewpoints and kinetic views are needed to help us assess the potential impacts of the proposed development. Additional information relating to the construction of the Arc and its non-operational resting position is also needed to help us provide you with informed and comprehensive advice. As it stands, we have strong concerns over its impact on the historic environment and will be taking the proposals to our national development advice committee (HEAC) on the 19th November and therefore request an extension of time until the end of November to form our detailed advice and conclusions.

Historic England Advice

The proposal for Bristol Arc is located within the former industrial Canon's Marsh area and Bristol Docks. The area retains some historic industrial buildings (some as designated heritage assets), including the now converted leadworks and the eastern half of a railway goods shed for the Great

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Western Railway (now converted as We The Curious). This area is now thoroughly re-developed into a leisure and key visitor hub within the city centre. The success of the harbourside area is as a result of the focus of the city's cultural activities and attributed to the repurposing of historic buildings in a way that hasn't compromised the maritime industrial character of this part of the city. The area is rightly protected through Conservation Area designation.

To the immediate north is the Cathedral precinct with a highly significant group of Grade I and II* designated assets. Bristol Cathedral is one of England's great medieval churches. It originated as an Augustinian Abbey, founded c. 1140. It is sited on raised ground overlooking the historic confluence of the Frome and the Avon. This forms the backdrop to the application site, with the more prominent views across the city skyline from the south side of the Floating Harbour. The rising topography affords an important and rich composition of historic buildings and structures, the settings of which contribute to their significance, and which collectively defines Bristol's unique and distinctive cityscape.

The site is also within the City Docks Conservation Area; as set out in Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 there is therefore a requirement for the Local Authority to have special regard to the of preserving or enhancing its character. As the Arc would be within the setting of highly-graded heritage assets, these being within the top 2% of designated assets, **greater weight** should be given to their conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'.

Paragraph 128 of the NPPF requires an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. The application includes a heritage assessment that identifies a range of heritage assets that would be impacted by the proposals. We advise that the list of highly-graded assets should also extend to the Wills Memorial Tower (Grade II*) and the Church of St Mary Redcliffe (Grade I). The Wills Memorial Tower is the most prominent elevated historic building in views from the southern side of the Floating Harbour and there is also potential that the Arc could coalesce or visually compete with the spire of St Mary Redcliffe from Brandon Park and the Scheduled Civil War earthworks.

We have strong concerns over the impact of the proposals and the advice of the Historic England Advisory Committee will help us define where the impacts are likely to be greatest and how we advise the council on levels of harm and our concluding position. In order for us to fully assess the impacts of the proposals upon the historic environment, we advise that further viewpoints are contained within the Townscape Visual Impact Assessment (TVIA). In addition, we advise that the TVIA is augmented with some kinetic visual representations. As with many tall buildings/structures, they are experienced within their context as a result of moving through the city, where the tall structure provides a visual dialogue with surrounding buildings. Their impact often changes throughout a kinetic experience and when the proposed structure is designed to move in an arc within different vertical planes, the impacts will not all be as a result of its static position. We therefore request Kinetic visual representations taken from the point at Prince Street Bridge, along Princes Wharf to the position of Viewpoint 3.2. Also, a kinetic view should be taken from the north corner of College Green/Park Street to the southern end of City hall and the former gateway to the Augustinian Abbey.

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While the City Design Group may advise on certain additional viewpoints to be assessed, we would ask that the following are added to the TVIA:

1. The proposed Arc should be added to Viewpoint 3, which includes the Wills Memorial Tower as it comes into view between the Cathedral towers.
2. An additional view to Viewpoint 3.2 but slightly more to the west which presents the better framed view of the Cathedral.
3. A view from the south-eastern corner of Millennium Square looking north, in order to assess the impact of the proposed extension to We The Curious on the setting and legibility of the Cathedral.
4. A view from the southern part of Brandon Hill that picks up the panorama over the Floating Harbour and the Church of St Mary Redcliffe to the east.

We also have some questions regarding the construction of the Arc and implications upon its final visual appearance and potential restrictions on operational periods. Firstly, we would want further assurance that the design, as submitted, is simply not conceptual and that engineers have provided input into the construction and sizes of principal elements. Very often, a design intention to deliver a minimal, slender structure is compromised later by detailed engineering revisions; we would want assurances that this would not be the case here. In addition to the information already submitted, we would request any detailed structural reports that have been produced to be made available, so that we can offer our assessment of the engineering designs with particular reference to implications for the historic environment.

The visual impact of the Arc upon the historic environment would be affected by the length of time the observation pod and its supporting arms are spent in the upright position. We understand that security reasons have been cited for the non-operational position to be in the vertical. However, we would ask the applicant confirms whether the security concerns of having the Arc in a horizontal non-operational position can be overcome?

We understand that the lightweight carbon fibre construction may have operational restrictions due to wind loading. While the Design and Access Statement does not provide information on any limitations of the structure, we would ask whether the ability to accommodate the projected 250,000 to 330,000 visitors per year would be compromised by the constraints of its construction and design?

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the Act refers to the council’s need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 189 of the NPPF, the significance of the asset’s setting requires consideration. Para 193 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be. Para 194 goes on to say that clear and convincing justification is needed if there is loss or harm.

Once we are in receipt of this further information, we will be in a position to make an informed assessment of the relevant impacts upon the historic environment. If the requested information could

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be provided by the 19th November, we will present this to our HEAC committee for their assessment and provide you with our full advice by the end of November. Please do not hesitate to contact me should you wish clarification over any of the above points.

Second Response (30/11/2020)

Summary

Further to our letter of 30th October 2020, the subsequent submission of images which demonstrate Arc as a more kinetic structure within the city, has given us sufficient information to make a more comprehensive assessment of the likely impacts that Arc would have on the historic environment. This information, together with the outcome of discussions with the applicant and their agents as part of last week's HEAC committee meeting, has confirmed our initial concerns that Arc would cause an unacceptable degree of harm to the setting of highly-graded heritage assets and the character and appearance of the Conservation Area. We therefore object to the application as it stands and request that the council defers determination until the previously tabled site of Museum Square, as part of the pre-application submission, is revisited as a more [suitable] site where we believe that the heritage impacts would be significantly reduced.

Advice

In our previous letter we outlined those heritage assets that would be affected by the construction of Arc over the roof of We The Curious (WTC), a Grade II listed building itself. While we have no statutory remit in advising upon the material works to this particular building and therefore defer to City Design Group to describe and assess relevant material and setting impacts, we will advise on how these works will impact upon views of Bristol Cathedral from Millennium Square. We have nothing to add to our previous assessment of how extensive the impacts on setting of heritage assets will be, as the Heritage Addendum (November 2020) has now included an assessment of St Mary Recliffe and the Wills Memorial Building.

We would remind you of the requirement for the Local Authority to have special regard the of preserving or enhancing character of the Conservation Area, which is part of the primary legislation in Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Moreover, as the impact of the proposed development would impact and cause harm to the setting of Grade I heritage assets, the highest level of national designation, the NPPF requires **great weight** to be given to their conservation in the planning balance.

We have now sought the advice of the Historic England Advisory Committee and they have helped identify where and how the impacts of Arc will cause harm to the significance of heritage assets. We requested from the applicant further viewpoints to be added to the Townscape Visual Impact Assessment (TVIA). In addition, we advised that the TVIA was augmented with some kinetic visual representations. The visual impact of Arc will be the result of a combination of the movement of Arc and the experience of viewing the structure when moving through the city, providing a visual dialogue with surrounding buildings. The impacts will therefore be constantly changing, although it static position in the vertical during the flight experience and its non-operational position at night would result in the greatest impact from key views.

The proposed Arc would undermine the visual dominance of Bristol Cathedral when viewed from the South side of the floating harbour. As a major Norman architectural foundation, the location of the

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building when entering Bristol by river was a powerful political statement of overlord-ship. The visual dominance of the Cathedral and its connection to the historic waterways would be challenged if the Arc were to be constructed in the foreground of views from the South side of the harbour. It is acknowledged that these views have changed considerably since the foundation of the Cathedral, but development has generally respected its visual dominance.

The presence of Arc above the silhouette of the Cathedral would also detract from people's appreciation of both the Cathedral and the ensemble formed by City Hall, the Great Gatehouse and the Central Library surrounding College Green. The submitted animation of Arc rising to the left of the central tower of the Cathedral demonstrates its distraction and discord against the full north elevation of the Cathedral. In its non-operational position, Arc would be visible for longer periods of time within this view. We now understand that the construction of the carbon fibre arms of Arc would require the optimum resting position to be in the vertical. However, if the design could be adapted or the stresses on the carbon fibre arms in the horizontal position accepted by the applicant's engineers, the reduction in time that Arc is in the vertical position would reduce the impact upon the historic environment.

While we would not wish to comment on the material alterations proposed to the Grade II listed former GWR goods shed, an additional photomontage taken from the south-east corner of Millennium Square looking towards the application site demonstrates that the view of the Cathedral above the roof of WTC would be further truncated by the proposed extension at its eastern end. Although resulting in modest change, the legibility of the Cathedral would be further reduced from within the Conservation Area, resulting in harm.

The Heritage Statement argues that harm to heritage significance as a result of Arc would be slight to moderate and this would be off-set by the heritage benefits offered by the development. This would include an increased number of visitors experiencing Bristol's heritage; the ability to experience and understand Bristol's historic environment and individual heritage assets, such as the Cathedral, from a new perspective; and continuing Bristol's story of technological and design development in the Docks.

We advise that little weight should be given to the purported heritage benefit of increased visitor numbers and providing new, elevated views over the historic centre of the city and Floating Harbour and would not mitigate the harm. While Arc would offer an elevated view of the city from this particular point, the steep and undulating topography of the city and public access to existing tall, historic buildings (eg Cabot Tower and Wills Tower) already gives very good and varied elevated vistas over Bristol. While the close range of the Cathedral precinct may give observers a more legible view of the complex, this would not necessarily better reveal its significance.

We understand that the proposals have been subject to pre-application discussions with the council, both on the proposed site and alternative sites. An alternative site in Museum Square (south side of the Floating Harbour) is identified in the Design and Access statement by the applicant's economic impact consultant as also satisfying the commercial criteria for Arc. Although not part of the current proposals, we believe that the construction of Arc in Museum Square would result in significantly lower impact and degree of harm. We therefore recommend that the application is deferred while consideration is given to the alternative location of Museum Square and Arc modelled to demonstrate its visual impact from this position.

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Impact on the historic environment would, in our view, result in **less than substantial harm**, as defined under the NPPF. We recommend that alternative sites are further explored, where the benefits of Arc can be delivered, but the harm minimised. As it stands, we **object** to the proposed development on this site.

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the act refers to the council’s need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 189 of the NPPF, the significance of the asset’s setting requires consideration. Para 193 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be. Para 194 goes on to say that clear and convincing justification is needed if there is loss or harm.

Recommendation

Historic England objects to the application on heritage grounds. We consider that the application does not meet the requirements of the NPPF, in particular paragraph numbers 193, 194 and 200. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas and section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If, however, you propose to determine the application in its current form, please treat this as a letter of objection, inform us of the date of the committee and send us a copy of your report at the earliest opportunity.

Third Response (03/02/2021)

Further to our advice letter of the 30th November 2020, a response has been provided by the applicant and raises two areas of discussion: the setting of the Grade I Cathedral and secondly the purported heritage benefits that Arc would deliver. The applicant has also submitted a Heritage Addendum which includes some of the additional viewpoints that we received from the agent prior to providing our previous advice, but were not included in the originally submitted documents to the council.

The comments made by the applicant in response to Historic England’s comments are shown at Appendix 1.

Firstly, while the applicant acknowledges that the dominance of the Cathedral from the Floating Harbour is unquestionable, it is argued that this is only one aspect of its setting that contributes to its heritage significance. The applicant also places weight on the intervening period of high industrial

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activity when the warehouses, ships and masts, and smoke from the leadworks chimney on Canon's Marsh would have obscured the legibility of the Cathedral until the mid-20th century. We certainly acknowledge this chapter in the historic narrative of the area and setting of the Cathedral. This special character is one that the present Conservation Area strives to conserve and manage in a positive way. However, the changes that have taken place on Canon's Marsh have deliberately attempted to respond positively to the primacy of the Cathedral from key vantage points on the Floating Harbour. This is on the basis that for much of the time since the building of the Cathedral, its visual command over the water has been the prime aspect of its setting within the city. We do not therefore agree that our assessment of the setting of the Cathedral from this point is overplayed.

There are, of course other aspects of the Cathedral's setting that we have identified (principally from College Green) and these also contribute to its significance. We have made an assessment of Arc from this particular area in our advice. There are other views and appreciation of setting of the Cathedral throughout the city, mainly from elevated positions such as Cabot Tower. These aspects of setting, while still relevant, do not contribute to significance in the same way and extent than those that we have given most weight to.

The applicant has requested a further explanation to why we have advised that the heritage benefits outlined in the application should be given little weight. We advised in our previous letter that while Arc may deliver an increased number of visitors experiencing Bristol's heritage and the ability to experience and understand Bristol's historic environment from a new perspective, these benefits are limited and do not better reveal the significance of the historic environment to the extent that would mitigate the harm outlined in our advice. The heritage values of those assets that would be affected can be experienced within their existing individual and combined settings. An elevated view would not greatly increase this experience and understanding; hence we place little weight on this particular benefit. However, we continue to advise that the benefits of Arc, identified in the application, could be delivered on an alternative site with significantly reduced harm to the historic environment.

The applicant has also pointed out that the benefit is not simply a heritage benefit, but also a wider educational and commercial one. While there would be heritage aspects of educational benefits delivered by Arc, the wider public benefits are those that the council is tasked in identifying and weighing against the harm, as required by para 196 of the NPPF.

The Heritage Addendum has now included assessments of the Wills Memorial Tower (Grade II*) and St Mary Redcliffe (Grade I). With regard to their settings, these are described in sections A/3.6-3.8 and A/3.11 respectively. Both have a wide reaching setting and experience within the City. Pertinent to the impacts of Arc, the Wills Memorial Tower sits prominently on the elevated city skyline. In kinetic views from the south side of the Floating Harbour, it coalesces with the central and west towers of the Cathedral and then becomes most prominent over the nave of the Cathedral in Viewpoint 5. As described in the Heritage Addendum, its prominent visibility and distinctive position within the City of Bristol is both physical and symbolic. As with the impact and harm to the setting of the Cathedral, as outlined in our previous letter, there would be a similar form of impact upon the setting of the Wills Memorial Tower. However, due to its arguably greater prominence and elevated position, resulting in a more extensive setting, the degree of harm is less than that caused to the setting of the Cathedral.

In a similar way to the Wills Memorial Tower, the spire of St Mary Redcliffe is a key and conspicuous landmark within the city. We asked for an additional assessment of the setting of the Church and identified that there may be a degree of impact from views from Brandon Hill, in particular. The

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additional view (figure 11) added to the TVIA indicates that while from this particular position Arc would not coalesce with the spire of St Mary's, it would appear to compete with its primacy when in the vertical position. This will result in a small degree of harm. We refer to our advice on the resting position of Arc in our previous letter with regard to reducing the impact upon the historic environment if the resting position could be adjusted to the horizontal, over the roof of WTC.

The additional information has not caused us to change our position and advice on the proposals. We still consider that the impact on the historic environment would, in our view, result in less than substantial harm, as defined under the NPPF and strongly advise that alternative sites are further explored. We continue to object to the proposed development on this site.

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to "have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses". Section 72 of the act refers to the council's need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 189 of the NPPF, the significance of the asset's setting requires consideration. Para 193 states that in considering the impact of proposed development on significance great weight should be given to the asset's conservation and that the more important the asset the greater the weight should be. Para 194 goes on to say that clear and convincing justification is needed if there is loss or harm.

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The Victorian Society

The case was discussed by our Southern Buildings Committee. The committee objected to the proposals as they currently stand, and I write to convey its comments.

Whilst the committee was not opposed to the principle of a moving observation cabin in this location, there were concerns about the design, how it would relate to the Grade II Canon's Marsh Goods Shed, and how it would interact with the wider historic environment.

The proposed observation cabin would presumably be mostly 'at rest' lying on the roof of the goods shed. We understand that the goods shed has been greatly altered, with its partial demolition and later conversion to the 'We the Curious' building. However, it is important that its status as a designated heritage asset is not further harmed by the proposals. The design of 'Arc' shows little relation to the goods shed, and appears to impose on it rather, rather than complement it. The

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committee felt that a much more subtle design was therefore needed to reduce the impact of what will essentially be an addition to the building. Similarly, whilst in motion, 'Arc' would appear in many views in several conservation areas, and in surrounding views of the Grade I cathedral and library. A more elegant design would additionally reduce the potential impact on these surrounding heritage assets and should be strongly encouraged.

The roof extension added as part of the previous conversion was presumably designed to be as subservient as possible, set back and only occupying part of the roof space. The addition of a further roof extension would undermine this attempted subtly and reduce the legibility of the once modest goods shed. Once again, whilst we are not opposed to the principle of 'Arc' or the use of the goods shed in tandem with the working of this, a redesign is needed so that any extension reads as subservient to the original building.

Paragraph 196 of the NPPF states that where a proposal would impact on the significance of a designated heritage asset "this harm should be weighed against the public benefits of the proposal". In its present form, the proposed observation cabin would negatively impact the goods shed and potentially several surrounding heritage assets. A redesign is needed so that the impact on these can be reduced whilst still realising any potential public benefits and the provisions of the NPPF met.

Crime Reduction Unit

In conjunction with the Avon and Somerset Police Counter Terrorism Security Advisor we have worked with the applicant on this project and are satisfied that safety and security have been addressed.

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. Any references to paragraphs within the National Planning Policy Framework will have the prefix NPPF.

A: IS THE PROPOSAL ACCEPTABLE IN LAND USE TERMS?

The site lies within the Harbourside area of the City centre within which the following policies apply:

BCAP 9, which promotes the delivery of cultural facilities and tourist attractions in the city centre.

BCAP 41, which concerns the Harbourside, and states that development will be expected to enhance Harbourside's role as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighbourhood's major attractions including the Floating Harbour itself.

The policy also states that development adjacent to the Floating Harbour will be expected to be of a scale and design appropriate to its setting, reflecting the special interest and visual prominence of quayside areas and character and setting of the surviving historic buildings and fabric, and preserving and enhancing views to and from the Floating Harbour.

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The proposal would operate as a tourist destination, and would be located alongside We The Curious and close to other attractions such as the Aquarium, M Shed, and Arnolfini. It would enhance the role of the harbourside as an informal leisure destination.

In terms of the principle of development, the Arc complies with policies BCAP9 and BCAP41. Its acceptability will, however, depend on how it measures against the key issues considered in the remainder of this report.

B: IS THE DESIGN OF THE PROPOSED DEVELOPMENT ACCEPTABLE?

Policy BCS21 promotes high quality design, requiring development among other requirements to contribute positively to an area's character, promote accessibility and permeability and deliver a healthy and attractive public realm.

DM policies reinforce these requirements, including DM26 (local character and distinctiveness), DM27 (layout and form of buildings, structures and spaces), DM28 (public realm), DM29 (design of new buildings) and DM30 (alterations to existing buildings).

NPPF Para 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

The design of the Arc in itself is of high quality, being an elegant 'light' structure to be made from quality materials. It would clearly be different in form and character from its surroundings and the fundamental question to be considered is whether the Arc would contribute positively to, rather than detract from, the buildings and spaces around it.

In addressing this question there are three aspects to consider, the alterations to the 'We The Curious' building (former GWR Engine or Goods Shed), the impact of the Arc on its immediate surroundings and the visual impact of the Arc from further afield.

Alterations to the Canon's Marsh Goods Shed ('We The Curious' Building)

The Canon's Marsh Goods Shed is Grade II listed. The 1998 Wilkinson Eyre roof extension and conversion of the Listed Goods Shed won awards from the Royal Institute of British Architects, and the Civic Trust for its design and quality.

The applicant states that the proposed extension has been designed to reflect the existing roof extension, using glazed curtain walling within a grey frame structure which complements the existing arrangement, as does the use of a flat roof.

The design of the extension reflects the simplicity of form and detailing of the existing building and the applicant points out the following features:

- Simple rectangular form
- Projecting eaves with extended overhang to south façade
- External walls set back from existing parapet to reduce visual appearance from ground level
- New second floor level to be constructed c.1.2m above existing roof to match existing extension floor level
- General horizontal emphasis to the architectural details and materiality

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The more bespoke changes would be the creation of a dock for Arc's cabin, along with the extension of the stair core and construction of an adjacent lift shaft.

In commenting on the design of the extension, the Council's City Design Group (CDG) make the point that the proposed extension should respect the notable architectural merit of the Wilkinson Eyre roof extension which is subservient to the host building and configured to create a considerable setback along the Anchor Square frontage and smaller set back along Anchor Road. This design principle was to ensure the architectural integrity of the main Edwardian façade facing Anchor Square, a more intimate space surrounded by smaller scale buildings, remains unaltered with minimal built form impact along Anchor Road.

CDG consider that the proposed roof extension to the 'We The Curious' building to accommodate the pod docking area, waiting lounge and escape stairway creates prominent built form along the Anchor Square frontage which appears to dominate the host building failing to preserve and enhance this heritage asset. (The question of whether the harm to designated heritage assets is justified is discussed in Key Issue C.)

Local Impact

The Arc would be positioned at the entrance to Millennium Square when entered from Anchor Square.

Millennium Square is the culmination of the 'Brunel Mile', the primary pedestrian route from Temple Meads to the Square. Along its length is a series of key public realm spaces including, Queens Square, Pero's Bridge and Anchor Square. These spaces have been designed to create a transition from one space to another, with a clear route through both visually and physically. Farr's Lane has recently been upgraded as part of the urban repair in this area to enhance the legibility of this part of the route.

The design intent for the Millennium Square approached from Anchor Square is for pedestrians to be greeted by a shimmering wall of water which curves in an embracing arc in front of them, momentarily masking the view beyond. Through a gap in this wall, pedestrians pass between the reflecting water terraces and view the expanse of the square beyond.

The City Design Group (CDG) have commented that the location of the base at the entrance to Millennium Square undermines the design as a movement motivator and creates a visual obstruction, cluttering the visual link between the squares, affecting the visual transition and flow from Anchor Square and the enhanced reveal of Millennium Square on entering.

CDG further comment that the position of the base within the square edging the primary pedestrian/cycle route affects the sight lines for pedestrian and cyclists using this movement corridor and potentially increases conflicts between the two user groups. Policy BCP30 states;

'Development that would be harmful to the amenity or accessibility of primary or secondary pedestrian route will not be permitted'

However, TDM in their comments do not consider that the structure would impede pedestrian and cycle flows at this point. Therefore, there are conflicting views within the Council's expert teams on this matter.

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Millennium Square itself is a high quality well-designed open area of public realm and an important space within an area of dense residential development whose special character is protected by Conservation Area designation.

The proposed base is 8m² and approximately 16m tall and is positioned at the north east corner of Millennium Square. This element of the proposals includes the moving Fulcrum that extends approximately 10m beyond the base unit at various points in the Arc's journey taking up a further 10m diameter of air space above the square. CDG comment that unlike the modern additions of the Planetarium and Lloyd's building which are scaled to relate to the surroundings, the size of the base would be overbearing within the space.

The scale and mass of the base with the kinetic nature of the fulcrum would undoubtedly give rise to a degree of visual distraction however, the projected noise levels are considered reasonable which would lessen the distraction that might otherwise occur. Comment has been made that the movement of the Arc in close proximity to the water features is likely to suppress the playful use of the rectangular pond running along the northern end of the square by children. While there is no evidence to substantiate this comment, the visual distraction of the Arc would alter the local character and ambience, and may inhibit use of the Square in its proximity.

Impact on Public Art

CDG has further commented that William Pye's *Aquarena* was a landmark Millennium project in 2000 for the regenerated Bristol Harbourside. A number of distinct features characterise this immersive sculpture – such as reflective water terraces, jets and water walls. It continues to be a much loved destination for many Bristol citizens and characterises this public city centre civic space – offering space for children to play and people to reflect.

There is a serious concern that the close proximity of the base of the Arc form would overshadow and interrupt this public realm experience and diminish this public art offer in the civic square.

Wider Visual Impact

It should be noted from the outset that the impact of the Arc is clearly different to that of a tall, solid and immovable mass, i.e. a permanent building. Its design is 'lightweight', with a large void between the two masts below the passenger cabin. Obviously, it also moves, up to a maximum speed of 5mph across multiple trajectories as part of each 'flight', so it will not be fixed in one position, except when non-operational when it would be reside in a vertical position.

During operational hours, it is estimated that approximately 60% of the time, the Arc would be 'in flight' and for the remainder of the time it would be docked to the roof of WTC for boarding and disembarking passengers. It would therefore have a moving rather than a solid mass, and its slender form would have a transient impact on the majority of middle and long range views.

However, by virtue of its scale and movement, the Arc would clearly have a material impact on the Harbourside and the wider skyline of Bristol. When in the upright position, the floor level of the Arc's cabin would stand at 67.3 metres above ground level, and so would be visible from numerous vantage points across the city.

A Townscape and Visual Impact Assessment (TVIA) has been produced by the applicant that analyses the impact of the Arc on various key views. The TVIA comments that the Arc would be

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complementary to the character of the area and would reinforce the City Docks as “... one of the most exciting districts in the city” and as containing: “A remarkable mix of land uses and building types, bringing a special character that has placed it ahead in the process of late 20th century urban renewal”.

It states that given the scale and form of the proposed structure, the Arc presents an exciting iconic addition to the Bristol skyline which does not obscure existing features in the view, cause deterioration to the view, or detract from the receptors ability to enjoy the view. It subsequently finds that:

- The site is assessed as making a positive contribution to the local landscape character.
- The significance of the townscape effects of the Arc is considered neutral on the site and surrounding townscape.
- The significance of the visual effect of the proposed development is considered to range from negligible to moderate beneficial across all identified viewpoints.

The TVIA closes in finding that where the Arc forms a dominant feature in the view within close proximity to existing historic landmarks, this would express the layering of historic and contemporary architecture within the City Centre to the viewer. It finds that the presence of complementary but distinct structures within the view might serve to draw attention to the diversity of land uses which are present in the Canon’s Marsh area today and historically.

A tall buildings assessment has been submitted to supplement the TVIA in accordance with the Urban Living SPD, and concludes that the Arc is appropriate in terms of design and impact to its setting as a tall structure.

The City Design Group in their comments express a contrary view to the findings of the submitted TVIA, and state that the proposal introduces a new incongruous element within the City Docks Conservation Area without contributing to the Harbourside character.

CDG state that the Arc would create a new and unnecessary focus within the conservation area and would dominate the view from various points.

Examples of views shown in the TVIA that CDG consider would be harmed include the following:

The TVIA view northwest from Princes Wharf, M Shed: This view incorporates a number of key landmark buildings - Cabot Tower, Cathedral, the Wills Memorial Building – that characterise the Bristol skyline from this viewpoint, as well as buildings fronting the harbour that express the strongly horizontal form typical of the Conservation Area. The proposal reduces the significance of the historic structures within the view. Also the proposal does little to add to the character of the conservation area and arguably detracts from it more through the movement of the Arc through its flight pattern. The Arc is considered to have a slight to moderate adverse impact from this viewpoint.

The view from Queen Square: Queen Square was the subject of an historic restoration scheme to recreate as far as practicable its Georgian townscape, one of the largest squares of its time throughout Europe. The view of the ride would be incongruous in this context, harmful to both the character of Queen Square and the wider City and Queen Square Conservation Area. From this viewpoint, due to the importance and quality of the historic context within Queen Square the proposal is judged to have a moderate adverse impact.

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The view from College Green: Views of the grade I listed Cathedral and its setting within College Green are one of Bristol's most valued historic townscapes. Though the proposed ride is revealed only slightly, its visual effect would provide a major distraction. Its intermittent appearance during operational hours will exacerbate its alien character within the view. It is regarded as resulting in a significant adverse effect.

In concluding on the townscape impact of the proposal, CDG comment that all of the viewpoints depicted in the TVIA are popular locations and the buildings and structures form a series of familiar elements that make the special character of the Conservation Area. The impact of the proposals is to shift the focus of attention to the Arc structure itself, thereby lessening the significance of the existing built form.

Conclusion

Clearly, there are conflicting opinions on the merits of the impact the Arc would have upon the townscape. A rebuttal statement was received from the applicant countering the comments made by CDG, and this demonstrates in detail the differing opinions on the impact the Arc would have (full details are shown at Appendix 2).

A good example concerns the view from Princes Wharf, M Shed. The rebuttal statement agrees with CDG that the buildings in this view express the strongly horizontal form of the retained dockside warehousing at the eastern end of the dock, but continues by stating that this currently uncluttered view has not always been so and that in the recent past, the view was dominated by the bonded tobacco warehouse and for centuries before that, a forest of masts of cranes and ships. The rebuttal goes on to state that the Conservation Area celebrates the docks as shaping Bristol's sense of place as a great maritime city, and that a visual assessment of this context should acknowledge the particular maritime sense of place created by tall, vertical, moving masts set against horizontal-form, utilitarian warehouses. The rebuttal statement explains that it is for this reason that the impact in the view is assessed to be 'slight beneficial', whereas CDG considers the impact to be 'slight to moderate adverse' (see above).

In general, many will see the design of the Arc as an exciting, contemporary and welcome addition to the skyline of Bristol, as reflected in many of the public comments received. Others however, take a different viewpoint.

In view of such conflicting opinions concerning the impact the Arc would have on the surrounding townscape it is perhaps unreasonable to consider this as a determining factor. Similarly, in terms of the local impact, it is simply unknown whether the size and movement of the Arc would inhibit the use and enjoyment of Millennium Square as some people fear, or diminish the existing public art. However, what is accepted by all parties is that the Arc would cause some degree of harm to heritage assets and in such situations the acceptability of a proposal depends on what 'public benefits' arise from the proposal, and whether these are sufficient to outweigh the harm. This critical key issue will now be considered.

C: WOULD THE PROPOSAL HARM DESIGNATED HERITAGE ASSETS AND IS THAT HARM JUSTIFIED?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its

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setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special regard to the desirability of preserving or enhancing the character or appearance of the area.

Section 16 of the NPPF states at Paragraph 193, that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, and the more important the asset, the greater the weight should be. Paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Paragraph 196 states that where there is less than substantial harm, this harm should be weighed against the public benefits of the proposal. Paragraph 200 states that Council's should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Policy BCS22 requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed, and conservation areas.

Policy DM31 states that development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting. The policy goes on to state that where a proposal would affect the significance of a heritage asset the applicant will be expected to demonstrate that all reasonable efforts have been made to mitigate the extent of the harm to the significance of the asset.

HERITAGE ASSESSMENT

The identified heritage assets are identified as follows:

- Grade I listed Cathedral
- Grade II* listed Great Gatehouse
- Grade II* Cathedral School
- Grade II* listed Old Deanery, Cathedral School
- Grade II* listed Abbey House, Cathedral School
- Grade II listed Former leadworks and attached chimney and wall
- Grade II listed Canon's Marsh Good Shed (We The Curious)
- City Docks Conservation Area
- City and Queen Square Conservation Area
- College Green Conservation Area

In addition, in middle and long distance views the experience of the Grade I listed St Mary Redcliffe Church; Grade II* listed Wills Memorial Tower; Grade II listed HH Wills Physics Building and Tower; Grade II listed Cabot Tower and Grade II listed Bush warehouse (Arnolfini Gallery) are also affected so have been included.

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It should be noted that when assessing what constitutes 'harm' to a heritage asset, the NPPF (paras 193-202) categorises harm into three areas: substantial harm; less than substantial harm; and no harm. Substantial harm is any impact which could cause harm to or loss of the significance of a heritage asset.

The Heritage Statement submitted with the application concludes that the Arc would have the following impacts on these identified heritage assets:

- The likely harm to the significance of the Cathedral is considered to be 'slight to moderate' of 'less than substantial harm'.

In assessing the impact of the Arc on the setting, experience and appreciation of the Cathedral, The Heritage Statement comments that it would be likely to have a 'neutral' effect, except when the Cathedral is viewed from Park Street, across College Green. From this position the masts and cabin of the Arc would iteratively appear close beside the Cathedral's tower above its nave. The currently unchallenged, complete dominance of the Cathedral against the skyline will be compromised as the Arc moves towards the tower, halts, rotates, and sinks from view behind the tower. To that extent, the Arc's presence and pattern of movement within the view will adversely affect the spiritual symbolism provided by the Cathedral's current pre-eminent architectural standing and provide a distraction to appreciation of its heritage and significance.

- The likely harm to the Canon's Marsh Goods Shed is considered to be a 'moderate adverse' effect of 'less than substantial harm'.

The Heritage Statement comments that the Goods Shed would experience both direct impacts (from the rooftop lounge extension, new stairway and lift) and indirect impacts from changes to its setting.

The new rooftop lounge would conceal the form and height of the original building, cumulatively adding to the loss of legibility caused previously by the 1998 rooftop extension.

The presence of the Arc in Millennium Square would divert attention away from the listed Goods Shed and harm its legibility and experience in views within its setting.

The Heritage Statement makes the point that this harm should be balanced by the Arc's intimate association with the Goods Shed and We the Curious as an attraction which would result in greater numbers of visitors who would experience the listed building and learn from its significance. The Statement considers this to be a considerable heritage benefit.

- The likely harm to the Former leadworks and attached chimney and wall is considered to be 'slight adverse' effect of 'less than substantial harm'

The Heritage Statement comments that the Arc would be clearly visible and markedly more eye-catching in local views alongside the listed building and its chimney. In some such views it would largely obscure visibility of the chimney during its operation. The Arc would also change the character of the listed building's setting, affecting the contribution it makes to the significance of the leadworks as a designated heritage asset.

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- The likely harm to the College Green Conservation Area is also considered to be 'slight adverse' effect of 'less than substantial harm' on the significance of the Conservation Area as a whole.

The Heritage Statement comments that from the meeting point of Park Street and College Green, the key view identified in the College Green CA appraisal, the Arc would be clearly visible for part of its cycle of movement. The Arc's effect on the key view of the Cathedral as part of the Conservation Area would be temporary but iterative, with an ascending movement to the left of the Cathedral's tower that, combined with its futuristic elegance, would prove eye-catching and hard to ignore. The Statement states that undoubtedly that will impact upon and diminish the viewer's experience of the cathedral's otherwise dominant presence, creating a competitor for attention and interest.

While visible from other vantage points in the Conservation Area, this is regarded as being the primary adverse effect that the Arc would have upon it.

- It is considered that the Arc would have a 'slight to moderate beneficial' effect on the City Docks Conservation Area.

The Heritage Statement comments that very close views in Millennium Square, Anchor Square and from Anchor Road, to the north of the Goods Shed would be adversely affected from a heritage perspective (but not in landscape terms). However, beyond that, the Arc's potential impact would represent an enhancement to the Conservation Area's character by adding further special interest, vitality and movement. This would increase visitors' appreciation of the Conservation area's exciting offer, adding a major new attraction to its recreational/educational/cultural facilities.

- Wills Memorial Tower: The Arc would cause a limited amount of harmful impact on the contribution the Wills Memorial Tower's setting makes to its significance, however, by far the greater part of its significance will remain entirely unaffected by the Arc. Overall, the effect of the Arc on the significance of the Wills Memorial Tower is likely to be slight 'less than substantial' harm.
- Cabot Tower: The Arc would cause a very limited amount of harmful impact on the contribution Cabot Tower's setting makes to its significance. By far the greater part of its significance will remain entirely unaffected by the Arc. The effect of the Arc on the significance of the Cabot Tower is also likely to be slight 'less than substantial' harm.

For the remaining heritage assets considered in the Heritage Statement the impact of the Arc is considered to be neutral.

The Statement also states that in all cases where a level of harm to significance is identified, the very considerable heritage educational benefit that would be delivered by the Arc as its functional purpose must be recognised as being a major counter-balancing factor.

City Design Group Response

In response to these findings, CDG comment that the harm caused is considered to be greater than the extent detailed in the Heritage Statement.

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Impact on Cathedral precincts: Grade I and Grade II* Listed buildings

CDG comment that the Arc would have direct impacts on the setting of both the Grade I listed Cathedral and the Grade II* Listed buildings in very close proximity, namely the former Abbey buildings (now Bristol Cathedral Choir School).

The Arc would be a highly visible and incongruous addition into the setting of the Cathedral. It's among the highest graded buildings in the country, on the same level as Wells Cathedral, York Minster, or Salisbury Cathedral, and, like any great medieval church, the presence of a new intrusion of this nature is unwelcome. The church has been a landmark for mariners arriving and departing the docks since its foundation in 1140. Its relationship with the waterfront is an essential aspect of its historic significance, and anything that disturbs that relationship is likely to have a negative impact.

Whether positioned above the chancel from College Green, gesturing over the rooftops of the Abbey buildings, or distracting from the landmark character of the Cathedral's towers from the docks, the Arc, through its alien scale, would be damaging to the historic significance of this important medieval grouping. Views of the Cathedral towers between Prince Street Bridge and the public square to the west of M-Shed will be impacted upon, including that from the viewing galleries of the museum. These views have been the focus for development within the docks, and Harbourside, for decades, and development that begins to undermine that landmark status is considered harmful.

Impact on Canon's Marsh Goods Shed (We the Curious) Grade II Listed building

The proposals seek to make a substantial new extension to the rooftop. The existing roof structure is to be extruded forwards as far as the main east elevation and across the existing green roof. This extension now has an overbearing impact on the principal facade of the listed building. What was suitable at a distance now becomes an over-dominant presence that significantly diminishes understanding of the historic and architectural importance of the GWR building. The bulky, top-heavy, composition created is further emphasised by an uncomplimentary choice of materials, alien to the building; These attempt to make a show in their own right, rather than allowing the Listed building adequate expression; it effectively becomes a podium deck on which the new development is balanced uneasily over.

The new structures extend to the north of the building, further unbalancing the historic building and seriously damaging the careful balance achieved in the 1998 conversion between old elements of solid character, and new, visually lightweight additions in frameless glass and fine steel structure.

The addition of the Arc viewing structure to the south of the building further harms the well-composed composition of old and new buildings achieved in 1998. The planetarium, a Locally Listed structure in its own right, could lose its landmark status by the competing and dominant Arc base and armature. The Arc is an uncomfortable and unnecessary accretion on the roof of the listed building, one uncharacteristic of the Edwardian building or its award-winning additions.

Impact on other Listed Buildings and Conservation Areas

CDG further comment that there are a number of Listed historic buildings and the character of Conservation Areas around the city that will be impacted by the Arc, and which the Council has a statutory role to protect. Whether landmarks in panoramic views from the quay wall alongside the M-Shed, or from other locations within the Docks Conservation Area these buildings contribute to the

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identity of the city. The landmark quality of the Grade II* listed Wills tower, and the Grade II Listed Cabot Tower will be marginalised by the proposed development which, through its singular height, will become the focal point in important views across the docks from M-Shed.

Further to the east, along the harbour, the Arc would rise up high above the profile of the Arnolfini gallery building, the Grade II Listed Bush Warehouse. It would remain an incongruous intrusion above the low-lying historic roofscapes north of the harbour in views between Prince Street Bridge, and the raised promenade of Redcliffe Parade. Queen Square is one of the most important historic public spaces in the city, both through its design, and its historical interest. Although the ride will not project above the roofline of the square when experienced from within its confines, it will be highly visible along the southern edge, where the Brunel Mile is a principal route through it. The setting of Listed buildings, and the character of the conservation area will be impaired by the proposed development, though it does provide a new visual focus, albeit of incongruous character to that of the Conservation Areas. Despite assertions it is considered unlikely that the ride will be interpreted as a ship mast or crane in the docks through its size and design. Arguments put forward concerning this analogy and the related heritage gain are not accepted.

Historic England in their assessment object to the application, and conclude that the Arc would cause an unacceptable degree of harm to the setting of highly-graded heritage assets and the character and appearance of the Conservation Area. The Arc would undermine the visual dominance of Bristol Cathedral when viewed from the South side of the Floating Harbour, and the presence of the Arc above the silhouette of the Cathedral would also detract from people's appreciation of both the Cathedral and the ensemble formed by City Hall, the Great Gatehouse and the Central Library surrounding College Green. The impact would result in 'less than substantial harm', as defined under the NPPF and does not meet the requirements of paragraph numbers 193, 194 and 200. Historic England advise that alternative sites that have less impact on heritage assets should instead be considered.

In addition, Historic England considers that the Arc would harm the setting of the Wills Memorial Tower, however due to its arguably greater prominence and elevated position resulting in a more extensive setting, the degree of harm is less than that caused to the setting of the Cathedral.

Similarly, the Arc would impact on views of the spire of St Mary Redcliffe Church as seen from Brandon Hill, as it would compete with its primacy when in the vertical position. Historic England considers this would result in a small degree of harm.

Justification

NPPF, paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification, which it is suggested by CDG should include consideration of less harmful sites. The applicant has previously considered use of Museum Square adjacent to M Shed, but other possible sites such as Albion Dockyard, The Grove, Castle Park, Temple Quarter, The Centre or Cumberland Basin could be alternative locations. Many of these locations would remove, or significantly reduce, the impact on the historic assets. However, alternative locations may not be available or suitable and may raise other issues such as a harmful impact on public realm.

The applicant has responded to this by stating that there is no policy or legal basis to have to assess alternatives, however the following information has been provided.

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Albion Dock is not available as under Bristol Central Area Plan policy, locations around the Floating Harbour that are currently used wholly or partially for maritime industries are safeguarded for that purpose as Maritime Industrial and Warehousing Areas, and therefore are not considered available for leisure or tourism uses.

McArthur's Warehouse suggested uses [in the Bristol Central Action Plan] are housing, offices and workspace. The site is too far distant to be viable, especially as the SS Great Britain's pay point perimeter severs pedestrian movement along the quayside, forcing active travellers inland.

The Grove / Mud Dock, Castle Park and Temple Quarter were considered and eliminated in collaboration with the most senior executive and planning officers, (see Design Statement, Chapter B, Section b3 Site Selection).

No site has been identified in the Centre. Cumberland Basin / Western Harbour is at the outset of extensive transport and masterplanning, development and funding allocation which may last decades. Its role as the entry point into the greater city from the west and the convergence of the A370, A3029, A4 and A369 with the concomitant heavy transport infrastructure, flyovers and bridges and associated perpetual noise and sterilisation makes this location everything the Arc could not accept.

PUBLIC BENEFITS

Notwithstanding the differences of opinion outlined above, there is agreement between all parties that the Arc would result in 'less than substantial harm' to heritage assets, including harm to the Grade I listed Cathedral. In accordance with Paragraph 196 of the NPPF this level of harm has to be weighed against the public benefits of the development. These are put forward by the applicant as the following:

Heritage benefits:

NPPF Paragraph 200 states that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

The applicant considers that the Arc would both enhance and better reveal numerous heritage assets. In particular:

- Unique and varied aerial views of Bristol Cathedral, Cathedral School, Gatehouse, Library, Abbey House and Former Leadworks would be better revealed by a journey within the Arc.
- The topography and form of the City Docks Conservation Area and the Park Street and Brandon Hill Conservation Area would be better revealed through the Arc's aerial perspective.
- The rich layered history of individual assets and different periods of building would be better revealed and understood from an aerial perspective.

In addition the Heritage Statement identifies the following historic related public benefits from the Arc:

- Increasing the number of visitors experiencing Bristol's heritage annually.
- Increasing the visibility and recognition of the importance of the City's heritage, internationally.

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- Increasing visitor awareness and interest in We the Curious as an attraction and learning experience and reinforcing its offer to visitors.
- Creation of a fully accessible popular new learning attraction from which to experience and understand Bristol's historic environment and individual heritage assets, such as the Cathedral, from a remarkable and thoroughly memorable angle.
- Enabling people from all walks of life and academic backgrounds to understand the topography, landscape, layout, and development of the City, its historic docks, its University, historic core, suburbs, commerce, and transport infrastructure.
- Reawakening/strengthening of the sense of historic importance of movement within the City Docks and its Conservation Area.
- Highly legible enhancement of the story of technological and design development in the Docks – from hand crane to steam crane to electric crane to the Arc, as the cutting-edge use of the same technology today.
- Strengthening of the Council's City Docks Conservation Area appraisal assessment that the distinctive character and special interest of the Docks is enshrined in continuity, yet diversity of innovative development generation by generation in the dockscape.
- Continuity of and emphasis upon the long tradition of 'Bristol First': corporate and civic heritage arising from iterative adoption by the City Council of innovative approaches, solutions and technology.

Historic England, however, do not concur with these statements concerning heritage benefit and state as follows:

"We advise that little weight should be given to the purported heritage benefit of increased visitor numbers and providing new, elevated views over the historic centre of the city and Floating Harbour and would not mitigate the harm. While Arc would offer an elevated view of the city from this particular point, the steep and undulating topography of the city and public access to existing tall, historic buildings (eg Cabot Tower and Wills Tower) already gives very good and varied elevated vistas over Bristol. While the close range of the Cathedral precinct may give observers a more legible view of the complex, this would not necessarily better reveal its significance".

Historic England continue by stating in their third response (see above) that: *"... while Arc may deliver an increased number of visitors experiencing Bristol's heritage and the ability to experience and understand Bristol's historic environment from a new perspective, these benefits are limited and do not better reveal the significance of the historic environment to the extent that would mitigate the harm outlined in our advice. The heritage values of those assets that would be affected can be experienced within their existing individual and combined settings. An elevated view would not greatly increase this experience and understanding; hence we place little weight on this particular benefit."*

Educational and Cultural Benefits:

The applicant states that leading on from, and linked to, the heritage benefits, WTC's vision and mission are focused on increasing its inspirational delivery. The Arc's contribution of being able to see a city from above, learn about its history and development, and then also the engineering and technology which has brought them there is an enormously attractive proposition.

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The Arc will add to WTC's inspirational propensity. The sheer exhilaration of Arc's peerless, sweeping motion carrying observers close above the fascinating prospect of the city achieves an unparalleled visceral introduction to the wonders of the science which brought the city about.

Coupled with carefully choreographed stories created and told by enthusiastic guides, Arc will add greatly to WTC's reach.

Viewing this city science lab from above will be a truly different educational experience, offering kinaesthetic learning-by-doing which will suit the widest number of people, whatever their learning style or prior knowledge. Arc will create a magical, memorable experience on every voyage, and Arc's pilots will engage their audience with ever-changing stories about Bristol, interwoven with the stories being told by WTC and in the city generally.

Gliding above the memories of the maritime industry of Canon's Marsh and the Floating Harbour coupled with the Arc's engineering prodigy form a compelling educational narrative about innovation and progress.

By combining Arc's space-time motion with the Harbour overview location, Arc will achieve a first-class educational experience irrespective of the observer's educational prowess.

Social Inclusion:

Complementing WTC's identical vision to inspire, enthuse and attract visitors to the pursuit of science, the applicant states that it would be the Arc's express intention to further this goal to a wider, more diverse audience, some from audience sectors less comfortable with the concept. The Arc will also bolster WTC's existing outreach programme by channelling 10% of its profits to make available educational and inspirational flights for those where funds would have been a hurdle. This would be done through implementation of a 'Social Innovation Programme'. Off-peak flights, priced at marginal cost only, would maximise the reach of the funds to as wide an audience as possible.

There have been discussions with the applicant to obtain details on how the Social Innovation Programme would work in practice, as the more socially inclusive the operation of the Arc, the greater the degree of public benefit would be.

In response we have been advised that the Arc project is unique so there are no examples that can be used to understand the detail. Instead, the Arc proposes to undertake a pilot study to identify how the Programme would be delivered and evolve.

The applicant adds that, from personal experience, those who may benefit may be suspicious so efforts would be channelled at first, through people who have gained the recipients' trust. Existing community programmes would, inevitably, be fully stretched and unable to divert attention unless they have certainty, i.e. a scheme with consent, and funding. Consequently, the applicant advises that time and money has to be invested to develop a programme. For that, staff are required, who would only be appointed once funding has been obtained, which, in turn, depends on having planning consent.

The applicant has agreed to submit a unilateral obligation in the event of a planning approval, to plan and budget to deliver, evaluate and review a social innovation programme in accordance with a 10% of profit financial commitment.

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Using the Somalian community in Lawrence Hill as just one example, the social programme would include working with local communities to identify potential pilots and story-tellers, helping them to create a story of perhaps their origins and experiences: as a British protectorate since 1887 and with Bristol's maritime traditions, Somaliland has a long history with the city. Thus the first to benefit will be those engaged in this learning experience. Once the content has been matured to an immersive, fully rounded, multimedia, dual language presentation, the story-tellers would invite friends and relatives to enjoy their dress rehearsals, which may have a competitive element to draw out the best. Somalian cuisine would be served by Somali chefs in the 'Workshed' café with locally produced Somalian merchandise in the shop.

Thus, as well as subsidising their attendance, the social innovation plan would be specifically developed to engage these particular audiences and, hopefully, generate stories which all audiences may enjoy. Successful story-tellers drawn from the communities would be offered employment in the main programme. The critical point is that the stories would be developed and made their own by those who narrate them, giving presenters a stake in the tale, helping their telling to remain fresh and providing an ever-evolving, rich, personal and authentic experience for all passengers, encouraging them to visit again and spread the word.

On the basis that Arc's ticket sales are as per our expectation of around 7,000 flights, the social innovation plan would subsidise about 70 flights, which is approximately 3,000 tickets or roughly 1% of the total audience. Some tickets will include coach travel and a meal in addition to a narrated flight in Arc and a tour of We The Curious.

Experience has shown that subsidised tickets should, nevertheless, be charged at a nominal amount, say £5, to ensure that attendees place value on the experience and to make the programme go further. A discretionary fund would be available to partner charities to waive this figure based on their knowledge of the recipients.

We The Curious have two decades of track record in social engagement. Last year, they attracted 53,836 school visitors and 6,559 residents from the most deprived wards of Bristol. As Arc's operator, in accordance with their charitable objectives and the covenant in their 150 year lease with Bristol City Council, WTC will integrate visits to Arc with their schools and outreach programmes.

In summary, the Arc is seen by the applicant as a unique education opportunity for Bristol. It will enable a new and powerful learning experience, supported in turn by an inclusive and welcoming approach to design and operation. It represents a resource which can be enjoyed and valued academically, culturally, and socially by all. Such an addition to the educational resources of the city, amplified by its association with WTC, is considered by the applicant to represent a significant public benefit of a very high order.

The Council's Education Department also support the proposals as an education opportunity (see above).

Economic Benefits:

An Economic Impact Assessment was submitted with the application.

The assessment notes that WTC has been adversely affected by the COVID-19 crisis, and that they are currently engaged in a recovery programme.

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The assessment states that the recovery could be assisted by collaboration with Arc Global Limited in developing and operating the Arc project, which has the potential to transform We The Curious from essentially a regional attraction into an attraction of national prominence. A recovery programme incorporating the Arc could help, not just to attract more visitors to WTC, but to open up a completely new visitor population, significantly enhancing WTC's wider economic impact by increasing the proportion of overnight stayers (visitors travelling more than 90 mins drive time) from one in five currently to closer to one in two, many of whom will stay Bristol hotels and spend in Bristol's restaurants during their stay.

The Arc is forecast to attract between 250,000 and 330,000 visitors each year.

The total impact of monetary expenditure by visitors to WTC and the Arc combined is estimated at approximately £25 million per annum. It is estimated that this expenditure would support an estimated 293 FTE jobs, or 440 individual full and part-time jobs.

In terms of the non-financial impacts of WTC and Arc Bristol, including their educational, scientific and wider social impact, NAL estimate that the total value of benefits generated by Arc would equate to £13.3 million in a steady state year.

This gives a combined economic value for the two attractions of £19.6 million for WTC and £13.3 million for Arc Bristol, equating to £32.9 million per annum. Discounted over 10 years and applying a discount rate of 3.5% in line with HM Treasury guidance, gives a combined net present value (NPV) for We The Curious and Arc of £273.2 million.

The Arc will directly create an estimated 22 full time equivalent positions in a flexible working pattern. This includes pilots and engineers, marketing, curation, and creative roles. The erection, testing, and operation of the Arc in Millennium Square, and the adaptation of WTC, will also create short-term and long-term engineering and maintenance jobs. Additionally, the Arc will indirectly create and sustain other jobs in the hotel, restaurant, leisure and travel sectors by virtue of the increased spend.

The Arc would therefore invest in WTC, expanding, and adapting an existing visitor attraction with a new nationally relevant facility. The development will take advantage of an opportunity to develop a complementary attraction both consistent with the current offer at WTC (capitalising on its performance and potential), and the visitor draw of the Harbourside location.

The economic assessment has been reviewed by the Council's Economic Development Team who accept the methodology used and concur with the findings. The Regeneration Team also support the proposals (see above).

Comments were made during public consultation that a similar attraction, the i360 in Brighton has not been as popular as originally forecast.

In response the applicant has advised that the BA i360 is Brighton's most popular paid-for attraction and has achieved an attendance of 1.11 million visitors over the 3 years' since opening (before lockdown stymied all observation facilities), which, if achieved by the Arc, would be an outstanding success. BA i360 has contributed £89.6m to the Brighton economy since opening and is forecast to deliver £640m by its loan term 2041, equivalent to a return of £15.90 for every £1 of public sector investment. The i360 supports 447 jobs. In 2017, Brighton welcomed 10.9m visitors and the tourist

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industry is worth £1.1bn to the city. In 2018, Bristol welcomed 23.2m visitors, 2.1m domestic and 0.6 overseas staying overnight and 20.5m day visitors and its tourist industry is worth £1.5bn.

For these reasons, the applicants strongly believe that Bristol is a better proposition – a much more varied, dynamic and adventurous city with deeper stories, which will attract great demand. However, the applicants say that they have been cautious in their business case and modest in their forecasts.

Exemplary Design:

The applicant considers that the complex design, layout, and the innovative technological and engineering requirements combined with the bold, but contextually and historically driven outward design of the Arc should, taken together, be viewed as 'outstanding'. The design also is also considered to 'fit in' with the overall form and layout of the surroundings. This includes the provision of a highly unique public realm experience. The development would raise the standard of design for the area and the city as a whole.

NPPF Paragraph 131 is therefore considered triggered, and 'great weight' in determination should be attributed to the exceptional design of Arc. The applicant considers that this represents the delivery of a public benefit of a high order.

Conclusion

Having set out the perceived public benefits the question to address is whether in combination they carry sufficient weight to overcome the harm to heritage assets.

Historic England have clearly stated that little weight should be given to the purported heritage benefit as the benefit of increased visitor numbers and the ability to view the heritage assets from a different perspective do not mitigate the harm being done. Your officers concur with this position.

In considering the design, it is agreed that it is innovative, bold and exciting however, opinions on its merits are mixed. It is also very large and within close proximity such as in Millennium Square the Arc would be particularly dominant. It is considered that through its scale and bulk it does not 'fit in' with the overall form and layout of its surroundings. For this reason NPPF Paragraph 131 does not apply and again little weight should be attached to the design as a public benefit.

This then leaves the education and economic public benefits to be considered.

There is no doubt that the Arc has the potential to provide educational and cultural benefit, using 'storytellers' to provide narratives on each flight to describe the history and development of Bristol and other subjects as described above. How well this would actually work in practice is unknown but the potential is there.

To work as a wider public benefit, it would be necessary to extend the reach of the Arc so that all parts of the community would be able to experience this educational opportunity, rather than just those with the ability to pay. The greater the degree of social inclusion, the greater would be the degree of public benefit.

To this end the applicant has agreed to develop a 'Social Innovation Programme' as a Unilateral Undertaking in the event that planning consent is granted. The difficulty faced is that at this stage it is not known how this would work in practice or how effective it would be in attracting sections of the

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community to experience the Arc. However there is clearly the opportunity to combine visits to the Arc via the We The Curious Outreach Programme but again the details of this would need to be worked out.

From the above some weight can be attached to the education public benefit but this is limited as there is much uncertainty.

Turning to the final economic public benefit there is far less to question. The Arc would clearly be a novel attraction that would attract much interest. As set out in the economic assessment, it would be a significant addition to the range of tourist attractions available in Bristol and encourage a higher number of overnight stays. It would be of direct benefit to We The Curious and would generally assist the local economy through related expenditure.

While the education and particularly the economic public benefits are significant, the issue is whether they are in themselves enough to mitigate the harm to heritage assets. The NPPF is very clear on this point, stating at paragraph 193 that great weight should be given to an asset's conservation, and the more important the asset, the greater the weight should be. The proposed development would result in a degree of "less-than-substantial" harm to assets afforded the greatest level of protection: Grade I and Grade II* Listed buildings and their setting, namely the Cathedral and cloistral buildings.

Added to this is the scale of harm to the special character of the Conservation Areas, due to the scale and dynamic nature of the Arc, and its impact on the quality of Millennium Square and environs, protected by Conservation Area designation. Although lower-graded assets, the former leadworks and the GWR Canon's Marsh Goods Shed would also be harmed by the development.

Cumulatively all of these issues, and the impact on other designated Listed Buildings, have a permanent and adverse impact on the historic environment as a whole and are considered to be of such a scale that they are not outweighed by the public benefits.

D: WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Policy BCS10 states that development should not give rise to highway safety issues and should reduce the negative impacts of vehicles as far as possible. It also sets out transport user priorities, with pedestrian and sustainable modes of transport taking precedence over the private car. Policy DM23 states that development should not give rise to unacceptable traffic conditions.

Policy BCAP30 outlines a vision for Bristol City Centre with the aim to deliver it by 2026. The Policy seeks to promote attractive, accessible and safe pedestrian routes in the city centre, and it confirms the importance of traffic free quayside walkways for pedestrian and recreation use. Accordingly, developments in and around the route should maintain accessibility and high standards. Developments causing harm to the amenity and accessibility of pedestrian routes will not be permitted. Policy BCAP32 identifies a primary network of pedestrian routes including Brunel Mile which runs through Anchor Square and Millennium Square.

The application site is in a highly sustainable location, easily accessible by walking, cycling and public transport. It is in an established visitor area where the proposed development would benefit from linked trips to other tourist attractions in the harbourside.

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The application is supported by a Transport Statement and its findings conclude that there are no significant impacts in terms of highway safety or the operational capacity of the surrounding transport network and therefore planning permission should not be withheld on transport grounds.

Following the submission of further information TDM concur with the findings of the Transport Statement, subject to planning conditions and the following Section 106 contributions (these have been agreed with the applicant):

- £2,000 towards the installation of a concrete cycle ramp up the Trinity Steps to College Green.
- £50,000 towards the improvement to Cascade Steps which includes the surfacing, kerbing and separation of the cycleway.
- £5,335 – Travel plan monitoring and audit fee

In terms of transport and movement issues the development is therefore considered acceptable.

E: WOULD THE DEVELOPMENT HAVE AN IMPACT ON LOCAL AMENITY?

Policy BCS21 states that new development will be expected to safeguard the amenity of existing development. Policy BCS23 states that development should avoid adversely impacting upon environmental amenity by reason of, amongst other things, noise and air pollution.

The slender design of the Arc's masts and its nature as a moving structure will minimise any potential overshadowing or overbearing impacts. Whilst the Arc will be visible during flight from some dwellings, the closest dwellings are 180m distant which is sufficiently far away to ensure that no harm will arise to their amenity.

It should be noted that the nearest residential receptors to the Arc are to the west in Anchor Point, Balmoral House, and Cathedral Walk. These are largely screened by intervening commercial buildings. All other buildings in the immediate vicinity are in non-residential use.

The Arc will be powered entirely by green electricity, provided by solar PV panels and battery storage. As such, no generators or engines will release fumes into the atmosphere and therefore no harmful air quality impacts and no detriment to the Air Quality Management Area will result.

Taking the above into account, the proposed development is considered to be in accordance with policies BCS21 and BCS23.

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

Policies BCS13, BCS14 and BCS15 give guidance on sustainability standards to be achieved in any development, and what measures are to be included to ensure that development meets the climate change goals of the development plan.

A chapter on sustainability was included in the applicant's design statement which makes the following points.

Development Control Committee B – 15 April 2021**Application No. 20/04474/F & 20/04475/LA: We The Curious One Millenium Square Anchor Road Bristol BS1 5DB**

Energy requirements would be minimised through the design. The tilt and turn motion of the Arc will be powered by specialised electrical motors with fine tuning capability. The movement of the cabin and masts is energy efficient and of a similar arrangement to observational wheels and astronomical telescopes. In essence, the counterweight within the design serves to balance the load of the masts, cabin and passengers so that the energy to move the Arc only needs to overcome inertia.

Renewable energy sources would then be utilised to satisfy the reduced energy requirement. The electrical energy which drives the motors for the Arc would come from photovoltaic panels mounted on the roof of WTC. Surplus energy generated will be stored in second-hand batteries for later use. The Arc's power consumption would be less than the solar panel yield, so the Arc would be completely solar powered.

The proposal satisfies the requirements of policies BCS 13 – 16.

CONCLUSION

This planning application seeks the development of a large moving observational structure to be known as the Arc, which would provide aerial views across the city and would measure approximately 78 metres at full height.

It would be a unique, moving structure of elegant construction and would contrast with its surroundings. There are differing views on the visual impact the Arc would have on the townscape.

As a large, moving structure the Arc would be noticeable and would result in a degree of 'less than substantial' harm to heritage assets which include the Cathedral, a Grade I listed building, Grade II* and Grade II listed buildings, including extensions and alterations to the GWR Goods Shed Building (We The Curious building), and several Conservation Areas. This needs to be given significant weight when considering whether or not the proposal merits approval. There are outstanding objections from Historic England and the Victorian Society to the proposals.

The proposal does provide public benefits. It would provide opportunities for educational and cultural benefit, although there is uncertainty over how this would work in practice and how extensive its reach would be to ensure the opportunity is open to the wider public.

The proposal would clearly be a significant addition to the range of tourist attractions in the city centre of Bristol and Harbourside. This would deliver economic public benefit through attracting visitors, encouraging a higher number of overnight stays and consequent higher levels of related expenditure in the local economy. The Arc would also directly support 'We The Curious'.

The heritage public benefits purported by the applicant are however, given very little weight for the reasons set out in the responses received from Historic England on this issue.

While the public benefits are significant, the issue is whether they are in themselves enough to mitigate the harm to heritage assets. In view of the great weight that should be given to the conservation of important heritage assets as set out in the NPPF it is considered that the benefits do not outweigh the scale of the harm involved and accordingly, the applications are recommended for refusal.

Development Control Committee B – 15 April 2021**Application No. 20/04474/F & 20/04475/LA: We The Curious One Millenium Square Anchor Road Bristol BS1 5DB**EQUALITIES IMPACT ASSESSMENT

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

RECOMMENDATION:

A: In respect of 20/04474/F: Refused for the following reason:

By reason of its siting, scale, form and design, the proposed development would fail to contribute positively to the character and appearance of the City Docks Conservation Area. The proposal would result in an unsympathetic form of development that would result in less than substantial harm to identified heritage assets; the setting of the Grade I listed Cathedral, the Grade II* listed former Abbey buildings (Bristol Cathedral Choir School), the Grade II listed GWR Works Shed and the Grade II Former Leadworks. The proposal would also harm the character and appearance of the City Docks Conservation Area, the City and Queen Square Conservation Area and the College Green Conservation Area. The public benefits associated with the proposed development are not considered to outweigh the identified harm. The proposal therefore conflicts with guidance contained within Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; S16 of the NPPF, policies BCS21 and BCS22 of the Bristol Development Framework Core Strategy 2011, and policies DM26, DM30 and DM31 of the Site Allocations and Development Management Policies 2014.

B: In respect of 20/04475/LA: Refused for the following reason:

By reason of its siting, scale, form and design, the proposed development would result in an unsympathetic form of development that would result in less than substantial harm to identified heritage assets; the setting of the Grade I listed Cathedral, the Grade II* listed former Abbey buildings (Bristol Cathedral Choir School), the Grade II listed GWR Works Shed and the Grade II Former Leadworks. The public benefits associated with the proposed development are not considered to outweigh the identified harm. The proposal therefore conflicts with guidance contained within Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; S16 of the NPPF, policies BCS22 of the Bristol Development Framework Core Strategy 2011, and policies DM26 and DM31 of the Site Allocations and Development Management Policies 2014.

APPENDIX 1: Applicant's Response to Historic England Comments.

Historic England Response Points from its letter of 30th November 2020	Applicant's Response to Case Officer
<p>The proposed Arc would undermine the visual dominance of Bristol Cathedral when viewed from the South side of the floating harbour. As a major Norman architectural foundation, the location of the building when entering Bristol by river was a powerful political statement of overlord-ship. The visual dominance of the Cathedral and its connection to the historic waterways would be challenged if the Arc were to be constructed in the foreground of views from the South side of the harbour. It is acknowledged that these views have changed considerably since the foundation of the Cathedral, but development has generally respected its visual dominance.</p>	<p>The dominance of the Cathedral viewed from the river to the south in the early medieval period is unquestionable, the ground in front of the slope on which it was built being marsh. However, this is but one aspect in the far wider contribution made by setting to its significance and, with respect, is historically selective and, arguably, overplays the point. As Historic England notes, there has been very considerable change in this setting in the intervening 900 years, and the appearance and dominance of the Cathedral have also changed markedly, especially with the building of its towers much later than the Norman period. Until mid-20th century decline and closure, arguably, the visibility and appreciation of the Cathedral in this stated view were greatly diminished – and in part, obliterated - by the bustling noisy commercial docks, tall warehouses (up to seven storeys) built on Canon's Marsh, the highly toxic smoke from the leadworks chimney, and the masts and superstructures of its many ships. The issue to be considered, and that has been dealt with in the heritage statement and its addendum are of the kinetic impact of Arc on the contribution made by the Cathedral's setting to its significance. The 'powerful political statement of overlordship' attribute seems unlikely to be adversely affected by Arc's presence and movement.</p>
<p>The Heritage Statement argues that harm to heritage significance as a result of Arc would be slight to moderate and this would be off-set by the heritage benefits offered by the development. This would include an increased number of visitors experiencing Bristol's heritage; the ability to experience and understand Bristol's historic environment and individual heritage assets, such as the Cathedral, from a new perspectives; and continuing Bristol's story of technological and design development in the Docks.</p> <p>We advise that little weight should be given to the purported heritage benefit of increased visitor numbers and providing new, elevated views over the historic centre of the city and Floating Harbour and would not mitigate the harm.</p>	<p>Historic England's advice that little weight should be given to the heritage benefit of increased visitor numbers etc is noted, but no explanation is given as to why this advice is given and on what grounds the claim is made that it would amount to being of little value. The benefit is not simply a heritage benefit, but also an educational benefit as well as being a commercial one to the wider City. The heritage statement does not claim that it will completely mitigate harm to significance, but to rule it out entirely as mitigation seems wholly inappropriate, especially as no justification is made for doing so.</p>

Appendix 2: Comments on Townscape and Visual Impact Assessment Report

City Design Group Consultation Response (verbatim)	Applicant's Response to CDG and Case Officer
<p>Viewpoint 1 – View looking west from Narrow Quay</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page.</p> <p>The proposal introduces a new incongruous element within the Harbourside Conservation Area without contributing to the harbourside character. The structure dominates the view frame, creating a new and unnecessary focus within the conservation area. From this viewpoint the proposal is judged to be of moderate adverse effect.</p>	<p>It is accepted that Arc introduces a new element and focus to this view but we dispute that it is incongruous and dominating – our independent consultant's view is slight beneficial.</p> <p>In this view exists the contemporary sinuous Pero's Bridge with its dramatic gun-metal coloured flute bascule counterweights, the white painted steel masts of the Aquarium tented structure and the tan coloured timber masts of the South Building, together with contemporary restorations of the dockside warehouses. Shed V and E.</p> <p>Most observers will conclude that Arc adds to the dynamism and interest of the scene – a fascinating landmark improving the legibility of Millennium Square as an important destination and way point on the Brunel Mile journey.</p> <p>The scene is no stranger to masts, with St Augustine's Reach serving as a marina for yachts, formerly masted schooners bound for anywhere in the globe, with V and W Sheds surmounted by cranes, see Figures 13 and 14 in Chapter B, page 15.</p>

	<p>Viewpoint 1.1 – View looking west from side of Pero’s Bridge; verified view not provided</p>	
<p>City Design Group Consultation Response (verbatim)</p>		<p>Applicant’s Response to CDG and Case Officer</p>
	<p>Viewpoint 1.2 – View looking west from centre of Anchor Square. The proposal adversely impacts the appearance and significance of the grade II listed Canon’s Marsh Goods Shed. The counterweight and support structure’s impact the setting of the Goods Shed and clutter the visual link between Anchor Square and Millennium Square. By causing harm to the listed goods shed and hindering the legibility of the route between the two squares the proposal is judged to result in significant adverse effect.</p> <p>Note that the Senior Conservation Architect has made separate and specific comments on the effects on the listed buildings.</p>	<p>TVIA assesses Slight Beneficial. The south-side setting of We The Curious enjoys the successful and contemporary spherical Planetarium set against the backdrop of the Casino development. Arc’s keel adds the complementary geometric form of a cylinder into a context of geometric forms – triangular prisms, arcs, cuboids and spheres – and the quillon introduces a Moon crescent to the astronomical figure-of-eight analemma light sculpture by David Ward.</p> <p>Anchor Square can be beautifully clear as in the photographs or, as in the previous viewpoint, full of transient attractions like the Ferris Wheel or a helter-skelter. If this collection of interest is considered clutter, it is popular clutter, and it is irrational to consider that the addition of Arc tips the balance in this view from serenity to chaos, from slight beneficial to significant adverse.</p> <p>Arc’s presence will clarify the legibility of the route and destination. Visitors to the city cannot fail to have their orientation improved by the presence of a landmark which is so memorable and visible – having walked or cycled from Temple Meads station with Arc increasing in view. Pedestrians familiar with the squares already know that the route continues and have a range of 6 options at the transition, none of which Arc will impair as confirmed by the TDM response dated 5th December 2020.</p>
	<p>Viewpoint 1.3 – View looking west onto Millennium Square from Anchor Square; verified view not provided</p>	

	<p>Viewpoint 2 – View looking west from Queens Quay, 33 Queens Square</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page.</p> <p>Queen Square was the subject of an historic restoration scheme to recreate as far as practicable its Georgian townscape, one of the largest squares of its time throughout Europe. The view of the ride is incongruous in this context, harmful to both the character of Queen Square and the wider City and Queen Square Conservation Area. From this viewpoint, due to the importance and quality of the historic context within Queen Square the proposal is judged to have a moderate adverse impact.</p>	<p>Arc is illustrated at 55mm high, which at a full height of 72m to cabin top at a distance of 389m away from which the photograph is taken, would allow the viewer to match the photograph and the view at about 300mm from the viewer's eye.</p> <p>The view illustrates the presence of the proposal through one of the gaps in between the buildings enclosing the square. To the careful observer, the M Shed cranes and St Mary Redcliffe are just distinguishable above the roofs to the south and south-east respectively.</p> <p>The character of Queen Square is therefore contained within itself and the observer is under no illusion that the modern city does not exist outside its confines. For transient viewers walking along the Brunel Mile towards the destination of Millennium Square et al, Arc will be naturally perceived as belonging to the modern city and not the square. For everywhere else in the square, viewers will be unaware of Arc and their enjoyment of the space unchanged. For these reasons, we assess the effect to be slight beneficial.</p>
<p>City Design Group Consultation Response (verbatim)</p>		<p>Applicant's Response to CDG and Case Officer</p>
	<p>Viewpoint 3 – View looking northwest from Princes Wharf, M Shed</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page</p> <p>The view incorporates a number of key landmark buildings - Cabot Tower, Cathedral, Royal Fort – that characterise the Bristol skyline from this viewpoint, as well as buildings fronting the harbour that express the strongly horizontal form typical of the conservation area. The proposal reduces the significance of the historic structures within the view. Also as with viewpoint 1 the proposal does little to add to the character of the conservation area and arguably detracts from it more through the movement of the Arc through its flight pattern; slight to moderate adverse impact.</p>	<p>Arc is illustrated at 73mm tall, which matches what it should appear to be at 293m distant. The illustrations accurately present the proposal.</p> <p>No viewer in the valley floor to the south can see Royal Fort house which is entirely screened by the elevation of St Michael's Hill and the enclosing University of Bristol Engineering Building. The much taller and visible building is the University of Bristol Wills Physics building.</p> <p>The buildings in this view do indeed express the strongly horizontal form of the retained dockside warehousing at the eastern end of the dock, with M and L Sheds immediately to the observer's left. However, this currently uncluttered view has not always been so. In the recent past, the view was dominated by the bonded tobacco warehouse and for centuries before that, a forest of masts of cranes and ships, see selected illustrations from thousands, Chapter B Figures 11-14, pp14-15. The conservation area celebrates the docks as shaping Bristol's sense of place as a great maritime city, CA17, §4.2. Chapter B Figure 8 and 21, illustrate the remaining ghosts of the masted past.</p> <p>A visual assessment of this context should acknowledge the particular maritime sense of place created by tall, vertical, moving masts set against horizontal-form, utilitarian warehouses.</p> <p>It is for this reason that we assess the impact in the view to be slight beneficial.</p>

	<p>Viewpoints 3.1 and 3.2 - from Museum Square and the Fairburn Steam Crane respectively – verified views not provided. Arising from the potential harm to an appreciation of the cathedral in 3.2 we ask for this to be viewpoint to be modelled.</p>	<p>Please see new kinetic views provided as per Historic England request, Chapter J.</p>
	<p>Viewpoint 4 – Pedestrians at Bath Basin, Lower Guinea Street Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page.</p> <p>Significance of effect agreed – neutral</p>	
	<p>Viewpoint 5 – View looking North from Gaol Ferry Bridge, southern end</p> <p>Significance of effect agreed – neutral</p>	
<p>City Design Group Consultation Response (verbatim)</p>		<p>Applicant's Response to CDG and Case Officer</p>
	<p>Viewpoint 6 – View looking east from No1 Brunel Square, Great Western Dock</p> <p>Significance of effect agreed – neutral</p>	
	<p>Viewpoint 7 – View looking from Cascade Steps at Broad Quay</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page. As with viewpoint 1 above the proposal introduces a new incongruous element within the Harbour side Conservation Area without contributing to the harbor side character. From this viewpoint the proposal is judged to be of slight adverse effect.</p>	<p>Arc is illustrated at 70mm tall, which at a distance of 304m, is correct.</p> <p>As with Viewpoint 3, Arc introduces a contemporary mast into a maritime context soaked with the memories of masts, melding, as docks always have, the superposition of vertical elements against a workaday horizontal ground.</p>
	<p>Viewpoint 8 – View looking east along Hotwell Road</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page</p> <p>Significance of effect agreed – negligible</p>	

	<p>Viewpoint 9 – Upper platform Cabot Tower</p> <p>Existing image and proposed verified view should occupy separate A3 pages. Wider angle context image is useful but should be on a separate page.</p> <p>Significance of effect agreed – neutral</p>	
<p>City Design Group Consultation Response (verbatim)</p>		<p>Applicant's Response to CDG and Case Officer</p>
	<p>Viewpoints 10 & 10.1 – Views Looking south from College Green</p> <p>Existing images and proposed verified views should occupy separate A3 pages. Wider angle context images are useful but should be on a separate page.</p> <p>Views of the grade I listed Cathedral and its setting within College Green are one of Bristol's most valued historic townscapes. Though the proposed ride is revealed only slightly within view 10, its visual effect in view10.1 will provide a major distraction within the frame; its intermittent appearance during operational hours will exacerbate it's alien character within the view. And is regarded here as resulting in a significant adverse effect.</p>	<p>Please see additional kinetic views submitted.</p> <p>Viewpoint 10.1 was added to the TVIA because when the montage had been prepared and verified, it was evident that Arc was not visible. Viewpoint 10.1 shows the view of Arc over the Cathedral from the small portion of College Green where this is so.</p> <p>Historic England's consultation response, 30th November 2020, says that Arc "will detract" people's appreciation in this view. Dr Bond assesses that, "Arc's presence and pattern of movement within the view will adversely affect the spiritual symbolism provided by the Cathedral's current pre-eminent architectural standing and provide a distraction to appreciation of its heritage value and significance. Not- withstanding the absence of any further negative impacts affecting the remainder of the contribution made to significance by the Cathedral's setting, on that basis, it is concluded that Arc will have a slight to moderate adverse effect on the listed Cathedral's significance.", HS. §5.3.7.</p> <p>It is common ground that there will be an element of harm in this view but assessors disagree on the extent.</p>

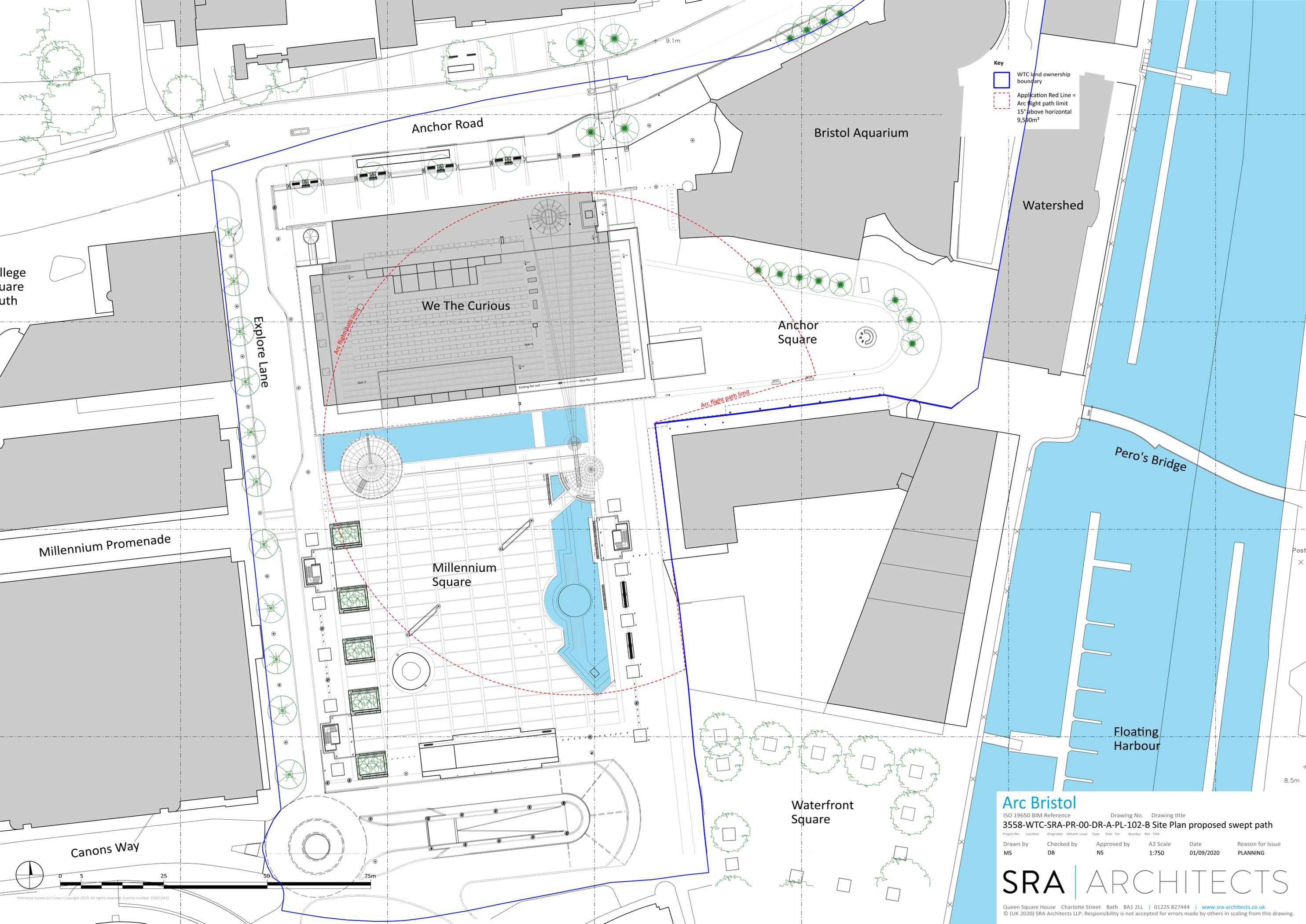
	<p>Viewpoint 11 – Looking south west from Anchor Road</p> <p>The impact of the alterations to the listed goods warehouse has been commented upon in relation to view 1.2. The harm arising to the building will be the subject of comments from the Senior Historic Environment Officer. In terms of the townscape impact the diminution of the historic architecture is of a lesser degree than that in view 1.2, but is still regarded in effect as slight to moderate adverse.</p>	<p>The diminution of the historic character of the GWR is imperceptible over the change wrought by the Wilkinson Eyre remodelling. The presence of the Aquarium to the left is so large that it exceeds the camera's field of view.</p> <p>As illustrated in Chapter B Figure 55, p32, the A4 Anchor Road, diverted from its route along the north façade of the cathedral to the south, is lined for the next 560m with contemporary offices and residential developments two to three times taller than the Wilkinson Eyre rooftop extension to the GWR Shed. The receptors travelling along this noisy arterial route are the least sensitive to change, which is why we assess the impact to be neutral.</p>
<p>City Design Group Consultation Response (verbatim)</p>		<p>Applicant's Response to CDG and Case Officer</p>

<p>Viewpoint 12 – Looking north east from Millennium Square</p> <p>The visual effects are of a similar order to those described for viewpoint 1.2 above; diminishment of the listed goods warehouse caused by an extension of the more contemporary architecture to house the ride access facilities, visual intrusion to the setting of the listed building by caused by the support pillar and counterweight and overall clutter of elements. The visual effect on the townscape is less harmful than that in view 1.2; moderate adverse</p>	<p>At the request of Historic England, we have prepared an additional view from the south-east corner of Millennium Square, Chapter J, Figure 12. This illustrates that the view of the cathedral visible over the roof of the GWR Shed was obscured by the roof extension as identified by Novell Tullett in their Environmental Statement, Figure 15(b), replicated in Chapter C, p13. To an observer at the southernmost extent of Millennium Square, the proposed lounge will obscure the very top of the cathedral’s southern curtain wall. Most of the square is screened from the cathedral by the GWR Shed.</p> <p>The Leadworks chimney and the top of Radisson Blu are visible above Anchor Square but the cathedral cannot be seen over We The Curious, exactly as anticipated by Novell Tullett in their illustration 15(b), see Chapter C, p13.</p> <p>Arc is an unmistakable and exciting contemporary addition to the square while the careful continuation of the design principles of the lounge extension make it necessary to refer back to the unmodified photograph to see where the one becomes the other.</p> <p>We disagree that Arc “diminishes” the significance of the Listed shed to any greater extent than does the Wilkinson Eyre extension – they are of a piece. Clearly the latter was consented and the resultant science centre has been a fabulous champion of science ever since, welcoming some 3 million visitors. No one would doubt now that whatever heritage harm might have been attributed to the remodelling, it is significantly outweighed by the public benefits.</p> <p>It is for these reasons that we assess the impact to be moderate beneficial.</p>
<p>Viewpoint 13 – View looking south from Trinity Street steps</p> <p>Not yet modelled. This may be required in the comments of the Senior Historic Environment Officer.</p>	<p>It should be noted that this lower part of Trinity Steps is framed entirely by modern development and that the view represents the furthest back from which any view of the proposal may be seen. Above this point, trees and Trinity, see Chapter B, Figure 16, p15, intervene.</p>

Supporting Documents

1. We The Curious, One Millenium Square Anchor Road

1. Proposed Site Plan Swept Path
2. Existing Elevations North and West
3. Existing Elevations South and East
4. Proposed Elevations North and West
5. Proposed Elevations South and East
6. Proposed Second Floor plan
7. Proposed Cross Section AA
8. Context Sections ABC Proposed
9. Context Sections DE Proposed



Key

- WTC land ownership boundary
- Application Red Line = Arc flight path limit 15° above horizontal 9,590m²

Anchor Road

Bristol Aquarium

Watershed

We The Curious

Anchor Square

Explore Lane

Millennium Promenade

Millennium Square

Pero's Bridge

Floating Harbour

Canons Way

Waterfront Square

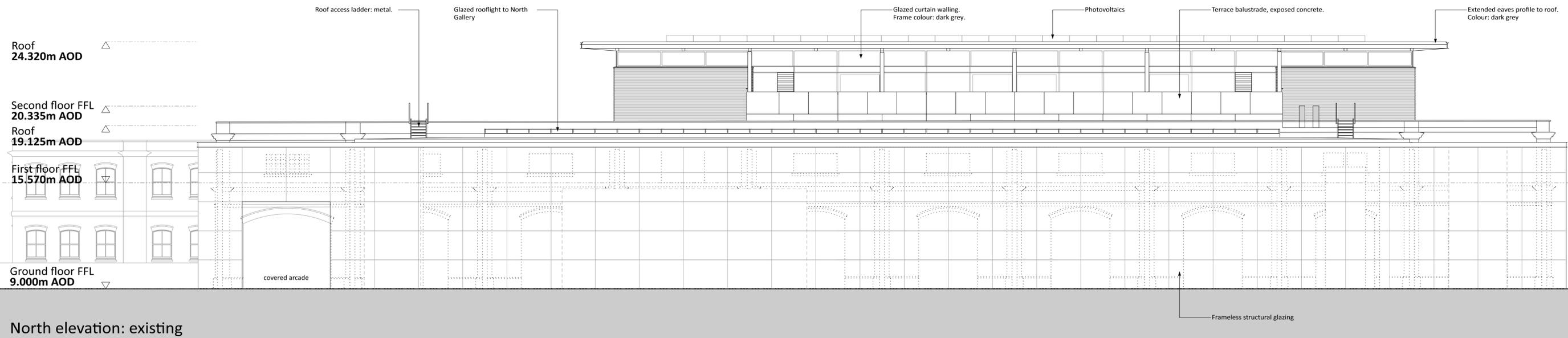
Arc Bristol

ISO 19650 BIM Reference 3558-WTC-SRA-PR-00-DR-A-PL-102-B Site Plan proposed swept path

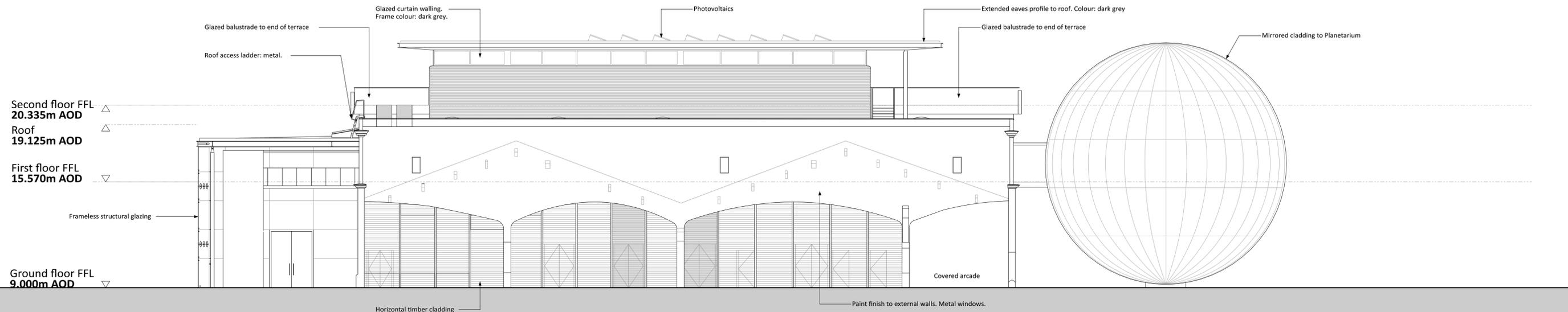
Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev	Title
MS	DB	NS	A3 Scale	Date	Reason for Issue			

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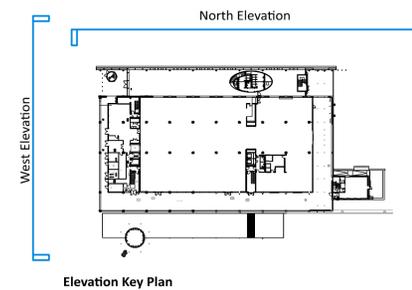
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North elevation: existing



West elevation: existing



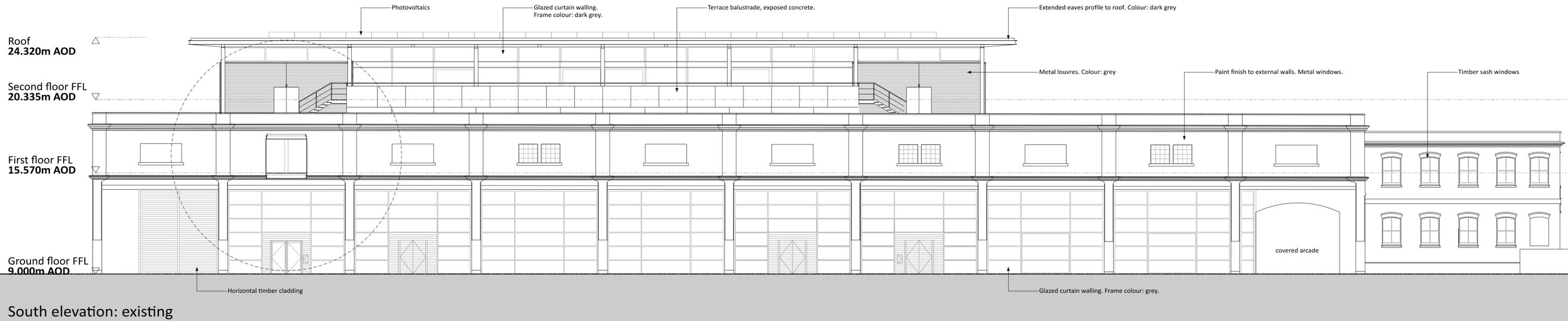
Arc Bristol

ISO 19650 BIM Reference 3558-WTC-SRA-EX-NW-DR-A-PL-021-A Elevations North and West existing

Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev	Title
SO'D		MS			DB	1:250	01/09/2020	PLANNING

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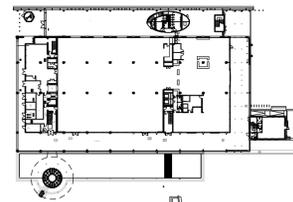
South elevation: existing



East elevation: existing



Elevation Key Plan



East Elevation

South Elevation

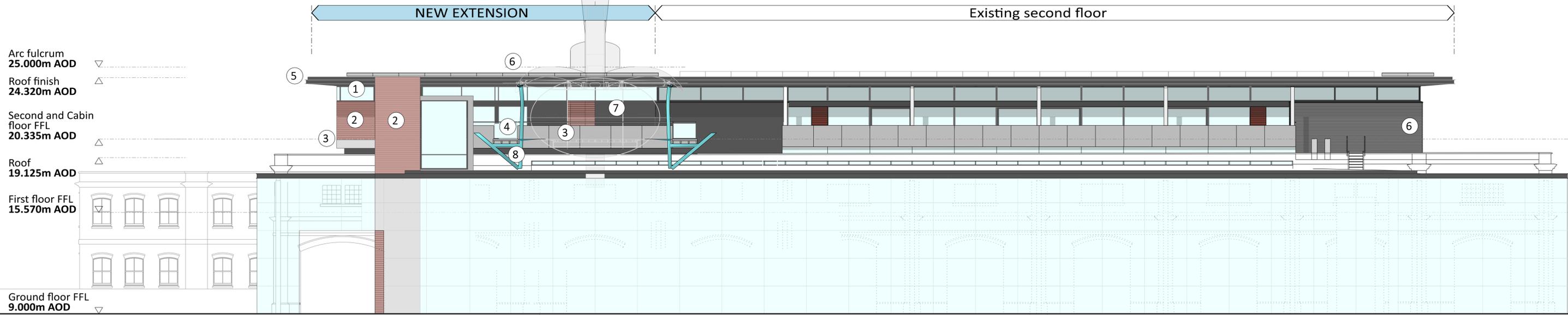
Arc Bristol

ISO 19650 BIM Reference Drawing No. Drawing title
 3558-WTC-SRA-EX-SE-DR-A-PL-020-A Elevations South and East existing

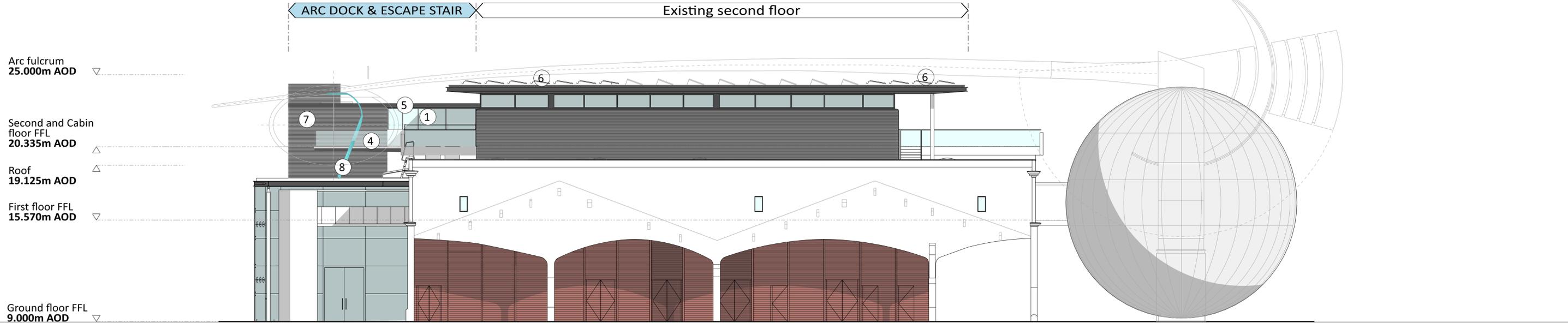
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Drawn by	Checked by	Approved by	A3 Scale	Date	Reason for Issue			
SO'D	MS	DB	1:250	01/09/2020	PLANNING			

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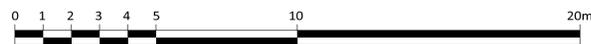


North elevation proposed

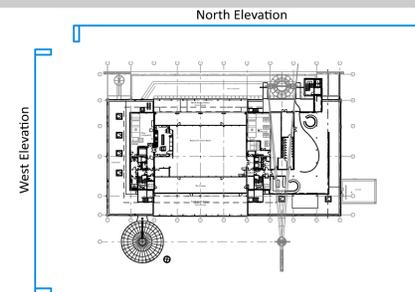


West elevation proposed

- Materials key**
1. Glazed curtain walling with dark grey frames to match existing
 2. Dark tan timber cladding to match existing
 3. Mid-grey metallic cladding
 4. Glass balustrade with stainless steel handrail
 5. Dark grey painted metal eaves profile to match existing
 6. Photovoltaic panels
 7. Dark grey louvres to match existing
 8. Painted steel swan props for masts



Elevation Key Plan (second floor)



Arc Bristol

ISO 19650 BIM Reference 3558-WTC-SRA-PR-NW-DR-A-PL-121-B Elevations North and West proposed

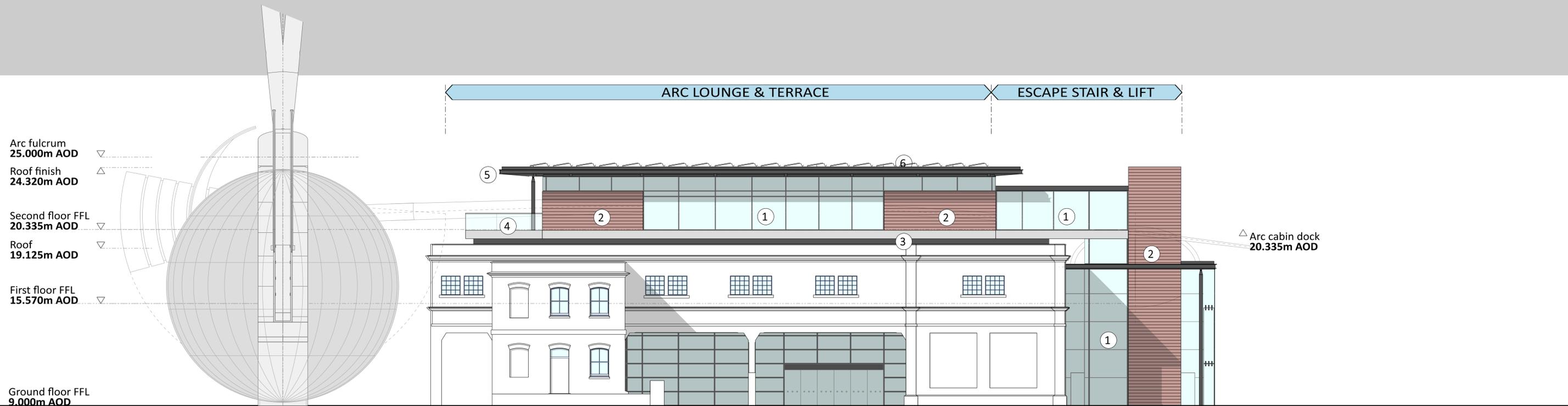
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Drawn by	Checked by	Approved by	A3 Scale	Date	Reason for Issue			
MS	DB	NS	1:250	01/09/2020	PLANNING			

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South elevation proposed

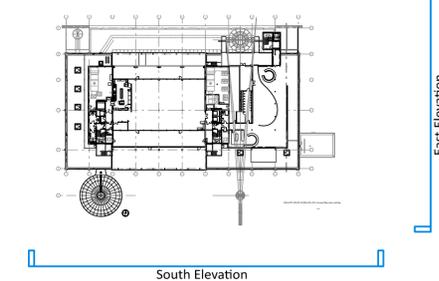


East elevation proposed

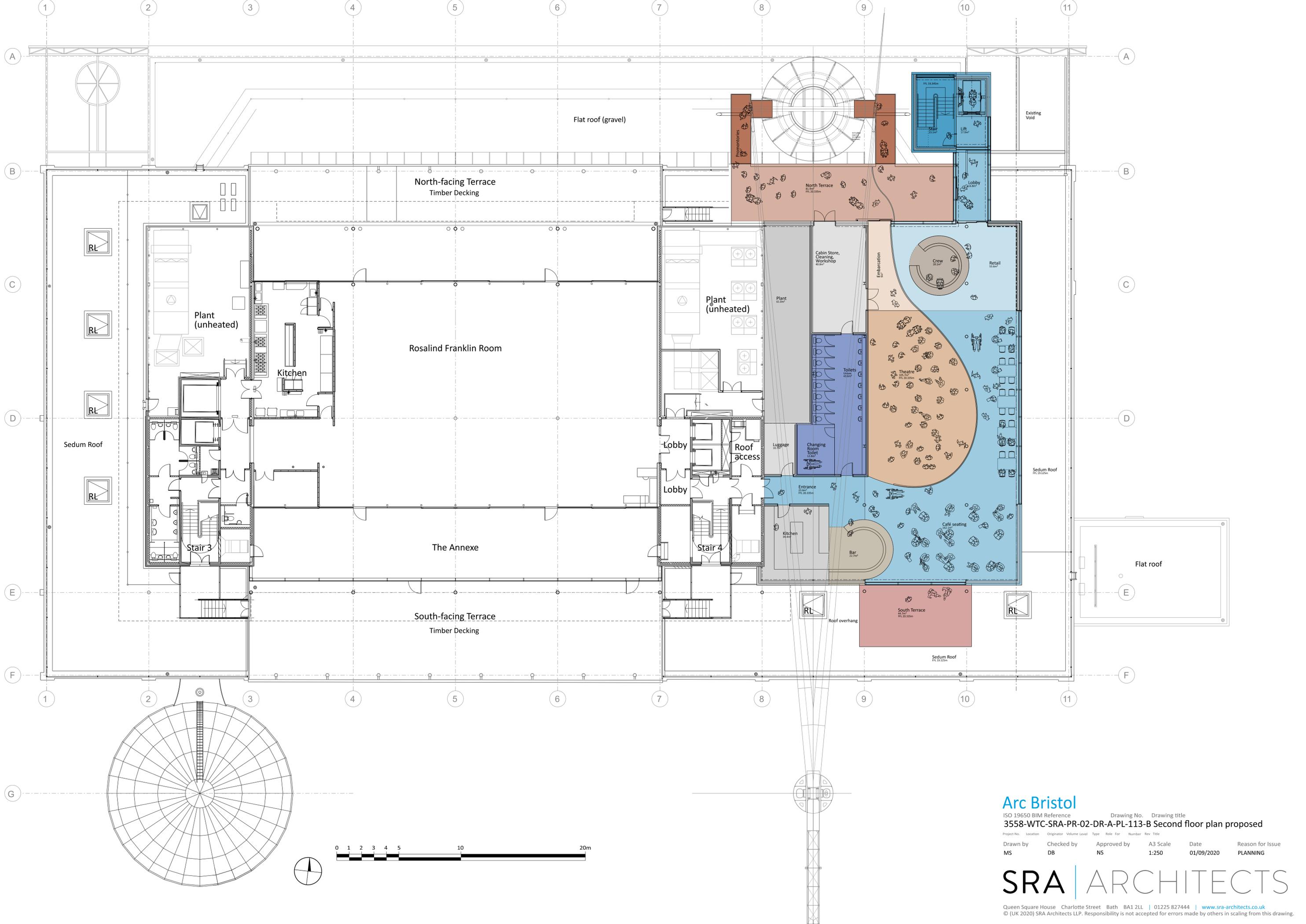
Materials key

- 1. Glazed curtain walling with dark grey frames to match existing
- 2. Dark tan timber cladding to match existing
- 3. Mid-grey metallic cladding
- 4. Glass balustrade with stainless steel handrail
- 5. Dark grey painted metal eaves profile to match existing
- 6. Photovoltaic panels

Elevation Key Plan (second floor)



3558-WTC-SRA-PR-SE-DR-A-PL-120-B Elevations South and East proposed



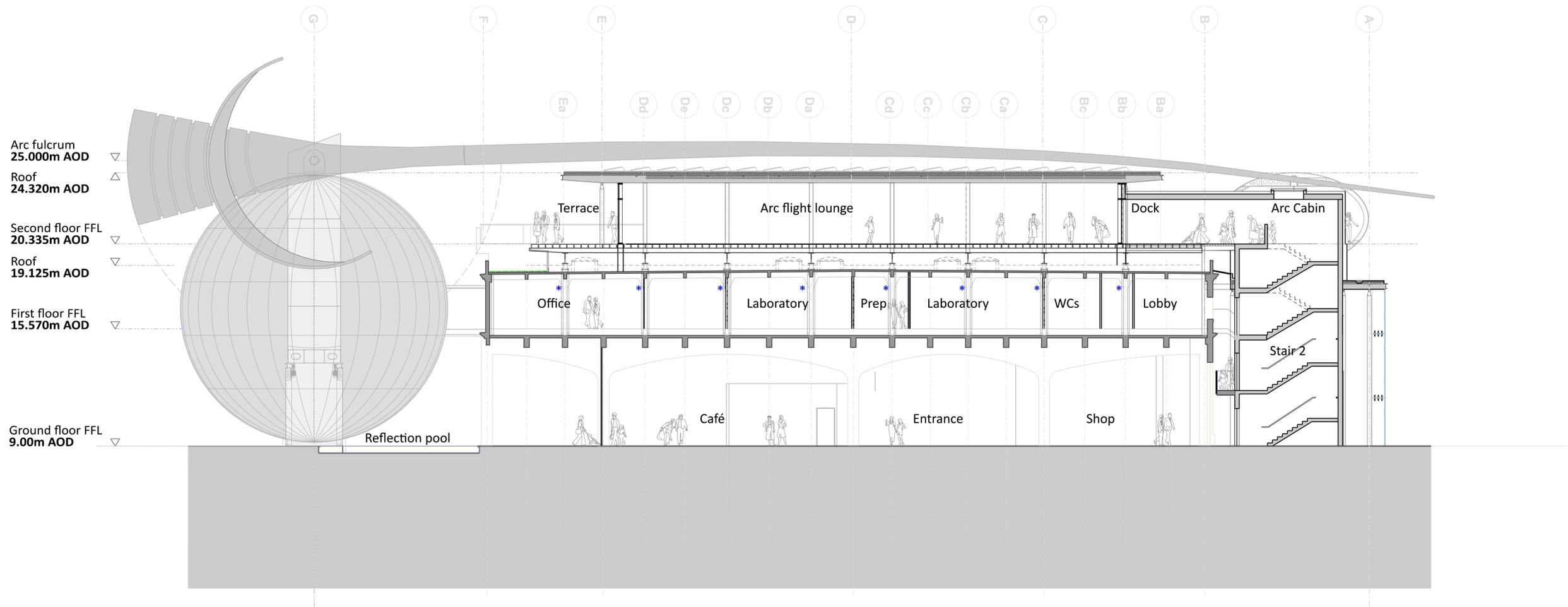
Arc Bristol

ISO 19650 BIM Reference Drawing No. Drawing title
 3558-WTC-SRA-PR-02-DR-A-PL-113-B Second floor plan proposed

Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev	Title
MS		DB			NS	A3 Scale	Date	Reason for Issue
						1:250	01/09/2020	PLANNING

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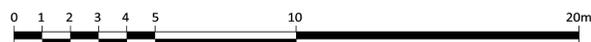
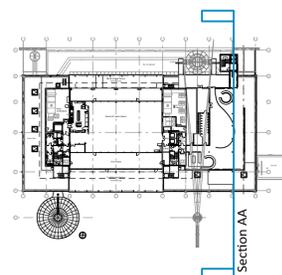
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Notes

Existing r/c columns at first floor must be bypassed with new steels bearing on first floor Hennebique main r/c frame structure and passing through roof to receive lounge construction. Subject to Structural Engineer's design.

Elevation Key Plan (second floor)



Arc Bristol

ISO 19650 BIM Reference Drawing No. Drawing title
 3558-WTC-SRA-PR-AA-DR-A-PL-130-B Cross-Section AA proposed

Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev	Title
MS		DB			NS			

Drawn by: MS Checked by: DB Approved by: NS A3 Scale: 1:250 Date: 01/09/2020 Reason for Issue: PLANNING

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Arc mast tip (78.7m AGL)
87.70m AOD

Arc passenger eyeline (69m AGL)
78.00m AOD

Bristol Cathedral (44m AGL)
c. 63.40m AOD

We The Curious roof level
24.32m AOD
College Green
17.70m AOD

We the Curious ground level
9.00m AOD

0.00m AOD

Context Section A-A

Floating harbour | Lloyds Building and Amphitheatre | Millennium Square | We The Curious | Anchor Rd | Bristol Cathedral | College Green

Arc mast tip (78.7m AGL)
87.70m AOD

Arc passenger eyeline (69m AGL)
78.00m AOD

Bristol Cathedral (44m AGL)
c. 63.40m AOD

We The Curious roof level
24.32m AOD
College Green
17.70m AOD

We the Curious ground level
9.00m AOD

0.00m AOD

Context Section B-C

Millennium Promenade | Millennium Square | Anchor Square | Floating Harbour

Arc mast tip (78.7m AGL)
87.70m AOD

Arc passenger eyeline (69m AGL)
78.00m AOD

Bristol Cathedral (44m AGL)
c. 63.40m AOD

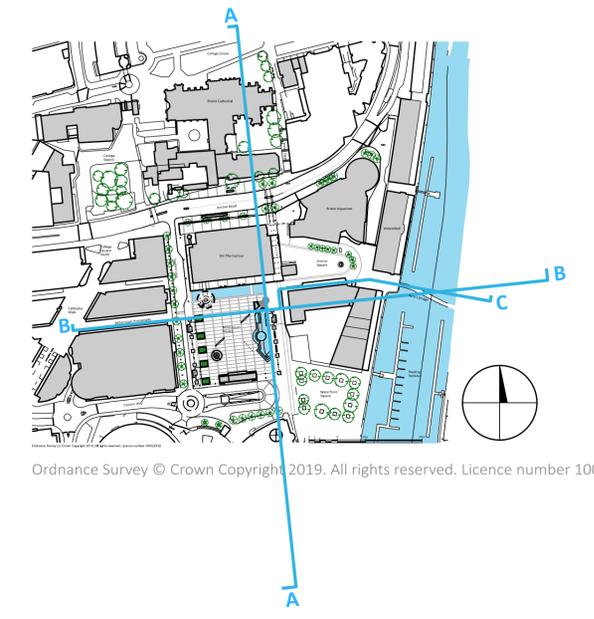
We The Curious roof level
24.32m AOD
College Green
17.70m AOD

We the Curious ground level
9.00m AOD

0.00m AOD

Context Section B-B

Millennium Promenade | Millennium Square | Anchor Square | Floating Harbour



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Arc Bristol

ISO 19650 BIM Reference 3558-WTC-SRA-PR-AC-DR-A-PL-107-B Context Sections ABC Proposed - Arc Upright

Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev Title
MS		DB			NS	1:1250	01/09/2020 PLANNING

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Arc mast tip (78.7m AGL)
87.70m AOD

Arc passenger eyeline (69m AGL)
78.00m AOD

Bristol Cathedral (44m AGL)
c. 63.40m AOD

We the Curious Roof Level
24.32m AOD
College Green
17.70m AOD

We the Curious Ground Level
9.00m AOD

0.00m AOD

Context Section D-D

College Green

Bristol Cathedral

Cathedral School

Anchor Rd

We The Curious

Millennium Square

Lloyds Building and Amphitheatre

Floating Harbour

Arc mast tip (78.7m AGL)
87.70m AOD

Arc passenger eyeline (69m AGL)
78.00m AOD

Bristol Cathedral (44m AGL)
c. 63.40m AOD

We the Curious Roof Level
24.32m AOD
College Green
17.70m AOD

We the Curious Ground Level
9.00m AOD

0.00m AOD

Context Section E-E

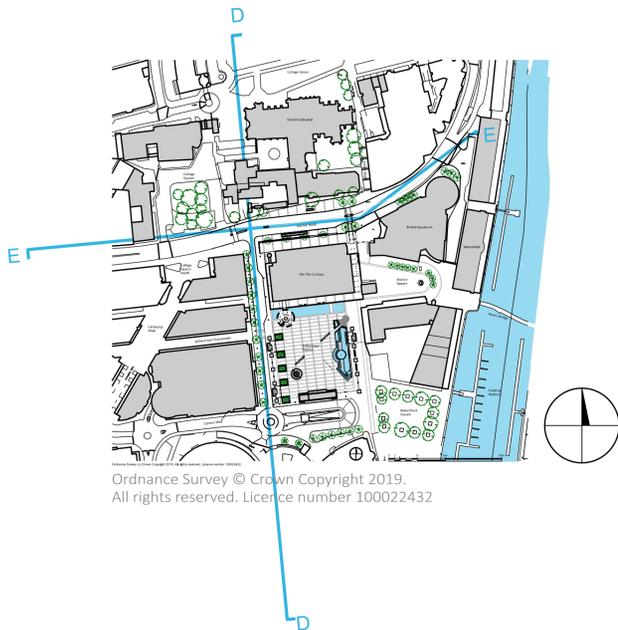
Bristol Aquarium

Anchor Sq

We The Curious

Explore Lane

College Square South



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Arc Bristol

ISO 19650 BIM Reference 3558-WTC-SRA-PR-DE-DR-A-PL-108-B Context Sections DE proposed - Arc Upright

Project No.	Location	Originator	Volume Level	Type	Role For	Number	Rev	Title
MS		DB		NS		1:1250	01/09/2020	PLANNING

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