

Development Control Committee A

27 July 2016

Report of the Service Director - Planning

Index

Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Clifton Down	Grant subject to Legal Agreement	15/01681/F - Queen Victoria House Redland Hill Bristol BS6 6US Demolition of single storey extension and the conversion of existing building and erection of new accommodation to provide assisted living development for older people comprising apartments integrated with communal and support facilities, car parking and landscape works (Major Application).
2	Easton	Grant	16/00336/FB - Whitehall Primary School Johnsons Road Bristol BS5 9AT Proposed 1 form entry expansion to Whitehall Primary School with additional enhancement of the neighbouring Limes Nursery School and Children's Centre to comprise of the following: Refurbishment of the existing Pavilion and erection of a 2-storey extension together with the refurbishment of the existing Whitehall Primary School. The Limes Nursery School and Children's Centre: Demolition of the existing extensions of the original period house and provision of new extensions (over predominantly the same foot print), together with a new extension.
3	Cotham	Grant	16/01156/F - Cotham School Cotham Lawn Road Bristol BS6 6DT Installation of an artificial all-weather playing surface on the school field, enclosed by 3m high fence.

index
v5.0514

WARD: Clifton Down CONTACT OFFICER: Peter Westbury
SITE ADDRESS: Queen Victoria House Redland Hill Bristol BS6 6US

APPLICATION NO: 15/01681/F Full Planning
EXPIRY DATE: 13 July 2015

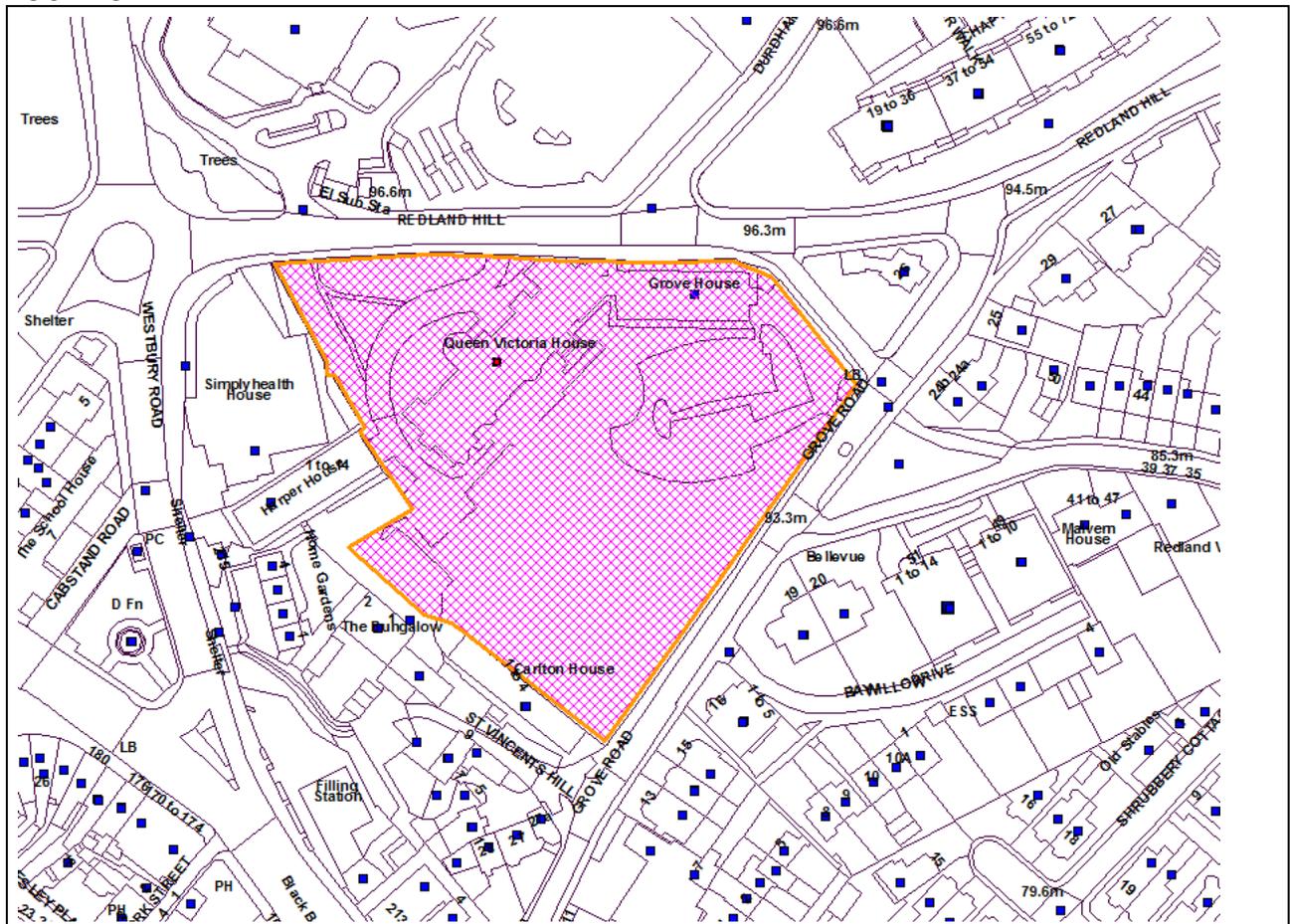
Demolition of single storey extension and the conversion of existing building and erection of new accommodation to provide assisted living development for older people comprising apartments integrated with communal and support facilities, car parking and landscape works (Major Application).

RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Pegasus Planning Group
First Floor South Wing
Equinox North
Great Park Road
Almondsbury
Bristol BS32 4QL
APPLICANT: PegasusLife Ltd
C/o Agent

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

LOCATION PLAN:



Development Control Committee A – 27 July 2016
Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

BACKGROUND

At the meeting of the Development Control A Committee on 15 June 2016, a decision on the applications for the comprehensive redevelopment of the Queen Victoria House site was deferred for further consideration of the proposed siting of the new blocks and for information on the restrictive covenant that applies to the site

SITE DESCRIPTION

The redline boundary of the application site has not changed.

The application site extends to 1.1 hectares and is located on the southern side of Redland Hill Road close to its junction with Grove Road within the Cotham ward of the City. Beyond Redland Hill Road is the Spire Hospital. To the south of the site is two and three storey residential accommodation on the south side of Grove Road.

DETAILS THE AMENDED APPLICATION

This is an application for full planning permission for the redevelopment of Queen Victoria House (QVH) and the erection of a five storey apartment block and a four storey apartment block within the curtilage of the House to provide a total of 65 retirement apartments for assisted living and communal facilities.

Following discussion with the applicant and debate, the application proposal is for residential development (C3) with the following features:

- o In support of their application, the applicants indicate that the age of residents will be restricted to people of 60 years and older.
- o There will be a domiciliary care provider on site.
- o There will be non-care assistants permanently on site.
- o There will be 24 hour support staff on site.
- o There will be a minimum care package that each resident will be required to sign up to. As a minimum a range of wellbeing services and facilities will be provided to all residents including a commitment to ensuring that a domiciliary care agency registered for the provision of Personal Care operates at the site providing services to residents.
- o There will be a care need assessment and individual care plan for each resident.
- o The plans indicate that there is a common room.
- o The plans indicate that there is an exercise room / gym.
- o Emergency care alarms will be fitted.
- o There will be a communal dining room and provision for meals to be served in rooms.
- o There will be arranged recreational facilities.

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

- o Restrictions will be placed to on-sale to qualifying people.
- o Restrictions will be placed upon residents to prevent modifications being made to their accommodation.
- o Lifetime Homes Design.
- o 20% of the accommodation will be wheelchair accessible.
- o Provision will be made for a hydrotherapy pool, sauna, steam room, yoga studio, restaurant / dining areas, salon and change facilities as well as guest accommodation.

Provision will be made for 66 car parking spaces, including 5 disabled spaces and 2 spaces with electricity hook-up. The car parking will include 32 spaces at surface level and 29 basement spaces.

Provision is made for 30 bicycles and 14 mobility vehicles.

AMENDMENTS

Amendments have been made to the site layout. Specifically, both blocks have been repositioned so that they are a further 0.6m away from the eastern boundary of the site which is closest to the Eco House.

The amended position has not encroached into the historic garden and it is proposed that no additional trees will be lost as a result of the amendments. Therefore the recommendation on the application in respect of the tree replacement standard has not changed.

Two further amendments have been made to the proposal. First, an additional row of trees is proposed for the eastern boundary in order to screen the southern block and second, the windows facing the Eco House will each be obscure glazed. Both these amendments are secured by condition.

EQUALITIES ASSESSMENT

Refer to the report presented on 15 June 2016.

RELEVANT PLANNING HISTORY

Refer to the report presented on 15 June 2016.

RESPONSE TO PUBLICITY AND CONSULTATION ON THE REVISED PROPOSALS

These consultation responses should be read in conjunction with the earlier consultation responses summarised in the report presented in June.

An additional 14 day consultation was undertaken following the receipt of the amended site layout. This consultation period runs out on 22 July and therefore after the deadline for the preparation of this report. Accordingly any additional representations following the deadline will be reported to Committee on the Amendment Sheet.

So far the following representations have been received:

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

Objections

Two objections received:

The main issue remains the height of the proposed blocks should be reduced in height by a storey:

“I ask Members to refuse the current application and ask Pegasus to resubmit their application with one less storey on each of the new build blocks.”

“Moving these 6 storey (including car park level) blocks by 1.1 metres and putting obscure glass in the overlooking windows will, I think, be of some small comfort to the owners of the Eco House”

“The revised plans are still not in keeping with NPPF guidelines regarding roof height and massing. Looking at the proposed site elevation East shows that the proposed development dwarfs the listed houses on Grove Rd, which in themselves are fairly substantial in size.

Draw a straight line from the top of (existing) QVH roof toward the roof line of 19 & 20 Grove Rd and you have the acceptable building line, which will take approximately one storey off both of the proposed blocks of flats.”

Support

One representation received:

“I live within 500 yards of QVH and think the development will enhance the area. I am seriously considering moving there myself if the cost and running costs are within my budget.”

INTERNAL CONSULTATION

Refer to comments included in the report to Committee on 15 June 2016.

RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Core Strategy (Adopted June 2011)**

BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS18	Housing Type
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution
BCS5	Housing Provision

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM2	Residential sub-divisions, shared and specialist housing
DM17	Development involving existing green infrastructure
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

DM27	Layout and form
DM29	Design of new buildings
DM31	Heritage assets
DM32	Recycling and refuse provision in new development

KEY ISSUES

(A) IS THE AMENDED SITE LAYOUT ACCEPTABLE?

Members will recall that at the meeting of the Committee on 15 June 2016, representations were received from neighbouring residents expressing concern about the application proposal and in particular the position of the proposed southern residential block.

The application was deferred to allow additional time for your officers to negotiate with the Applicants to secure an amended layout that both retained the historic garden but importantly assisted in addressing the impact of the proposed blocks on the amenity of surrounding residential occupiers and in particular the occupiers of the Eco House. Of particular concern was the impact of the southern of the two blocks.

The amended design includes a revised position for both blocks. Each block has been moved 0.6m from the eastern boundary of the site. This amendment means that the southern of the two blocks is 2m from the eastern boundary wall. This has afforded sufficient space for additional landscaping to further screen the blocks from surrounding residential properties and in particular the Eco-House. In addition the application proposal has been amended to include obscure glazed windows on the walls facing the eastern boundary and the Eco House. Both these amendments are secured by recommended conditions (Conditions 10 and 15),

The historic garden is important to the setting of this part of the Conservation Area. The revised positions of both blocks have not encroached into the garden. The revisions do not result in the loss of additional trees over above those already indicated.

Your officers are satisfied that the amendments to the layout are acceptable and underline that the application proposal will not have a detrimental impact on the amenity enjoyed by surrounding and future occupiers.

CONCLUSION

Following amendments being made to the scheme, the design of the scheme continues to be acceptable. It will not have a harmful impact on the amenity of surrounding occupiers to the extent to support a reason for refusal. Accordingly the application continues to be recommended for approval by your Officers.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will the development be required to pay?

The CIL liability for the scheme is £449,959.38

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

RECOMMENDED GRANT subject to Planning Agreement to secure the following:

1) Up to £44,382.18 in respect of off-site replacement trees.

Time limit for commencement of development

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. Approval of road works necessary

No development shall take place until details of the following works to the highway have been submitted to and approved in writing by the Local Planning Authority:

1. Widened vehicular crossover in Grove Road
2. Buildout at the junction of Redland Road with slip road to Grove Road
3. Dropped kerbs and tactile paving across Grove Road, south of its junction with St Vincent Hill

The building hereby permitted shall not be occupied until these works have been completed in accordance with the approved details.

Reason: To ensure that all road works associated with the proposed development are planned and approved in good time to include any Highways Orders, and to a standard approved by the Local Planning Authority and are completed before occupation.

3. No development shall take place until measures to protect badgers from being trapped in open excavations and/or pipes and culverts are submitted to and approved in writing by the local planning authority. Measures shall include cover-plating, chain link fencing or the creation of sloping escape ramps for badgers by edge profiling of trenches/excavations or placing a plank in the bottom of open trenches at the end of each working day to allow any trapped badgers to escape. This is to prevent foraging badgers falling into trenches during the construction phase of the development. Open pipework larger than 150 mm outside diameter should be blanked off at the end of each working day. The development will be carried out in strict accordance with the approved details.

Reason: To prevent harm to legally protected badgers.

4. Site Characterisation - Further Investigation.

Prior to the commencement of development on the site, an intrusive investigation will be required to establish site conditions at the site. The results of this investigation should be considered along with the Desk Study prepared by Hydrock, dated April 2015. A site specific risk assessment should be carried out to assess the nature and extent of the contamination on the site, whether or not it originates on the site. The contents of the scheme should be submitted to and be approved in writing by the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

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

5. Land affected by contamination - Submission of Remediation Scheme

No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been prepared, submitted to and been approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination is understood prior to works on site both during the construction phase to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

6. Land affected by contamination - Implementation of Approved Remediation Scheme

In the event that contamination is found, no development other than that required to be carried out as part of an approved scheme of remediation shall take place until the approved remediation scheme has been carried out in accordance with its terms. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing of the Local Planning Authority.

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

7. Construction management plan

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

Parking of vehicle of site operatives and visitors
 routes for construction traffic
 hours of operation
 method of prevention of mud being carried onto highway
 pedestrian and cyclist protection

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

proposed temporary traffic restrictions
arrangements for turning vehicles

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

8. Approval of road works necessary

No development shall take place until details of the following works to the highway have been submitted to and approved in writing by the Local Planning Authority:

- Build-out at the junction of Redland Road with slip road to Grove Road
- Dropped kerbs and tactile paving across Grove Road, south of its junction with St Vincent Hill

The building hereby permitted shall not be occupied until these works have been completed in accordance with the approved details.

Reason: To ensure that all road works associated with the proposed development are planned and approved in good time to include any Highways Orders, and to a standard approved by the Local Planning Authority and are completed before occupation.

9. To ensure implementation of a programme of archaeological works

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

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

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

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

10. Landscaping

No development shall commence until a scheme of hard and soft landscaping has been submitted to the Local Planning Authority for approval, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development. The scheme shall indicate the location and species of at least 81 additional trees to be planted on the site.

The approved scheme shall **include details of additional semi-mature trees to be planted along the eastern boundary of the site. The approved scheme shall** be implemented so that planning can be carried out during the first planting season following the occupation of the

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees of planted removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the Local Planning Authority gives written consent to any variation.

Reason: To protect and enhance the character of the site and the area and to ensure its appearance is satisfactory.

11. Sample Panels

Sample panels of all of the external materials. including brickwork, larch boarding, roof tiles and window/door frames, demonstrating the colour, texture, face bond and pointing are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved details before the building is occupied.

Reason: In order that the external appearance of the building is satisfactory.

12. BREEAM

No development shall take place until evidence that the development is registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted indicating that the development can achieve the stipulated final BREEAM level. No building shall be occupied until a final Certificate has been issued certifying that BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme) rating Very Good has been achieved for this development unless the Local Planning Authority agrees in writing to an extension of the period by which a Certificate is issued.

Reason: To ensure that the development achieves BREEAM rating level Very Good (or any such equivalent national measure of sustainability for building design which replaces that scheme) and assessment and certification shall be carried out by a licensed BREEAM assessor and to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

13. Details of any external plant or machinery

Details of any external plant or machinery (including to mechanical ventilation systems) shall be submitted to and approved in writing by the Local Planning Authority prior to installation. The development shall proceed only in accordance with those approved details.

Reason: In the interests of local amenity.

14. Refuse Storage

No development shall take place until details of all refuse storage and its servicing is submitted and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the site.

Reason: In the interests of the proper planning of the site.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

15. Obscure glazing for all windows facing the eastern boundary

No development shall take place until details of the obscure glazing for all windows facing the eastern boundary of the site are submitted to and approved in writing by the Local Planning Authority. The approved glazing shall be installed before the buildings are brought into use and shall be retained permanently thereafter.

Reason: In the interests of protecting the amenity of surrounding residents.

Pre occupation condition(s)

16. Sustainable urban drainage system (SUDS)

Prior to the first occupation, a strategy for surface water drainage for the site using sustainable drainage method consisting of a pond as shown on the approved drawings shall be submitted to and approved in writing by the Local Planning Authority. The approved development shall be implemented in accordance with the approved strategy prior to the 40th occupation, unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal.

17. Noise sensitive use

Prior to the first occupation, details of the proposed noise mitigation measures, as recommended within the noise report by Hydrock dated June 2015, shall be submitted to the Local Planning Authority for approval in writing. Development shall be undertaken in accordance with the approved details and the measures shall be in place for each unit before it is occupied, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to safeguard the amenities of future occupiers.

18. Artificial lighting (external)

Prior to the first occupation, an external lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented in accordance with the approved scheme before the occupation of the 40th unit and retained thereafter, unless otherwise agreed in writing with the Local Planning Authority.

Reason: In order to safeguard the amenities of adjoining residential occupiers.

19. Sustainability

Prior to the 40th occupation, an additional report shall be submitted and approved in writing by the Local Planning Authority which shall include details of the equipment and measures to be implemented in accordance with the Energy Statement dated March 2015, which demonstrates that the proposed savings of CO₂ emissions will be met. The development shall thereafter be operated in accordance with the approved report.

Reason: In the interests of meeting the sustainability and climate change goals of adopted planning policy.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

20. Completion of Vehicular Access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

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

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

Reason: In the interests of highway safety

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

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

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

23. Completion and Maintenance of Car/Vehicle Parking - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the car/vehicle parking area shown on the approved plans has been completed, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development

Reason: To ensure that there are adequate parking facilities to serve the development.

24. Staff Travel Plan - Not submitted

No building or use hereby permitted shall be occupied or the use commenced until a Travel Plan comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use has been prepared, submitted to and been approved in writing by the Local Planning Authority. The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed travel Plan Targets to the satisfaction of the council.

Reason: In order to deliver sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking & cycling.

25. Land affected by contamination - Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Condition 4 and where remediation is necessary a

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

remediation scheme must be prepared in accordance with the requirements of Condition 5, which is to be submitted to and be approved in writing by the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with Condition 6.

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

26. To ensure completion of a programme of archaeological works

No building shall be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

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

27. To secure the conduct of a watching brief during development groundworks

The applicant/developer shall ensure that all groundworks, including geotechnical works, are monitored and recorded by an archaeologist or an archaeological organisation to be approved by the council and in accordance with the Written Scheme of Investigation approved under condition 9.

Reason: To record remains of archaeological interest before destruction.

28. Public Art Plan

Prior to the occupation of the development hereby permitted, a Public Art Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall set out the detailed design of the public art work for the school building in accordance with the City Council's Public Art Policy and Strategy. The Public Art Plan shall also contain budget allocations, a timetable for delivery and details of future maintenance responsibilities and requirements. The Public Art Plan hereby approved shall be undertaken in accordance with that approval prior to the commencement of use and the public art shall be thereafter retained as part of the development, unless otherwise agreed in writing by the local planning authority.

Reason: In order to secure public art as part of the development in the interests of the amenity of the area.

29. Ecology

The development hereby approved shall only be constructed in accordance with recommendations outlined in section 7.4 of the Further Bat Surveys prepared by Clarkson and Woods, dated July 2015, unless otherwise approved in writing by the Local Planning Authority. Should the development not be implemented within 1 year of the date of this planning permission an additional survey for bat activity shall be carried out, which will be submitted and approved in writing by the Local Planning Authority, and the development shall be implemented in accordance with the approved recommendations of that report.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

Reason: To ensure the ecological value of the site is maintained and any impact is appropriately mitigated.

Post occupation management

30. Protection of parking and servicing provision

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

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

List of approved plans

31. List of approved plans and drawings

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

Proposed New Build Level -1 (P 109 Rev P02)
 Proposed New Build Level 0 (P 110 Rev P02)
 Proposed New Build Level 1 (P 111 Rev P02)
 Proposed New Build Level 2 (P 112 Rev P02)
 Proposed New Build Level 3 (P 113 Rev P02)
 Proposed New Build Level 4 (P 114 Rev P02)
 Proposed New Build Roof Plan (P 120 Rev P02)
 Proposed New Build North Block Northwest Elevation (P 201 Rev P02)
 Proposed New Build North Block Northeast Elevation (P 202 Rev P02)
 Proposed New Build North Block Southeast Elevation (P 203 Rev P02)
 Proposed New Build North Block Southwest Elevation (P 204 Rev P02)
 Proposed New Build South Block Southeast Elevation (P 211 Rev P02)
 Proposed New Build South Block Northeast Elevation (P 212 Rev P02)
 Proposed New Build South Block Southeast Elevation (P 213 Rev P02)
 Proposed New Build South Block Southwest Elevation (P 214 Rev P02)
 Proposed New Build Section 01 (P 301 Rev P02)
 Proposed New Build Section 02 (P 302 Rev P02)
 Proposed QVH Level 0 (P 110 Rev P02)
 Proposed QVH Level 1 (P 111 Rev P02)
 Proposed QVH Level 2 (P 112 Rev P02)
 Proposed QVH Level 3 (P 113 Rev P02)
 Proposed QVH Roof Plan (P 120 Rev P02)
 Proposed QVH Northwest Elevation (P 201 Rev P02)
 Proposed Level -1 Plan (P 109 Rev P02)
 Proposed Level 0 Plan (P 110 Rev P03)
 Proposed Level 1 Plan (P 111 Rev P02)
 Proposed Level 3 Plan (P 113 Rev P02)

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

Proposed Level 4 Plan (P 114 Rev P02)
Proposed Roof Plan (P 115 Rev P02)
Proposed Site Plan (P 120 Rev P02)
Proposed Site Elevation East (P 202 Rev P02)
Proposed Site Elevation South (P 203 Rev P02)
Proposed Site Section 01 (P 301 Rev P02)
Proposed Site Section 02 (P 302 Rev P02)
Tree Survey, Arboricultural Impact Assessment & Tree
Protection Plan (Aug 15)
Townscape and Visual Impact Assessment (Aug 15)
Updated Heritage Letter
General Arrangement (Drg. No. LL490-100-0001 Rev A)

Reason: For the avoidance of doubt

APPENDIX 1

REPORT PRESENTED TO COMMITTEE ON 15 JUNE (MINUS CONDITIONS)

SUMMARY

This application is brought to committee because of the importance of Queen Victoria House in the Whiteladies Road Conservation Area. In addition there has been a significant number of objections to the proposal, so it is considered to be in the public interest to report the application to committee.

SITE DESCRIPTION

The application site extends to 1.1 hectares and is located on the southern side of Redland Hill Road close to its junction with Grove Road within the Cotham ward of the City. Beyond Redland Hill Road is the Spire Hospital. To the south of the site is two and three storey residential accommodation on the south side of Grove Road.

Queen Victoria House (QVH) is considered to be an Unlisted Building of Merit. It is a dominant four storey detached property set within landscaped grounds that include car park and lawns. The House dates back to the Victorian era (it was opened by Queen Victoria). It was originally a boys' prep school, but has been a maternity hospital, a convalescent home and most recently offices. The House has a number of twentieth century additions which do not incorporate materials to match the original house.

Within the gardens of QVH is a Grade II listed obelisk commemorating Princess Charlotte of Wales. The property and grounds are enclosed by a brick and stone wall (which is 3m tall along the north eastern boundary closest to the Eco-House).

The site is located within the Whiteladies Road Conservation Area.

APPLICATION DETAILS

This is an application for full planning permission for the redevelopment of QVH and the erection of a five storey apartment block and a four storey apartment block within the curtilage of the House to provide a total of 65 retirement apartments for assisted living and communal facilities.

Following discussion with the applicant and debate, the application proposal is for residential

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

development (C3) with the following features:

- o In support of their application, the applicants indicate that the age of residents will be restricted to people of 60 years and older.
- o There will be a domiciliary care provider on site.
- o There will be non-care assistants permanently on site.
- o There will be 24 hour support staff on site.
- o There will be a minimum care package that each resident will be required to sign up to. As a minimum a range of wellbeing services and facilities will be provided to all residents including a commitment to ensuring that a domiciliary care agency registered for the provision of Personal Care operates at the site providing services to residents.
- o There will be a care need assessment and individual care plan for each resident.
- o The plans indicate that there is a common room.
- o The plans indicate that there is an exercise room / gym.
- o Emergency care alarms will be fitted.
- o There will be a communal dining room and provision for meals to be served in rooms.
- o There will be arranged recreational facilities.
- o Restrictions will be placed to on-sale to qualifying people.
- o Restrictions will be placed upon residents to prevent modifications being made to their accommodation.
- o Lifetime Homes Design.
- o 20% of the accommodation will be wheelchair accessible.
- o Provision will be made for a hydrotherapy pool, sauna, steam room, yoga studio, restaurant / dining areas, salon and change facilities as well as guest accommodation.

Provision will be made for 66 car parking spaces, including 5 disabled spaces and 2 spaces with electricity hook-up. The car parking will include 32 spaces at surface level and 29 basement spaces.

Provision is made for 30 bicycles and 14 mobility vehicles.

The two new build blocks will be located on part of the site currently occupied by a single storey flat roof extension.

The height of the proposed northern of the two new blocks (closest to QVH) matches the ridge and predominant eaves of the main QVH building, while the south block (the shorter of the two proposed blocks) in the foreground matches the lower eaves. The stringer courses and floor levels of the proposal are aligned with the QVH building. Both proposed blocks incorporate a contemporary roof form of a folded façade which draws its proportion from the QVH building.

The application proposal includes a comprehensive landscaping scheme that includes the creation of

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

a 'memorial garden', pond and southern terrace for QVH.

The Applicants have confirmed that public access to the obelisk commemorating Princess Charlotte of Wales via the Bristol Open Doors days.

STATEMENT OF COMMUNITY INVOLVEMENT

The Applicant has submitted a Statement of Community Involvement which sets out the measures that they have undertaken to involve local residents and amenity groups in the evolution of the proposals for the site. This has included a series of public meetings and exhibitions. The applicants state that responses received concerning the proposal were largely positive.

The Applicants describe the key outcomes of the consultation being as follows:

- More detailed landscaped proposals for both the public Carriageworks space and the communal residential gardens.
- The lowering of the overall height of the new building.

EQUALITIES ASSESSMENT

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

EIA SCREENING OPINION

On 11 March 2015, the Council wrote to the applicants to provide a formal screening opinion confirming that under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) that the proposed development would not have an impact on the environment of such significance as to require the submission of an Environmental Statement (Ref: 15/00199/SCR).

RELEVANT PLANNING HISTORY

13/04429/COU - Prior approval for the change of use from B1(a) office use to C3 residential. Given 5 November 2013. This was not implemented.

Historic attempts to convert QVH to residential flats have been made. The last attempt was in 2003 when planning permission was refused primarily on the grounds of loss (at that time) of valuable employment space (Application Reference: 03/02930/F).

RESPONSE TO PUBLICITY AND CONSULTATION

COUNCILLOR NEGUS (COTHAM WARD)

"This proposal is over-development. The new buildings contain too much new accommodation and

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

their mass and scale is inappropriate for the setting of the historic building and site, and the larger context of the conservation area and the nearby houses. In order to achieve this size, the original arboretum has been denuded of several magnificent trees with Tree Preservation Orders, and many other substantial trees and smaller trees which contribute so much to the quality of this special place, which has been accessible to local residents in the past in previous ownerships.

The quality of the design of the new buildings is poor. They are neither subservient nor sensitively considered so as to integrate with or enhance the original building and its setting. Their form, materials and massing (solid: void) are incongruous and their bulk overshadows neighbouring buildings, especially the iconic Eco-House that depends on solar gain to function. The large windows overlook neighbouring houses and appear overbearing, and will cause glare as they catch the sun.

This application has been subject to pre-application consultation by the public and other consultees, where the proposed use was generally supported. As a result of other concerns expressed, the height of the two new blocks has been reduced but not as much as recommended.

It is noteworthy that despite the investment in presentation, the requested visualisations of the proposals from key viewpoints have not been prepared, though the extra cost of such additional explanation would have been minimal.

The secondary and wider effects of the over-development such as further traffic generation from occupants, visitors and service vehicles will create increased problems for the already overstretched narrow Grove Road, and particularly Redland Hill which is now a problem area with regular queuing and delay. This will affect the Glen Hospital opposite and worsen the air quality from slow-moving vehicles to occupants of the already high density housing nearby.

The proposals shown in this application, if approved, would be a bad neighbour. This is not to reject the overall concept out of hand. There is demand for such living which affords greater wellbeing to people and gives more opportunity for forming friendships in a supportive environment. It also creates the opportunity for more poorly-used houses to come onto the market for families. But this application would have been better supported had the developers focused on and responded to how a scheme for such supported living units could sensitively have been accommodated within the historic setting and the immediate environs rather than maximising returns to shareholders of the developers. Cotham ward is by far the most densely populated in Bristol.

I urge you to reject this application and to press for these points, and the many others raised by interested people, to be better addressed in a more appropriate proposal."

GROVE ROAD COMMUNITY GROUP (GRCG)

GRCG is content with QVH either continuing as an office or being developed into residential housing. However, the group strongly objects to the proposed plans for the construction of two new vast housing and spa blocks. These proposed blocks are completely out of character with the rest of Grove Road and will have significant detrimental impact on the residential amenity of the current and future residents of Grove Road as well as surrounding streets.

If the proposal is agreed, we feel that the council would be failing in its responsibility to safeguard the amenity of the neighbouring occupiers and in protection of both the Whiteladies Road Conservation Zone and important local landmarks (The Eco House and QVH).

1) Overlooking/ loss of privacy

If built the 2 blocks, from both windows and balconies, would directly look into the living spaces and bedrooms of the houses on Grove Road and the north west flats within the Praedium. This would be a gross invasion of privacy. This would have a significant negative impact on the residential amenity for

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

the residents of Grove Road, contrary to Policy DM29

Concern at the "excessive height" of the proposed blocks (18 and 21m) and the lack of any set back from the boundary- just 1.5m, contrary to Policy DM27

Concern that the south block would likely cause glare from the rebound of sun against the windows onto Grove Road.

Due to the "poor design and overcrowding", the new blocks would also overlook each other and the new residents of QVH, creating even further privacy issues. In addition, a substantial number of the flats, especially those in the north block will lack sufficient daylight. This is particularly true for those north facing blocks without dual aspect. Hence the residential amenity to the new residents will also be impaired by this poor design. This is contrary to policies DM27 and DM29.

2) Design of the proposed new blocks

The proposed new blocks are too high, too large in mass and not in scale with Grove Road.

The section of Grove Road that the new blocks should reference to are almost all 2-3 storey single dwellings or semi-detached, or small blocks of flats containing 6 residences, contrary to policies DM 26, DM27 and DM29 and Core Strategy Policy BCS21.

The blocks fail to respect the topography of the road in a southerly and easterly direction against PAN 15. There is a lack of elevations and projections from those aspects to enable those reviewing the planning documentation to fully understand the issue without very thorough knowledge of the plans and site. We would therefore recommend that any person involved in the decision regarding this application do a full visit of the site and surrounding roads.

Concern that the blocks are "ugly".

There is no report regarding the impact of wind funnelling. However, the prevailing wind is from the south west, so this is likely to be a significant issue.

3) Alteration to QVH

The proposed extension to QVH fails to respect the design and character of the host building, particularly regarding the use of balcony.

The proposed balconies would overlook both flats in The Praedium and The Eco House, as well as into the proposed new blocks. This would cause unacceptable loss of privacy.

4) Overshadowing

The proposed new block they will cause a "harmful loss of daylight and sunlight" to the residents of Grove Road, contrary to policy DM27 and Core Strategy policy BCS 21.

Loss of sunlight is particularly acute for The Eco House, as this building is a landmark building within Bristol. It was built to maximise solar gain and therefore uses little else for heating. It was completely ground breaking at the time of building and was featured in many articles and local teaching courses due to this. The proposed new blocks will harm this building through impacting upon its ability to heat through solar gain.

5) Character of the street and Whiteladies Road Conservation Zone.

The houses/ road that the new blocks would be sited on is Grove Road. Therefore the blocks should

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

respect the character, scale, mass, height, shape, form, proportion and set back of this road. However, on every point these blocks fail. Against Core Strategy DM26 and 21, the Conservation Area Enhancement Statement, 1993 and the National Planning Policy Framework 2012.

Development should preserve or enhance local landmarks. Regarding The Eco House this complete opposite would occur. Regarding QVH, the development is not sympathetic to this building, blocking views of this building from Grove Green especially. Against Core Strategy DM31, 2 and 21

5.4 the local obelisk to Princess Charlotte is another key part of the local character and should be open to local residents. Against Core Strategy DM31

5.5 the development is proposed to have an essentially gated community with their own cafe/ restaurant / spa. Against BCS 12.

6). Impact on current green infrastructure

6.1 The gardens of QVH have been used as a community garden for over 20 years, for playing children, sledging, picnicking etc. The proposed development will remove/severely restrict access to this location. The prior use may constitute a legal right to access. Against Core Strategy DM17

6.2 we consider that the loss of over 50 trees represents an unacceptable loss of mature, aged/ veteran trees. Against Core Strategy DM17 and 15.

6.3 due to their natural state, the gardens are a haven of wildlife including sparrows, hedgehogs and bats. These are important species which require protection, as it is enshrined within the policy. Against Core Strategy DM19 and 15

6.4 the loss of so many trees is likely to result in increase pollution levels locally, particularly due to the proximity of this area of the suburb to major, congested highways. In addition, trees help to reduce noise pollution, important as Grove Road is on the maximum level of daytime noise at the present level. Against Core Strategy DM33 and 35.

7) Overdevelopment of the area

7.1 the proposed density (approx. 65 per hectare) is higher than recommended minimum levels in an area which is already highly populated, and over two and half times more densely populated than the Bristol average. This would have a significant adverse effect on local residential amenity, pollution and existing transport and parking issues within the area. Against Core Strategy DM33, 35, and 23.

7.2 the proposed refuse areas within the development are insufficient for the level of housing proposed. Against Core Strategy DM32.

7.3 the local area already has a significant traffic problem due to heavy traffic on Grove Road at school and nursery times, often creating gridlock, Elm lane rat run, traffic often passing at speed through the no entry sign on Grove road and the heavy traffic on Redland Hill and Whiteladies Road. We believe that this development will result in an increase of traffic in the area due to approx. 100 new residents, staff, carers, deliveries and visitors. Certainly this is true currently as the office blocks are not used and the traffic continues to be as bad as it ever was, so the existing traffic problem will be exacerbated. Against Core Strategy DM23.

7.4 there is insufficient cycle parking in the proposal and we believe insufficient car parking. Against Core Strategy DM23.

7.5 the increase in cars will be a danger to the national cycle route 4 that passes both entrances to the development. Against Core Strategy DM23.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

7.6 we have concerns regarding the safety to pedestrians from both the servicing of the facilities particularly refuse trucks as the location that refuse bins will be placed for this is not demonstrated within the documents and from the proposed pedestrian entrance onto the unnamed road between Redland Hill and Grove Road. Against Core Strategy DM23."

NEIGHBOUR NOTIFICATION

276 neighbouring properties were consulted and as a result 69 representations were received including the following comments:

Design

- "The enormous mass and scale of the unattractive tower blocks will dominate the skyline and is completely out of keeping with Queen Victoria House and the surrounding residential properties in Grove Road."
- "It would honestly be hard to think of a more inappropriate development on this wonderful site, which has been shamefully neglected for so long. In a properly-run city it would long since have become a wonderful garden, a resource for the whole area. Are we to be dwarfed by these ugly, out-of-proportion buildings?"
- This proposal is just too large. Too high, especially for a building at the top of a hill. Too close to adjacent properties - this would be oppressive to anyone living nearby.
- What is proposed does not fit in with the area in any way. It looks to be an imposing and functional plan with no account taken of the area and its history.
- The two new blocks are not in keeping with the conservation area or the character of Grove Road on the south east side. These will completely dominate (in an unpleasant way) this residential area.
- "I think that upgrading the large QVH building would be fantastic but to then add 2 very large buildings so close to the eco house and its boundaries is a bit much."
- Concern that the height and scale of these new blocks is completely out of proportion to the surrounding residential accommodation.
- ""The mass and scale of the development is excessive, with the building far too tall compared with surrounding structures, especially the original Queen Victoria House which will be lost in the new development. Such tall imposing blocks are not sympathetic to the fact that this is a conservation area."
- Concern that the proposed buildings are too tall.
- Concern that the two residential blocks are too close to one another.
- "The balconies and windows will look directly into many houses removing privacy and producing glare."
- "Conservation areas must be preserved as such".
- "The proposed buildings will dwarf even Victoria house and the current houses and trees. This is not an inner city area."

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

- "Redland has always been a family community with small shops and businesses, slowly this is being destroyed and being turned into a concrete building site."
- "I support the concept of supported accommodation for older people but the plans need to be revised so the building does not dominate the area."
- "The whole of the east end of the site is being built on; the new buildings do not complement QVH architecturally."
- Concern that the application proposal would be harmful to the character of the area, making it look entirely urban rather than suburban.

Amenity

- Concern that the proposal will lead to the loss of privacy for neighbouring residents because of the "numerous" balconies.
- "Gated community. This is the plan and people in the area will not be able to enjoy the gardens. 50 trees will be cut down - impact on wildlife most importantly the rarefied sparrow. Conservation area. This new build not sympathetic to this."
- The buildings are proposed to be 5 and 6 stories high causing local properties to be overlooked, including my own and losing privacy.
- The application proposal "will completely overlook and overshadow the leafy green triangle at the top of Elm Lane which is a wonderful haven from the nearby traffic and commercial buildings - almost like a village green."
- The balconies on our building (facing Redland Hill) that are adjacent to the proposed two towers will be overlooked owing to their enormous scale.
- "It is very obvious what has happened here, because Pegasus are unable to build in the protected garden they have decided to build UP instead with little regard for the surrounding neighbourhood."
- Detrimental impact on the neighbouring Eco House, which "... has many large windows to take advantage of the solar gain. The living accommodation is also arranged on the first floor to capture the light and heat where it is most needed, whilst keeping the bedrooms cool. The proposed new blocks sit around 15 meters from this house and will look directly into it."

Highways/Parking

- "A development of this size should not be allowed in this location as Redland Hill is already a notorious black spot for traffic congestion. Extra traffic related to the high numbers of residents and staff can only worsen atmospheric pollution and increase the threat of associated illness since large numbers of visitors to these properties will be inevitable."
- Concern that the application proposal will attract more traffic and pollution and contribute to poor health.
- Representation from a teacher at the nearby Steiner School: "The whole of the east end of the site is being built on; the new buildings do not complement QVH architecturally."
- "With only 70 parking spaces available it is likely to mean an additional 30 or so vehicles trying to park in an area that is already extremely congested, noisy and

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

polluted."

- I strongly urge our representatives to request a re-design of the development to keep traffic in the Grove Road, Elm Lane and Redland Hill area at/no higher than existing levels.
- "The road and parking in its current form suffers from congestion and a lack of turning space. A further 30 parking spaces will make it substantially worse and would not cater for any medium/large vehicles i.e. bin lorry, ambulance, fire engine. The current bin area sits between the Bungalow and Homes Garden and is used by all properties. With great difficulty, vehicles currently have to reverse around space 1 into an area behind QV (spaces 8 -11 on proposed plan) so that it can turn and exit. It would be impossible for vehicles to use the alternative turning point proposed as they would have to make several 45 degree turns out of a highly congested area. Even accessing the properties/bin area would be difficult with the purposed parking flanking the road leading to my property and making it narrower."

Landscaping/Trees

- Concern about the loss of trees - "Does not protect and conserve enough trees (> 50 trees will be cut down)"

Pollution

- Bristol is already one of the worst cities for pollution and this proposal will increase pollution
- Concern that the application proposal makes insufficient provision for refuse storage.
- Concern about noise - Grove Rd is already on limit of daytime noise

Other Comments

- "The development is being planned as a gated community, denying the existing residents of the area access to the gardens and the memorial stone within."
- "Please can contractors consider appropriate working hours"
- I do think this particular build has been proposed with business and profit as the sole considerations. I also cannot believe that these apartments would be attractive to potential inhabitants.
- "I am aware that there is a potentially beautiful garden within the site and am disappointed these will not be accessible to the public."
- Non-planning issue: Concern that the application proposal impinges on the access rights to Harper House.

BRISTOL CIVIC SOCIETY

Bristol Civic Society have looked at the planning application subsequent to our pre-application involvement. The Society welcomes the retention of many of the trees, the repair of the 3m tall perimeter wall, and the new pedestrian gate. The proposed blocks are lower and more acceptable as subservient buildings to the Queen Victoria House. The Society, therefore, supports the proposal.

REDLAND AND COTHAN AMENITIES SOCIETY PLANNING GROUP

"The Society supports in principle the use of this site to provide accommodation for older people.

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

We assume that older in this context means 60 or over, as with other Pegasus Life projects. We believe there is demand for this type of accommodation in the Society's area. We particularly welcome the conversion of Queen Victoria House and retention of the grass and tree area to the south of the site."

RCAS make the following observations on the proposal:

Limited accommodation is provided for staff, with only a "very small bedroom for any overnight staff which is also the guest room.

It is noted that "to justify the assisted living definition we would expect to see distinctly more services than appears to be proposed, and would normally be available in a similar sized conventional residential development with grounds and caretaking services."

More information required to assess the impact on the Conservation Area.

Solar path diagrams to assess the impact on the surrounding development.

"Windows of living rooms in the north east wall of South Block overlook the garden and major windows of the Eco House. The boundary wall would protect the Eco house from overlooking from ground and possibly 1st floor windows of the apartments but we suggest the overlooking should be omitted on higher floor to protect the householders privacy."

The distance between the north and south blocks appears to be 10m and as result "residents could suffer noise nuisance from open windows".

In terms of the design: "The identical design of these two buildings and the exact repetition of the elevational treatment throughout all the floors emphasises the sheer scale of the new development, and could have an institutional effect. More variation in elevational design should have been tested."

Welcome the "imaginative" re-use of the Queen Victoria building.

Materials: "Welcome the use of buff variegated brick as primary material, with red brick plinth."

Trees: "The detailed survey of existing trees is welcomed as is the retention of virtually all perimeter trees."

Landscaping: "The comprehensive and imaginative landscaping strategy is welcomed, subject to detailed planting plans that fully implement the strategy."

CRIME PREVENTION OFFICER

No concerns about this application, but recommend to consider the Secured by Design principles for all of this development as this and the surrounding are in a 'Hot Spot' area for Burglaries and attempt Burglaries.

BRISTOL TREE FORUM

Concern that the application has ignored comments made at the pre-app stage about the impact on B grade trees. There is no BRTS calculation and there is concern that inadequate trees will be planted to replace those lost.

Officer Note: Subsequent to the receipt of these comments, your Officers have received further information from the Applicant that is set out in the Key Issue below.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

FORMER COUNCILLOR GLAZZARD (COTHAM WARD)

"Whilst I welcome the development of Queen Victoria House for the purpose of assisted living residences, I object to the specific plans for the 2 new blocks due to the loss of privacy, light and visual amenity for the building's immediate neighbours.

My primary concern is the height of the proposed new blocks and their proximity to the street boundary they will overshadow the properties on Elm Road and Grove Road and dominate the roofscape. I am particularly concerned about a loss of light to the eco-house at 26 Grove Road, which is designed on the basis of solar gain.

The balconies, overlooking and proximity of the buildings to the street boundary mean that there will be a loss of privacy for existing residents on Elm Road and Grove Road.

I echo RCASs comments: CGI imaging and solar path diagrams would have been useful to demonstrate the impact of the proposed buildings on the character of the area and the shadowing impact, particularly to the eco-house on Grove Road.

Further, the scale and height of the proposed blocks (and the lack of variation in design) are not in-keeping with character of the local area and so go against the guidance in the Bristol Local Plan (DM 26).

I welcome the landscaping of the green space but note that local residents currently use this as a recreational space and if it is gated they will lose an important amenity."

INTERNAL CONSULTATIONS

BCC CITY DESIGN GROUP

The comments of the City Design Group are referred to in Key Issue B. However, the representation receives concludes as follows:

"The scheme presents good quality architecture and design. However, a number of key issues remain unresolved. The negative impact of the proposal on the conservation areas and neighbouring properties are considered to outweigh the potential gains."

A revised scheme which is sufficiently scaled back from the eastern edge (suggest one bay) is required. This serves the purpose of easing the significant pressure the development would put on the existing trees, and allow further opportunity for trees to be planted within the site boundary; softening the impact of development on the conservation area, QVH and the neighbours and achieved a balanced design solution."

Officer Note: In response to these comments the Applicants have made amendments to the scheme to move the proposed blocks away from the boundary closest to the Eco-House.

BCC ARCHAEOLOGY

There has been previous archaeological work in the area of Queen Victoria House as part of an earlier application. This work showed that there had been quarrying in the area that had removed any archaeological material of note. However, no work was carried out in the northern part of the site, where the current proposal is sited. There remains the potential for the Roman road, which runs from Bath to Sea Mills, part of which survives across the Downs and is protected as a Scheduled Ancient Monument, to extend into this area. The previous archaeological evaluation may have been sited too far to the south to pick up the line of the road. However, this application could be sited on its projected

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

line. Therefore standard planning conditions are recommended.

BCC TRANSPORT DM

There is no objection to residential accommodation in this location. The principle of sui-generis accommodation for the active elderly should be supported through an assessment of accessibility to local facilities. This application does not fully address this requirement, and measures to mitigate against barriers to access will be required.

Local Conditions

The site is generally accessible with regards to local facilities nearby. The site sits within the NCN route with facilities for cyclists available nearby. There are good public transport facilities available, with associated accessible bus stops. However, local roads are not easily negotiable for those with mobility impairments.

Obstacles such as narrow footways and lack of dropped kerbs in Grove Road will mean residents are unable to access the local facilities easily by foot and may be more reliant on private cars. Relevant recommended improvements are set out below.

Trip Generation

With regard to the amount of vehicular traffic arising from the development, the number of trips associated with the site will be significantly reduced from the extant use, and this has been demonstrated within the transport statement.

Access

Access to the site for vehicles is provided from Grove Road and Redland Road. There are no alterations proposed to the Redland Road access. This operates adequately at present and there is no record of accidents associated with this. Visibility is adequate in both directions.

I have some concerns about the interaction between pedestrians and car drivers at the Grove Road shared access, as intervisibility is limited between vehicles pulling in and pedestrians exiting the site. I would recommend that the gate is widened a little further to allow for good intervisibility and to allow a protected area of for emerging pedestrians (See below).

Layout

The internal layout is acceptable. Servicing will take place on site. There is a dedicated service area and additional space available for short term deliveries within the car park. Refuse is stored and accessed from the slip road between Grove Road and Redland Road. This is down a ramp and too far from the roadside for refuse collectors to collect it. This is unacceptable and contrary to current policy and guidance. This must be relocated.

Officer Note: A relevant condition to secure the approval and implementation of road works and refuse provision form part of the recommendation.

Parking and servicing

Parking provision is acceptable. An adequate number of disabled parking spaces are also shown.

Cycle parking is provided to an acceptable level for the sui generis use although some of this is shared with scooter parking.

Development Control Committee A – 27 July 2016

Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

Recommended conditions

Planning conditions to achieve the following is recommended:

Approval of road works necessary specifying:

Widened vehicular crossover in Grove Road
Build out at the junction of Redland Road with slip road to Grove Road
Dropped kerbs and tactile paving across Grove Road, south of its junction with St Vincent Hill

Construction management plan

Completion of Vehicular Access - Shown

Completion of Pedestrians/Cyclists Access - Shown

Completion and Maintenance of Vehicular Servicing facilities - Shown

Completion and Maintenance of Car/Vehicle Parking - Shown

Travel Plans - Not submitted

Protection of Parking and Servicing Provision

Officer Note: Following the receipt of this representation, the Applicants confirmed that Grove Road will have a separate vehicle and pedestrian entrance and there will therefore be no conflict between vehicles and pedestrians. A new entrance gate is proposed on Grove Road, between vehicle access point and Whiteladies Road, the intention being that most trips on foot will be from Whiteladies Road and will use the gate, bypassing the vehicle entrance entirely. On the basis of this, it is concluded that there is no requirement for the above condition.

BCC POLLUTION CONTROL

Recommend the imposition of standard planning conditions to ensure the submission of sound insulation details for any mechanical ventilation units and acoustic trickle vent specifications for all bedrooms and living rooms exceeding WHO internal noise standards as summarised in the Applicant's Noise Report. These details shall be provided before commencement of development and retained thereafter.

BCC ECOLOGY

The Preliminary Ecological Appraisal dated December 2014 recommends that bat emergence and dawn re-entry surveys (three surveys) and a reptile survey with artificial refugia (seven surveys) are undertaken. These surveys have not been undertaken.

Relevant planning conditions should be applied once the bat and reptile surveys have been undertaken.

BCC ABORICULTURAL OFFICER

1. The car park area and front of the property to the North West of the Site.

The trees around the periphery of this area are indicated as being retained. There are four trees indicated for removal at the front of the house. The trees are either of low value or are planted too close to the house and therefore is reasonable.

I am concerned at the increase in car parking area at the front of the site. The trees in this area are significant and have considerable amenity value. Considering this any extension in car parking that further erodes the soft rooting area of the trees should be minimal. The majority of the trees in this area already have limited rooting areas as the area is bounded by the Redland Hill road way to the remaining soft planting area is at a premium.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

There is scope to make a slight extension to the parking area, but this will be required to be minimal and should follow the line of the North side of the existing roadway and not encroach further than the existing footpath leading to Redland Hill.

2. The Proposed Buildings Area, North East of the Site

There are a considerable amount of trees that are earmarked for removal. Whilst the majority are set back within the site, the significant amount being removed will have an effect on the character of the site as a whole.

Standing outside the site to the north are two large beech trees, there are also several semi mature sycamore and ash trees that have not been recorded on the arboricultural survey. The beech trees are mature specimens approximately 17 and 21m in height and are of significant amenity value. At the eastern corner of the site there are also a group of lime and sycamore trees that give a valuable contribution to the amenity of the area.

The footprint of both buildings is too close to these trees leading to future pressures to remove them or considerably reduce them (destroying their form and value as an amenity) from any future occupants as a result of the trees being in such close proximity and dominating the north of the buildings.

Trees are susceptible to shedding twig litter and autumn leaf fall, blocking drains and gutters. Finally, the tree is likely to shed small branches in windy weather which are likely to fall on to the roof, worrying the occupants. In the case of a larger limb being brought down it will be hard for the council to resist calls for heavy crown reduction - at worst, felling.

To conclude the design is not sympathetic to existing trees on site and an adjusted footprint suited more to the current areas of development and car parking on site would better maintain the character of the rear of the property.

The proximity of the buildings to the beech trees and group of sycamore and lime is too close and is very likely to have a negative impact on their future. The current car parking proposals to the front of the existing building is also excessive and will be detrimental to existing trees of value at the front of the property and is contrary to Policy BCS 9 of the Bristol Development Framework.

Finally tree numbers indicated for removal currently cover both individuals and groups (with no individual measurements or numbers). Under the Bristol Tree Replacement Standard we will require exact numbers of trees agreed for removal together with corresponding replacement numbers based on stem diameter of removed trees.

Officer Note: Subsequent to the receipt of these comments, your Officers have received further information from the Applicants in the form of a detailed Arboricultural Impact Assessment and detailed landscaping proposals plan. Amended plans have also been submitted moved the building further away from existing trees to be retained.

BCC CONTAMINATED LAND OFFICER

No objection is raised to the application subject to the imposition of relevant conditions.

BCC FLOOD RISK MANAGER

No objection. Good use of SuDS and no increase in flows to existing sewer network. Any potential to divert existing flows into proposed pond would be seen as beneficial in reducing local sewer flood risk.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

BCC PUBLIC ART OFFICER

The documents provided with the full planning submission do not include a public art strategy or a statement on the provision of public art within the Design and Access Statement. Full comments on public art were provided at pre app stage for this scheme which are attached again for information and for the applicant to respond to.

It is recommended that the applicant appoints a suitably qualified public art consultant (public art expertise) to advise them on the inclusion of public art in their development however at this point the scheme lacks a public art element and does not fulfil the councils public art policy.

Officer Note: A relevant condition to secure appropriate public art is proposed.

RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Core Strategy (Adopted June 2011)**

BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS18	Housing Type
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution
BCS5	Housing Provision

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM2	Residential sub-divisions, shared and specialist housing
DM17	Development involving existing green infrastructure
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM29	Design of new buildings
DM31	Heritage assets
DM32	Recycling and refuse provision in new development

KEY ISSUES

(A) IS THE APPLICATION PROPOSAL ACCEPTABLE IN PRINCIPLE?

Policy BCS5 of the Core Strategy establishes that a key policy requirement is the delivery of new homes within the built up area of the city which will contribute towards accommodating a growing number of people and households in the city. Development of new homes will primarily be on previously developed sites across the city. The conversion of QVH together with the development of part of the overall site is consistent with this policy requirement and is therefore acceptable in principle.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

The loss of office accommodation is acceptable. In November 2013, prior approval was given for the change of use from B1(a) office use to C3 residential. It is therefore considered that the loss of the vacant employment land is acceptable (13/04429/COU).

(B) IS THE DESIGN OF THE APPLICATION PROPOSAL ACCEPTABLE?

Core Strategy Policy BCS20 states that new development should maximise opportunities to re-use previously developed land. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in the use of land is achieved. In the city centre high densities of development will be sought especially in and around the city centre.

Policy BCS21 states that new development should contribute positively to the character and identity of an area, creating or reinforcing local distinctiveness. Amongst other things it should deliver delivers a safe, healthy, attractive, usable, durable and well-managed built environment comprising high quality inclusive buildings and spaces that integrate green infrastructure. This is reinforced by Policy DM26 which states that development proposals will be expected to contribute towards local character and distinctiveness and Policy DM28 which states that development will be expected to provide for or contribute towards the creation of a safe, attractive, high quality, inclusive and legible public realm.

The new build element of the proposals utilizes the former car parks on the site, in accordance with BCS20.

Many of the representations received objecting to the application identify that the height of the new blocks to the south east of QVH as being of particular concern.

The relationship of the proposed buildings with the Eco-House and properties in Grove Road must be seen in the context of existing surrounding development. The site visit confirmed that Redland Hill is characterised by a mixture of buildings of a variety of heights, including four storey Chapter Walk development which backs onto the northern side of Redland Hill and two and three storey development on the southern side (Bristol Steiner School and existing residential development. In this context the addition of two additional blocks which are four and five storeys is not seen as unacceptable.

Nevertheless in response to the representations received, the proposed blocks have been moved an additional 1.4m further into the site and away from the boundary of the site closest to the Eco-House. As a result, the submitted plans indicate that at its closest point the Eco House would be 18m from the five storey block and 25m from the four storey block. Given the height of the application proposal, this remains close however it is not considered unacceptably so. The application proposal will not have an unacceptably harmful impact on the amenity enjoyed by surrounding residents, including the occupiers of the Eco-House or residents in Grove Road. Furthermore, in mitigation, your Officers note the orientation of the blocks at 90 degrees to the Eco-House, means that they would be orientated away from the Eco-House and with this and the gap between the two blocks, there would be no unacceptable overlooking or loss of light.

The amendment to the position of the proposed blocks also affords the opportunity to increase the landscaping to screen the blocks. There is a relevant condition to secure this. The existing 3m tall boundary wall (closest to the Eco-House) will also be retained.

Having sought the advice of the Council's City Design Group, the Bristol Civic Society and Bristol Urban Design Forum, your Officers conclude that the architectural quality of the proposal is acceptable and responds appropriately to both the Victorian and Georgian buildings in the vicinity of the site and the wider Conservation Area. As is normal practice, as the site is located in a conservation area, samples of the materials to be employed will be required prior to development commencing on the site.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

The internal arrangement of the proposed supported living apartments is considered to be acceptable. A typical apartment will have an area of 98 square metres. This exceeds the relevant internal space standards.

Impact on heritage assets

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving listed buildings and their settings. Section 72 of the same Act requires local planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of *R (Forge Field Society) v Sevenoaks DC* [2014] EWHC 1895 (Admin) ("*Forge Field*") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48].

Section 12 of the National Planning Policy Framework (NPPF) 2012 states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing heritage assets, and the desirability of new development to make a positive contribution to local character and distinctiveness. It also states 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, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Further, Paragraph 137 states that local planning authorities should look for opportunities for new development within conservation areas and within the setting of heritage assets to enhance their significance and that proposals which preserve these elements should be treated favourably.

The nature of the heritage asset prevents all reasonable uses of the site

- No viable use of the heritage asset itself can be found the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-finding or some form of charitable or public ownership is demonstrably not possible; and
- The harm of loss is outweighed by the benefit of bringing the site back into use.
- This site is located within the Whiteladies Road Conservation Area and within the grounds there is a Grade II listed building (the Obelisk). Furthermore the building of QVH can be considered as a non-designated heritage asset.

As discussed above, the design of the refurbishment to QVH is considered to be acceptable and the retention and enhancement of this non-designated heritage asset is welcomed. The existing gardens have been neglected over a long period of time and the comprehensive landscaping proposals will significantly enhance this part of the Conservation Area and will preserve its significance and will also enhance the setting of the listed obelisk. In summary, the new build element would preserve and enhance the character and appearance of the Conservation Area and the conversion of Queen Victoria House and landscaping would have a positive impact on the character of the Conservation Area and on the setting of the listed building. The proposal is therefore also in accordance with policy DM31

The enhancement to the setting of the Listed obelisk, the sensitive conversion of QVH and demolition of existing extension that detracts from both the non-designated heritage asset of the house, and from the conservation area, together with the provision of landscaping and repairs to the site boundary wall that enhances the Conservation Area are all significant heritage benefits. The proposal will not cause harm to the significance of either of these heritage assets, so paragraphs 133 and 134 are not

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

relevant, and as such there are no material heritage considerations to indicate that development should be restricted.

Impact on amenity

In delivering high quality urban design new development should safeguard the amenity of existing development and its occupiers and create a high-quality environment for future occupiers, which is also safe, healthy and useable (Policy BCS21 refers). In addition residential developments should provide sufficient space for everyday activities and enable flexibility and adaptability by meeting appropriate space standards, reference here being given to the standards set by the Homes and Communities Agency (Policy BCS18 refers). Policy BCS23 of the Core Strategy also addresses the issue of noise and amongst other things requires consideration of the impact of new development on the viability of existing uses by reason of its sensitivity to noise or other pollution.

Consideration has been given to the impact on the amenity of all surrounding residential occupiers, including occupiers of the Eco-House in Grove Road (as described above). In addition, it is considered that the retention of the established trees along the Grove Road boundary means that the application proposal would not give rise to unacceptable overlooking of the residential properties on the opposite side of Grove Road.

The application proposal would not have an unacceptable impact on the amenity of residents of Grove Road for the reasons set out above.

To conclude, the City Design Group together with Officers in Development Management have considered the scheme throughout the pre-application and application process and are satisfied that this application is acceptable in terms of its design, impact on heritage assets and will not have a detrimental impact on the amenity enjoyed by surrounding occupiers. The proposal is consistent with development plan policies and there are therefore not considered to any grounds for refusing this application on these grounds.

(C) DOES THE APPLICATION PROPOSAL ADEQUATELY ADDRESS THE IMPACT ON TREES?

In addition to the height of the building, the representations received indicate that the impact on trees on the site is of particular concern. Trees throughout the site are the subject of Tree Preservation Orders. The comments of the Council's Arboricultural Officer are set out above.

In support of their application, the Applicants have submitted an Arboricultural Statement. This includes a tree protection plan and also provides information on tree loss and replacement. The following report summarizes the outcome of the report:

Trunk diameter of trees to be retained Number of trees removed Bristol Replacement Tree Standard (BRTS)

Trunk diameter of trees to be retained	Number of trees removed	Bristol Replacement Tree Standard (BRTS) Number of replacement trees that should be provided.
<19.9	47	47
20-29.9	17	34
30-39.9	9	24
40-49.9	0	0
50-59.9	3	15
60-69.9	2	12

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

70-79.9	1	7
>80	0	0
Total	78	139

Although the 78 trees are to be removed, the Applicant has demonstrated in the Arboricultural Statement that the majority of these are lower quality and of only 'minor' significance. The application has also indicated that it is their intention to plant 81 new trees on the site, as part of the landscaping proposals that will enhance the site and Conservation Area. This planting will be secured by way of a relevant condition requiring the submission of a landscaping scheme.

However as set out below, in order to comply with the Bristol Replacement Tree Standard (BRTS), there is still a shortfall of 58 trees (139 minus 81). Therefore, the Applicants have agreed to a financial contribution of £44,382.18 to meet this shortfall. This is calculated on the basis of £765.21 per tree. In order to secure this provision, as part of the recommendation before you, the Applicants are required to enter into a legal agreement to secure compensatory funding for additional tree planting that meets the shortfall in respect of the BRTS. It is considered that this addresses both the comments of the Council's Arboricultural Officer and the Bristol Tree Forum. In addition, prior to the commencement of development on the site, there will be a requirement (secured by relevant conditions) to protect those trees on the site that are to be retained and to provide a detailed landscaping plan for the whole site that includes the position and species of the 81 proposed trees.

(D) ARE TRANSPORT, MOVEMENT AND OTHER HIGHWAY CONCERNS ADEQUATELY ADDRESSED?

Policy BCS10 states that proposals will be determined to reflect the transport user priorities set out in the Joint Local Transport Plan, specifically, putting the pedestrian first followed by the cyclist, public transport, access for commercial vehicles and only then the private car.

Development proposals should be located where sustainable travel patterns can be achieved.

The comments from the Council's Transport Development Management team are set out above and it is noted that the scheme is acceptable subject to the imposition of relevant planning conditions. These form part of the recommendation on the site.

There are no highways grounds on which to refuse this application and it is recognized that this site is in a sustainable location close to shops, services and public transport.

(E) DOES THE APPLICATION PROPOSAL COMPLY WITH THE COUNCIL'S SUSTAINABILITY POLICIES?

NPPF Policy 96 states that in determining planning applications, local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply, unless it can be demonstrated by the applicant, having regard to the type of development, involved and its design, that this is not feasible or viable and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

Core Strategy Policies BCS13, BCS14, BCS15 and BCS16 set out the Council's key policies towards climate change and sustainable development.

In terms of climate change, Policy BCS13 requires that development should contribute to mitigating and adapting to climate change and meeting targets to reduce carbon dioxide emissions through the design and use of resources in buildings, the use of decentralised renewable energy and sustainable patterns of development which encourage walking, cycling and public transport rather than journeys by private car.

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

Policy BCS14 requires that within heat priority areas, development should incorporate infrastructure for district heating and where feasible low-carbon energy generation and distribution. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions by at least 20%.

In support of their application, the Applicants have demonstrated that overall, there will be an improvement in energy efficiency through the design beyond the levels required by building regulations. Design assumptions are set out in the energy statement and a condition to ensure that the development be delivered in accordance with these measures forms part of the recommendation.

The application has demonstrated that overall, there will be an improvement in energy efficiency through the design beyond the levels required by building regulations. Design assumptions are set out in the Energy Statement and a condition to ensure that the development be delivered in accordance with these measures forms part of the recommendation. The measures that have been included are as follows:

- The engineering services serving the building, primarily the heating and domestic hot water system will utilise Combined Heat and Power.
- Energy efficient building design for the proposed new build
- LED-based lighting

This means that the development will reduce carbon dioxide emissions by at least 20%.

Although not referred to directly, the application proposal complies with Policy BCS15, the design incorporates measures that maximise energy efficiency. The Applicants have also provided a BREEAM 2014 Pre-Assessment. Sustainability measures will be secured by condition.

In respect of Policy BCS16, as has been indicated, the site is designated as being within Flood Zone 1 where there is low probability of flooding.

(F) IS THE PROPOSED DEVELOPMENT VIABLE, AND DOES IT PROVIDE AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING?

The proposed development falls within Use Class C3 of the Use Classes Order, meaning that it is required to address the Council's Affordable Housing Policies. It comprises 65 dwellings and therefore it is required to comply with Core Strategy Policy BCS17, which requires the provision of up to 40% affordable housing subject to scheme viability.

The operational requirements of "retirement village" developments mean that the management of them is inconsistent with that required by a Housing Association, and therefore a financial contribution towards off-site affordable housing provision is sought from such schemes.

Government policy and guidance is very clear that scheme viability is a key consideration in determining the level of affordable housing that a development can provide, and that Council's should not require level of affordable housing that would render a development unviable. The government's Planning Practice Guidance states as follows:

Where affordable housing contributions are being sought, obligations should not prevent development from going forward. (Para 004 Reference ID: 23b-004-20140306)

In simple terms, a development is considered to be viable if the Residual Land Value (RLV) of the development is greater than the Site Value.

The RLV is calculated by ascertaining the value of the completed development, and subtracting from this all the costs involved in bringing the development forward (eg build costs, professional fees, legal

Development Control Committee A – 27 July 2016
Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US

costs, financing costs etc) and the developers profit.

The applicant has claimed that, to remain viable in planning terms, the proposed development is unable to make an affordable housing contribution. A detailed viability appraisal and supporting commentary has been submitted in support of this claim.

Officers have commissioned BNP Paribas to assess the viability information and advise the Council as to whether the applicants claim is reasonable. Having assessed the values and costs associated with the development, and undertaken their own appraisal, BNP Paribas conclude that the scheme is unviable in planning terms and therefore would not be able to make an affordable housing contribution. However, BNP Paribas do not agree with a number of the inputs proposed by the applicant, particularly in respect to the proposed sales values of the properties. The information and figures contained below relate to BNP Paribas opinion of viability and not the applicants.

The appraisal inputs can be summarised as follows:

Residential sales values	Very high reflecting the prime location of the proposed development and the high demand for “retirement village” type schemes
Build Costs	Very high reflecting the high specification of the scheme – but reflective of the average build costs of other schemes currently being constructed by the applicant
Fees	Reflective of industry norms
Finance costs	Reflective of current returns required by lenders
Developers profit	Reflective of industry norms

The appraisal results in a RLV of approximately £2,500,000.

There are a number of ways that Site Value can be derived, and these include:

- o The price paid for the site, provided that the purchaser has not paid an overly inflated sum
- o The existing use value (i.e. what the site is worth for its current use in its current condition) plus a premium of approximately 20% to incentivise the landowner to redevelop the site
- o The alternative use value (i.e. other uses that the site could be developed for without the need for a further planning permission)

In the case of QVH, it is considered that the existing use value is an appropriate method from which to derive the Site Value, as the most recent rental values and yields for the property are known. Based on the existing use value plus a 20% premium, BNP Paribas consider that the Site Value is approximately £3,400,000.

As the Site Value is approximately £900,000 higher than the RLV, officers are satisfied that the scheme is unviable in planning terms and therefore unable to make an affordable housing contribution.

There are two main reasons why the proposed scheme is unable to make any affordable housing contribution.

The first is that office buildings have a high existing use value, and there is little uplift in value when they are redeveloped or converted for other uses.

The second is that "retirement village" type schemes have a very low gross to net ratio. This means that a relatively low proportion of what is built is actually sellable. To put this into context, a scheme

Development Control Committee A – 27 July 2016**Application No. 15/01681/F: Queen Victoria House Redland Hill Bristol BS6 6US**

comprising solely houses, has a gross to net ratio of 100% because every square metre build is sold.

A standard flatted scheme would normally have a gross to net ratio of between 75 and 85% as communal areas, lift shafts, stairwells, plant rooms, bin rooms etc are not sellable floorspace. In the case of QVH, the developer is building 8,847 square metres but only selling 5,682 square metres, giving a gross to net ratio of only 64%. The remainder of the floorspace comprises communal areas such as an on-site restaurant, spa, health and wellbeing centre, in addition to the expected corridors, lifts, stairwells etc.

Therefore, though the proposed sales values are very high; the high specification of the development, high existing use value and low gross to net ratio, means that the scheme is not considered viable in planning terms and is therefore unable to make a contribution towards off-site affordable housing.

CONCLUSION

There have been significant number of representations received objecting to this application, particularly in terms of the impact of the proposed blocks on the amenity of surrounding residential properties and the impact on trees. In addition, there has been a prolonged debate about the exact use class for the development and following clarification by the Applicant, it is considered that the overall development falls within Use Class C3.

Following amendments being made to the scheme, it has been concluded that the design of the scheme is acceptable. It has been concluded that it will not have a harmful impact on the amenity of surrounding occupiers to the extent to support a reason for refusal. Accordingly the application can be recommended for approval by your Officers.

This application has been assessed this application proposal on the basis of Development Plan policy and it has been determined to be compliant. There are not considered to be any planning grounds for resisting this application.

It will preserve and enhance the Conservation Area and will secure the retention of a building of merit. The setting of the Listed obelisk and increase the amount of specialist housing accommodation for older people in the city.

RECOMMENDED GRANT subject to Planning Agreement to secure the following:**1) Up to £44,382.18 in respect of off-site replacement trees.****BACKGROUND PAPERS**

Crime Reduction Unit	20 May 2015
Contaminated Land Environmental Protection	9 June 2015
Pollution Control	18 June 2015
Historic England	9 June 2015
Urban Design	23 July 2015
Landscape	28 May 2015
Flood Risk Manager	18 May 2015
City Centre Projects (Public Art)	8 June 2015

WARD: Easton **CONTACT OFFICER:** Charlotte Sangway
SITE ADDRESS: Whitehall Primary School Johnsons Road Bristol BS5 9AT

APPLICATION NO: 16/00336/FB Full Planning (Regulation 3)
EXPIRY DATE: 13 May 2016

Proposed 1 form entry expansion to Whitehall Primary School with additional enhancement of the neighbouring Limes Nursery School and Children's Centre to comprise of the following: Refurbishment of the existing Pavilion and erection of a 2-storey extension together with the refurbishment of the existing Whitehall Primary School. The Limes Nursery School and Children's Centre: Demolition of the existing extensions of the original period house and provision of new extensions (over predominantly the same foot print), together with a new extension.

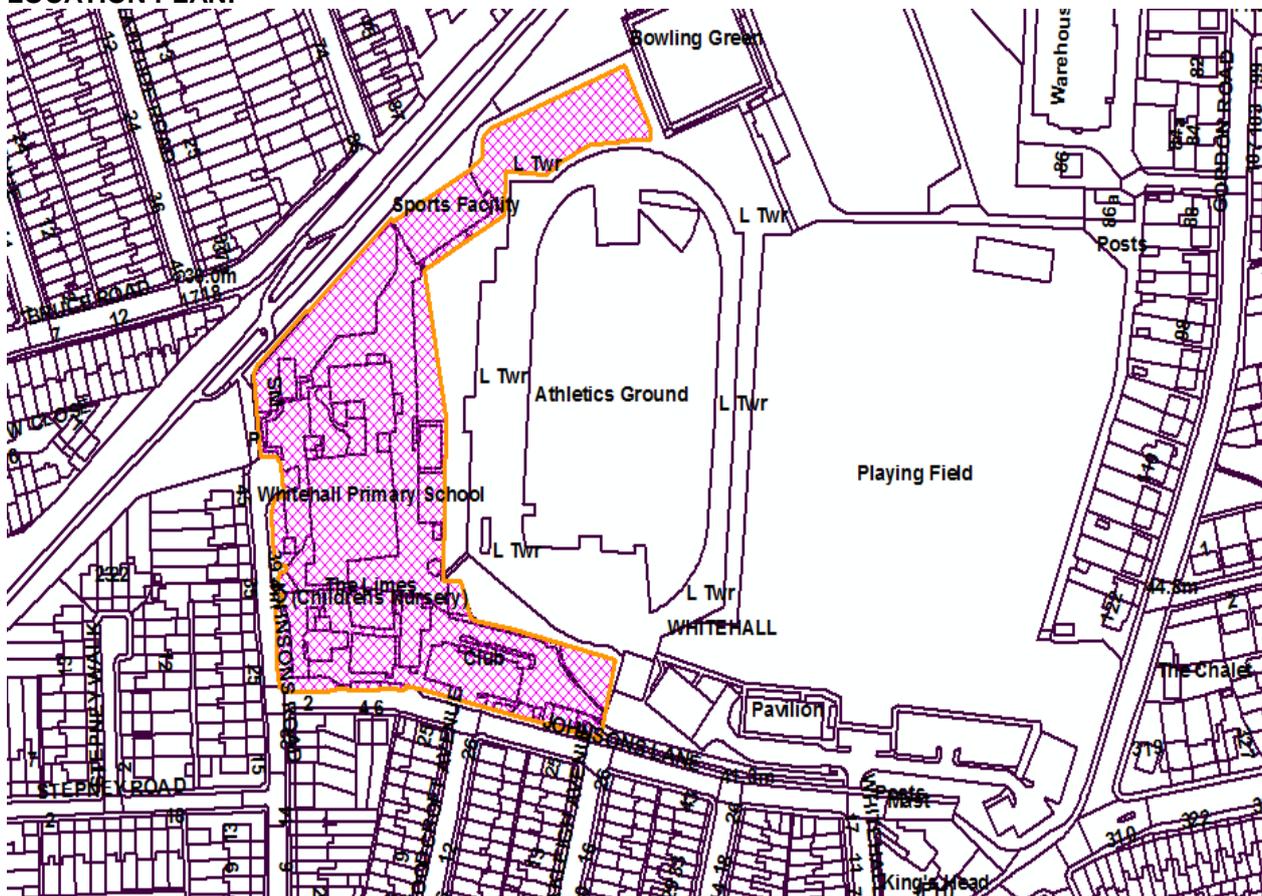
RECOMMENDATION: Grant subject to Condition(s)

AGENT: White Design Associates
Hamilton House
80 Stokes Croft
Bristol
BS13QY

APPLICANT: Bristol City Council
Bristol City Council
City Hall
College Green
Bristol
BS1 5TR
United Kingdom

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

LOCATION PLAN:



Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT****SUMMARY**

The application relates to Whitehall Primary School and The Limes Nursery School and Children's Centre. It is proposed to expand the school from 2 form entry to 3 form entry, with an increase also in nursery places. Expansion is proposed through refurbishment and extensions to both the nursery and the school. The school expansion will incorporate the historic Pavilion building used formerly by The Old Georgians Social Club.

In order for the expansion of the school to be considered acceptable, a highway improvement scheme is required to mitigate the effects of additional movements and provide a safe pedestrian environment. The applicant's scheme includes providing pavements where currently no footway exists, creating a one-way section outside the nursery school entrance and extending school Keep Clear markings where new entrances are being introduced. This highway improvement scheme would mean the permanent loss of 10 on street parking spaces and where Keep Clear markings are required, the loss of 8 on street parking spaces for daytime parking (such that they could be used only outside the hours of 8am to 6pm). Staff parking would be relocated from the existing car parking (Johnson's Lane) to the Secondary Academy's sports centre car park, approximately 250m away.

The application has generated significant public interest based on the proposed highway alterations, and over 40 objections to the proposals have been lodged, summarised in full below.

The key issue is the highway considerations of the application, and officers are satisfied with the proposals on all other grounds. Officers are satisfied that the proposals represent an improved arrangement in terms of pedestrian and child safety, an improved situation with regards to staff car parking (within the standards) and a reduced level of staff parking on street and constitute essential works to facilitate the proposed expansion of this school.

The officer recommendation is for approval of the application subject to conditions.

SITE DESCRIPTION

The application relates to Whitehall Primary School and The Limes Nursery School and Children's Centre, which are adjacent to each other but are separate sites. Part of the site is known as the Pavilion- a historic sports pavilion building within Bristol City Council ownership. This was most recently used for the Old Georgians Social Club located on the first floor, which has now vacated the building. The previous community use and proposed school use are both within Use Class Order D1 (non-residential institutions) and therefore no change of use is required in planning terms.

The site is within Easton ward near to Whitehall Road and is located adjacent to the Bristol - Bath Railway Path (BBRP) cycleway and the Whitehall Athletics Arena (also referred to as the Secondary Academy sports centre), which is owned by Bristol City Council (for the nearby City Academy secondary school) but is booked and hired by the Bristol & West Athletics Club on weekday evenings and Saturday mornings.

The site is not within a Conservation Area and none of the buildings/ structures is listed. The site is within an identified Coal Authority High Risk Development Area and Flood Zone 1.

RELEVANT PLANNING HISTORY

14/06349/PREAPP- Pre-application enquiry for "Development from 2FE to 3FE Primary provision to be in place for additional pupils by September 2015 and complete by July 2016." Submitted Jan 2015.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

15/01940/F- Replacement of existing single storey portacabin with a new two storey portacabin.
GRANTED 10 Jul 2015.

APPLICATION

The application is the upgrade the existing school from a 2 form entry to a 3 form entry school and the expansion of The Limes nursery. The following works are proposed:

School/ nursery expansion

- 1 form entry expansion of school from 420 pupils to 630 pupils plus increase in staff;
- Increase in nursery capacity from 94 children to 120 children plus increase in staff;

Refurbishment/ extensions

- Refurbishment of the main school buildings for the infant classes (Reception and years 1-3);
- Refurbishment of the Pavilion building and new build extension adjacent for the junior classes (years 4-6);
- Extension to The Limes nursery building;
- Landscaping and access improvements within the school site;

Highways, parking and cycle parking

- Staff parking (17 spaces) to be moved from existing Johnsons Lane car park to Athletics Club car park under agreement for use during the daytime (46 spaces). 2 disabled spaces provided in existing school car park with access from Johnson's Road.
- Cycle spaces: currently 50 spaces - proposed 86 spaces.
- New pavement, one way system and speed table to Johnsons Lane;
- New pavement and highways improvements to Johnsons Road;
- Permanent removal of 10 on street parking spaces;
- 8 on street parking spaces restricted parking during school hours only;
- Drop off zone within Athletics Club car park;

PRE-APPLICATION COMMUNITY INVOLVEMENT

Public consultation was carried out prior to the submission of the planning application- the submitted Community Involvement Statement (CIS) refers. In summary, according to the CIS a public consultation event was carried out at the school advertised through the school to the local community, and via flyers and the school's website. Wider stakeholders involved included The City Academy, Bristol & West Athletics Club, The Old Georgians Social Club. The event was attended by approximately 30 people and feedback included:

- Old and new being brought together through design;
- Positive steps being taken regarding traffic issues;
- Concern regarding restricted parking in local area- suggestions of residents only parking to Johnson's Road.

RESPONSE TO PUBLICITY AND CONSULTATION

A site notice and press notice were issued in relation to the development and neighbours were consulted by individual letter. Following receipt of further information, further consultation was carried out to those parties that had already made a representation on the application. In total 40 contributors

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

made a contribution to the application, 3 of which were objections, 2 general representations and 1 in support.

The objection reasons are summarised below:

General

- o Insufficient consultation undertaken and insufficient information made available.
- o Increased street furniture and road markings- impact on appearance of roads.
- o Materials proposed to new side extension to Nursery not in keeping with existing building.
- o Side extension to Nursery- overshadowing/ loss of light to properties opposite (31 Johnsons Rd)

Highways

- o Expansion of the school would lead to increased numbers of vehicles when existing road network is already suffering/ damaged and increased parking demand.
- o Transport Statement (TS) not fit for purpose and out-of-date: major changes have occurred since then- sorting office on Westminster Road where bike delivery was replaced with vans, traffic calming measures on same road. Accident data is out of date and accidents with school children have occurred this year. TS to consider a wider area. Bus stops have been ignored.
- o Fails to set out how the proposal would address Local Plan policies
- o TS assumption that extra pupils attending would travel in same proportions of transport modes as existing- a larger catchment area would mean an increase in car journeys.
- o Updating the Travel Plan only 6 months after occupation will miss opportunities.
- o Objections to double yellow lines Johnson's Road and Johnson's Lane- 25 car parking spaces lost in addition to 6 already lost due to zebra drop kerbs.
- o Objection to 2-way cycle lane - potential for accidents.
- o Objection to one-way system Johnsons Lane and no-entry signs:
 - Will encourage motorists to drive faster and create a rat-run from Whitehall Road to Easton;
 - Majority of families come from Redfield/ Easton along Johnsons Lane and Stepney Road.
 - Would create a congested corner at Johnsons Rd/ Johnsons Lane/ Stepney Road.
- o Objection to added pavements:
 - Existing pavements are not utilised and pedestrians walk in the road;
 - Would reduce road width and would not meet road capacity;
 - Loss of disabled bays;
 - Doesn't join with pavement on Johnsons Road and proposed pavement;
 - Existing informal crossings are not effective and are dangerous.
- o Opportunities for enhancement/ improvements recommended/ suggested:
 - Drop-off zones for parents parking
 - Upgrading informal crossings to full zebra crossings
 - Tree planting/ paving/ chicanes/ speed bumps to slow vehicle speeds. Grid system to discourage all through vehicle users.
 - Johnsons Lane should be a dead end and a larger car park and turning area created
 - Access to cycle path. Reinstate railway footbridge from Bruce Road to Johnson Road and add an access point to the school using s106 money
 - Bus stops to be upgraded (Real Time).
 - RPZs. Provide a closed zone during peak times with retractable bollards (residents only).
 - Home zone
 - Closure of Westminster Road at Whitehall Road end.
 - School walking buses/ trains. More staggered school start and end times.
 - Main pedestrian accesses should be Johnsons Lane and railway path not Johnsons Road.
 - Service access should be from Johnsons Lane
 - Provide a walkway for children through the Limes around corner of Johnsons Road/ Lane.

Development Control Committee A – 27 July 2016

Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT

- Change priorities at junction of Johnsons Rd and Johnsons Lane with a stop line at the end of Johnsons Lane.
- o Objection to disruption caused by construction

The reasons for support are summarised below:

- o The derelict Pavilion is currently an eyesore
- o Moving the main entrance to Johnsons Lane will reinvigorate the street and alleviate previous traffic problems on Johnsons Road.
- o The proposal includes improvements to pedestrian access.

EQUALITIES IMPACT ASSESSMENT

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

The proposal is for alterations to an existing primary and nursery school including highways alterations and different users would have different needs, experiences, issues and priorities in relation to this particular proposed development. While the recommended approval of this application would have implications for these different groups, these implications have been considered during the assessment of the application and it is considered that the proposals would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010 (please refer to Transport Key Issue for further details).

OTHER COMMENTS

Pollution Control has commented as follows:-

The Council's Pollution Control Team is satisfied with the report and raises no objections subject to conditions seeking a Construction Environmental Management Plan and conditions relating to noise and external lighting.

Contaminated Land Environmental Protection has commented as follows:-

A desk study has been submitted in respect of contaminated land issues- the Council's Contaminated Land Officer is satisfied that any other outstanding information can be dealt with by relevant planning condition.

Arboricultural Team has commented as follows:-

The Council's Arboriculture Officer is satisfied that sufficient information has been provided to establish that the proposals would not result in harm to existing trees on the site subject to a condition requiring the submission of an Arboriculture Method Statement, should Members be minded to grant approval of the application.

Nature Conservation Officer has commented as follows:-

The Nature Conservation Officer is satisfied with the surveys submitted and the methodology of works agreed. No further information is required.

The Coal Authority has commented as follows:-

The Coal Authority raises no objection subject to an appropriate planning condition.

Sport England has commented as follows:-

Sport England raises no objections to the proposals.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

Flood Risk Manager has commented as follows:-

The Council's Flood Risk Management Team raises no objections on surface water management grounds subject to a condition requiring further details of the employment of sustainable urban drainage systems (SUDs) within the application site to ensure that surface water runoff is reduced.

Sustainable Cities Team has commented as follows:-

The Council's Sustainable Cities Team have reviewed the submission and raised a number of queries, the most significant relating to the potential to use the existing district heating network and a strategy for preventing overheating. Officers have reviewed the other queries (display of renewable energy output to staff/ pupils, cycle locker details, shower facilities/ drying space and waste management strategy) and consider that it would be appropriate for these to be dealt with via condition should permission be granted.

Transport Development Management has commented as follows:-

Transport Development Management are satisfied with the highways aspects of the proposals subject to conditions- see Key Issue B for full details.

Urban Design has commented as follows:-

The Council's City Design Group (CDG) has reviewed the proposals noting the need for the expansion and its support for the retention of the Pavilion building. CDG has raised minor concerns regarding the building line of the Pavilion extension and landscaped area, the gates under the first floor link element and the material selection. They have also commented that the quantum of development to the Limes Nursery has not been justified and that a simpler, more rationalised form would be beneficial.

RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Core Strategy (Adopted June 2011)**

BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS11	Infrastructure and Developer Contributions
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM1	Presumption in favour of sustainable development
DM14	The health impacts of development
DM15	Green infrastructure provision
DM17	Development involving existing green infrastructure
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM28	Public realm
DM29	Design of new buildings
DM30	Alterations to existing buildings

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

DM31	Heritage assets
DM32	Recycling and refuse provision in new development
DM33	Pollution control, air quality and water quality
DM34	Contaminated land
DM37	Unstable land

KEY ISSUES**(A) IS THE PRINCIPLE OF THE DEVELOPMENT ACCEPTABLE IN LAND USE PLANNING TERMS?**

The National Planning Policy Framework (NPPF, para. 72) states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should give great weight to the need to create, expand or alter schools and work with schools promoters to identify and resolve key planning issues before applications are submitted. The principle of the expansion of the primary school and nursery is therefore supported in planning policy terms.

Sport England is a statutory consultee for this application, which affects land that could be considered to form a playing field, or part thereof. Sport England does not object to the proposals on the basis that it considers that the land affected is incapable of forming, or forming part of, a playing pitch, and does not result in the loss of, or inability to make use of any playing pitch or a reduction in the size of a playing pitch.

There are no objections to principle land use issues subject to all other matters being found acceptable, as set out below.

(B) WHAT ARE THE HIGHWAYS, TRANSPORT AND MOVEMENT IMPLICATIONS OF THE PROPOSALS?

The Council's Transport Development Management Team has given the following advice.

The proposal to expand the school would impact on the surrounding highway network, so a series of mitigation measures are proposed in order to reduce the impact on highway safety arising from additional movements.

History

The site has a long history of difficulties arising from inappropriate driving and parental dropping off. Discussions over the many years have involved the school, engineering officers, road safety officers, School Crossing patrols, the Police, the Neighbourhood Partnership, Sustrans, and families of children attending the site. Officers are aware of a number of incidents involving clashes between drivers and children / carers over many years.

Opportunities to address this in the past have been limited. There is very limited road space available, with too many cars and families trying to use it, generally inappropriately. The opportunity to make improvements in association with this proposed school expansion is therefore welcomed, but the measures proposed are controversial, as they propose to reallocate road space in order to enable better pedestrian accessibility.

Local Conditions

A site visit to support the application was undertaken by the applicants in 2014. It is confirmed that there have been several additional site visits undertaken by officers in the subsequent months and

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

this assessment is undertaken with a full understanding of the local area. Following concerns raised by residents that the previous highway survey undertaken by the applicant's transport consultants was limited and out of date; further surveys were undertaken over 3 dates in June as summarised within the applicant's highway Technical Note dated 21 June 2016.

The site is directly adjacent to the Bristol - Bath Railway Path (BBRP), providing excellent access to local walking and cycling facilities. The proximity to the cycle network is reflected in the relatively high proportion of children already cycling to school (identified as 9.4% in the hands up survey). There are currently proposals through the Neighbourhood Partnership, to improve crossing the path, as at this location in particular, there is conflict between fast moving cyclists and pedestrians coming across the path from the north. This has been identified by families as a potential barrier to walking to the school, so these proposals are welcomed and will reduce the need to travel by car.

A number of accidents have been recorded in the vicinity of the site, and the more recent local incidents are also acknowledged. The purpose of the proposed highway measures is to deter the behaviour that leads to such incidents, whilst providing improved pedestrian and cycling facilities, reducing the need to travel by private car.

Pedestrians currently walk up from the railway path and continue straight down the middle of the carriageway in the cul de sac section of Johnson's Road, which gives rise to conflict with cars using this area. Without restrictive measures such as long lengths of barriers, there is little that can be done to deter this entirely. However, the proposals do include creating a new pedestrian link to the western footway from the cycle path, thereby encouraging those who walk down Johnsons Road to do so on the available footway. There is insufficient width to create additional footway on the east side of Johnsons Road without the removal of a considerable number of parking spaces.

Trip Generation

Using figures from the hands up surveys undertaken at the end of the last academic year, 30.6% of children were driven to school. This is slightly higher than the citywide average of 27%. Many of these journeys have historically been short journeys, and there have been more recent attempts by the school and Neighbourhood Partnership to advertise 5 minute walk zones, to highlight the relative accessibility of the site.

If these trips are reflected onto future increased pupil numbers, it is likely that an additional 64 cars may arrive at peak times. There is insufficient capacity to allow for this, and it is therefore imperative that measures are installed to regulate traffic and to encourage walking and cycling to the school to reduce the existing and future perceived need to drive. Extrapolating current travel data is standard practice which has been applied to all other school expansions. Currently due to lack of space in local schools families who live nearby are unable to get into the school, and have to drive elsewhere further afield.

The Council does not support the provision of dropping off areas for parents, as this only serves to increase the number of families driving to the site. In addition, onstreet drop-off areas raise serious highway safety issues in terms of children exiting cars, crossing near parked cars, and increasing vehicular activity near to the main school accesses.

Currently the school operate a park and stride scheme between the school site and the Secondary Academy (sports centre) which allows those who need to drive to park safely away from the school's active frontages. This facility would remain. Plenty of space is available within the sports centre car park over and above the staff and visitors' parking for short term use for this purpose, a distance of less than 250m from the school. The parking element takes place within the sports club ground - this allows families to arrive by car if necessary but to park away from the main school entrances. In this case the route into the school is all off-street.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT****Access / Visibility**

Johnsons Road - It is proposed that the entrance in Johnsons Road provide access for servicing and for two disabled parking spaces, as well as a direct pedestrian link to the cycle path link. Internal permeability within the school site would reduce the need to walk between the entrances on the highway via the junction of Johnsons Road with Johnsons Lane.

An updated access permeability plan has been submitted, which shows good permeability through the application site. The acceptability of the application depends on the permeability within the site allowing families not to have to use the section of Johnsons Road with no footway.

The Limes would have a relocated pedestrian entrance onto Johnson's Lane to support its internal redesign and expansion. This would require footway provision to ensure children are not stepping out onto live carriageway (as there is currently no footway along this section). The existing lime trees prevent the site being able to offer land for a footway around the edge of the site using land from within the site. This has resulted in the requirement to reallocate some carriageway.

Further into Johnsons Lane, a new pedestrian access into the new Pavilion entrance is proposed. Again, the permeability within the site would mean that families would be able to traverse the school site without needing to use the junction of Johnson's Lane with Johnsons Road. Other than this, there would be no need to drive into this cul-de-sac area other than by local residents.

Highway measures

In order to reduce the potential impact of increased volumes of traffic and to encourage more walking and cycling to the site, which is discouraged at present by the hostile pedestrian environment, the following measures are proposed as shown in principle on plan 'figure 3':

- o Improved footway provision between the BBRP and the Johnson's Road entrance to the school.
- o New footway link between path from BBRP to western footway of Johnsons Road to provide continuous footpath to crossing point.
- o Permeability within the school site to reduce the need to use Johnsons' Road and Johnson's Lane where possible.
- o Footway provision along frontage of Nursery to allow adequate footway provision to the new entrance for the nursery and the new Pavilion entrance.
- o One way system to reduce conflict arising from two way traffic flow in heavily used pedestrian accesses and to allow footway to be provided.
- o Double yellow lines and school keep clear markings to deter dropping off and to retain clear crossing points.
- o Build out at Johnsons Lane / Johnsons Road to deter driving into the cul de sac and provide an informal crossing location to the Limes (subject to swept paths).
- o Retention of thermoplastic road markings at key crossing points. The existing informal crossing points will be retained. It is not considered suitable to install a zebra crossing purely to serve the peak times for a school, as an under-used formal crossing loses its effect resulting in accidents occurring out of peak times. Visibility and footway provision will be improved by the proposals which will aid crossing.

These measures would be secured through an internal Memorandum of Understanding.

Separately to the planning process, other local schemes for traffic calming and waiting restrictions have recently been progressed to reduce the impact of speeding and rat running traffic and inappropriate parking, as well as the proposed measures on the BBRP which will improve links from the north.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

The new footway in Johnsons Lane requires the reallocation of carriageway. The result of this means that two way traffic flow would not be possible, and it is therefore proposed that a one-way system is installed to reduce traffic conflict in this area which has to contain a large number of conflicting movements. The one way would retain the ability for cyclists to travel in the opposite direction, which is a common feature of current on-way systems in the city, and is considered essential in this location so close to the cycle network.

This measure would reduce the available on-street parking provision. The resultant loss of onstreet parking availability would be 10 existing onstreet parking spaces removed permanently through the introduction of new footways and double yellow lines and 8 existing onstreet spaces made available only for part-parking outside of school hours . School Keep Clear markings are to be provided to cover the school/ nursery entrances and to be made enforceable need to be laid in accordance with regulations, at a minimum length of 25m each.

The reduction of parking in this location is a cause of concerns for some local residents, and understandably so. It would be inconvenient and parking would be displaced further afield. However, site observations show that there is space in surrounding streets to accommodate this parking. These measures are considered essential for the safe operation of the school at peak times. It should also be noted that there is currently a shortfall of off street parking for the school staff, many of whom will currently be parking on-street. The additional parking provision at the Academy (for further details see below) would offset this on-street demand.

On balance, whilst the disbenefit of the loss of on-street parking is regrettable, it is unavoidable in terms of ensuring a safer pedestrian environment for the children attending the school and nursery. Without such a scheme of works to regularise pedestrian, cycling and vehicular activity in the area, the impact of the increase in pupil numbers and conflict arising from additional movements of all road users in the area would be unacceptably unsafe.

Eastbound traffic which is not associated with the school would be diverted onto other roads. It is not considered that the impact of the proposals on surrounding streets would be materially detrimental so as to be considered severe.

Layout / Servicing

The internal layout allows for servicing and deliveries to be undertaken on site. The turning head would be protected by school keep clear markings which would ensure that this is not restricted by inappropriate parking.

Coach parking would take place in the Secondary Academy's sports ground car park. There is access from the school site through to this car park without needing to use the highway.

Parking

The maximum parking standard permissible for the site is 1 per 2 staff, plus 10% for visitors, plus 5% disabled parking provision. The maximum standard for the school and nursery would be 67 spaces. 46 spaces are provided within the Academy's sport centre car park. This is within the maximum parking standard and is well above the current provision of 17 spaces, which would be removed from the site. The provision of these parking spaces can be secured through the planning process and a condition requiring the submission of a car parking management strategy is recommended to secure details of the agreement enabling this arrangement as well as details for the management of staff/ parent/ sports club drop-off. Given that the sport centre is used by Bristol & West Athletics Club mainly in the evenings and at weekends, such a shared parking arrangement would be deemed appropriate.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

Cycle parking is provided to the minimum standard and is provided at the entrances to the school sites. Further information is required regarding cycle parking for the Limes nursery. No scooter parking has been provided. Whilst this is not contained within the parking standards, this is required in order to reduce the need to travel by car. Scooters provide a faster form of transport and are popular. The applicants state that there is more cycle parking than required, but the transport statement shows that 9.4% of pupils arrive by bicycle, so the 10% provision is not excessive and is the minimum cycle parking standard. Additional scooter parking will need to be secured by a condition.

Travel Planning

It will be necessary for the school to undertake further travel planning measures to complement the highway works. Their current TP identifies targets to reduce the relatively high proportion of children being driven to school from an 800m radius and identifies speeding in Devon Road and congestion outside the school as barriers to walking and cycling. It shows an increase in children cycling to school over time.

The school Travel Plan will need to be updated to reflect the new measures within the school (e.g. increased cycle parking etc., and new highway measures, as well as further commitment to walking and cycling promotion. This can be secured through a condition. There is potential to increase car sharing, and this is something which could be encouraged to offset an increase in the numbers driving.

It has been demonstrated that travel planning can make significant reductions in vehicular trips to schools. By making it more difficult to drive to the school, and easier to walk and cycle to the site, this could further reduce the on-street impact, although this cannot be quantified. The measures to the railway path should also improve the situation.

Construction Management

A construction management plan will be required to minimise disruption to the highway during construction. This can be secured by condition.

Conclusion

It is concluded that the measures proposed would, although impacting on the parking availability in the area, improve road safety for an expanded school at this site. Without the measures proposed to address highways safety, the expansion of the school would not be considered acceptable. Appropriate conditions are recommended.

(C) WOULD THE PROPOSALS BE ACCEPTABLE ON URBAN DESIGN GROUNDS?

The Council's City Design Group (CDG) has reviewed the proposals noting the need for the expansion and its support for the retention of the Pavilion building. CDG has raised minor concerns regarding the building line of the Pavilion extension and landscaped area, the gates under the first floor link element and the material selection. They have also commented that the quantum of development to the Limes Nursery has not been justified and that a simpler, more rationalised form would be beneficial.

Officers have reviewed these points, however on balance they consider that the proposal would be acceptable on design grounds and that many of the matters raised above could be dealt with by appropriate condition should Members be minded to grant approval of the application.

An Archaeological Desk Based Assessment has been submitted with the application. The Council's Archaeology Team raises no objections to the proposals and while they recommended a condition seeking the recording of the Pavilion building, the renovation works to this building do not form part of

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

this application (and have commenced) and therefore such a condition would not be reasonable. The application proposal is a 'major' scale planning application- Policy BCS21 of the Bristol Core Strategy states that major development should deliver high quality urban design and enable the delivery of permanent and temporary public art. The school is within the Council's Primary Capital Programme led by consultants who commission artworks for school developments in line with a budget provided by the Children's and Young Peoples' Services (CYPS) Team in the Council. A planning condition to secure a public art work is recommended.

(D) WOULD THE PROPOSALS SAFEGUARD THE RESIDENTIAL AND ENVIRONMENTAL AMENITY OF THE AREA?

An Environmental Noise Survey Report has been submitted with the application as well as a Mechanical & Electrical Planning Report covering mechanical plant and equipment required by the proposal. The Council's Pollution Control Team is satisfied with the report and raises no objections subject to conditions seeking a Construction Environmental Management Plan and conditions relating to noise and external lighting.

Officers are satisfied that the proposal raises no other harmful impacts in terms of residential amenity including in terms of overlooking/ overbearing or overshadowing impacts.

(E) WOULD ANY TREES BE AFFECTED BY THE PROPOSALS?

An Arboriculture Impact Assessment has been submitted with the application. The Council's Arboriculture Officer is satisfied that sufficient information has been provided to establish that the proposals would not result in harm to existing trees on the site subject to a condition requiring the submission of an Arboriculture Method Statement, should Members be minded to grant approval of the application. This would secure details of any service route changes during the works that may affect trees on the site, particularly the lime trees at the road junction.

(F) DO THE PROPOSALS ADDRESS SUSTAINABILITY POLICY OBJECTIVES?

The Design & Access Statement submitted with the application (Section 8.0 refers) states that the Pavilion extension new build element is registered with the Building Research Establishment under BREEAM 2014 and is to target an Excellent rating. The Pavilion refurbishment is registered under BREEAM 2008 and targets a Very Good rating. The ventilation and lighting strategies are to use natural ventilation and lighting as much as possible.

An Energy Strategy has been submitted with the application, which sets out that the scheme would achieve the policy requirement of a 20% reduction in carbon dioxide emissions from residual levels through the installation of a 3157kWh per annum solar photovoltaic system (approximately 28sqm). 15sqm of solar panels are proposed to the south facing roof of the new Pavilion extension.

The Council's Sustainable Cities Team have reviewed the submission and raised a number of queries, the most significant relating to the potential to use the existing district heating network and a strategy for preventing overheating. Officers have reviewed the other queries (display of renewable energy output to staff/ pupils, cycle locker details, shower facilities/ drying space and waste management strategy) and consider that it would be appropriate for these to be dealt with via condition should permission be granted.

(G) ARE THERE ANY NATURE CONSERVATION IMPLICATIONS?

While the renovation works to the Pavilion building do not require planning permission, and have commenced, the Council's Nature Conservation Officer had requested bat surveys to be carried out given the condition of this building. A Bat Survey Report, Precautionary Works Methodology and Ecology Report have been submitted with the application. The Nature Conservation Officer is satisfied

Development Control Committee A – 27 July 2016

Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT

with the surveys submitted and the methodology of works agreed. No further information is required.

(H) HAVE CONTAMINATED LAND AND COAL RISK MATTERS BEEN ADDRESSED?

The site is within a Coal Authority High Development Risk Area, necessitating the submission of a Coal Mining Risk Assessment with the application. The Coal Authority has reviewed this and raises no objection subject to an appropriate planning condition.

A desk study has been submitted in respect of contaminated land issues- the Council's Contaminated Land Officer is satisfied that any other outstanding information can be dealt with by relevant planning condition.

(I) ARE THERE ANY FLOOD RISK CONSIDERATIONS?

The site is within flood zone 1 and an area of low flood risk. A Sustainable Drainage Strategy has been submitted with the application. The Council's Flood Risk Management Team raises no objections on surface water management grounds subject to a condition requiring further details of the employment of sustainable urban drainage systems (SUDs) within the application site to ensure that surface water runoff is reduced.

CONCLUSION

In conclusion, taking into account all material considerations, officers are supportive of the application for the proposed expansion of the school including all physical works proposed and are satisfied that the proposed highway measures are acceptable and necessary to ensure the safe expansion of the school.

The officer recommendation is for the approval of the application subject to relevant conditions.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will the development be required to pay?

This development is liable for CIL, however the CIL rate for this type of development, as set out in the CIL Charging Schedule, is £nil and therefore no CIL is payable.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT****RECOMMENDED GRANT subject to condition(s)****Time limit for commencement of development**

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. Coal mining- intrusive investigation and remediation

Prior to the commencement of the development (excluding site preparation/ enabling works) hereby approved, the following shall be submitted to and approved in writing by the Local Planning Authority:

- A scheme of intrusive site investigations and timetable for these investigations to be carried;
- A report detailing the findings arising from the intrusive site investigations;
- A scheme of remedial works;

The intrusive site investigations and agreed scheme of remedial works shall be implemented in accordance with the approved details prior to the commencement of the development hereby permitted unless otherwise agreed in writing by the Local Planning Authority

Reason: To ensure that coal mining risks associated with the site are undertaken prior to development commencing.

3. Contaminated land- site characterisation

Prior to the commencement of the development hereby approved (excluding site preparation/ enabling works) an intrusive investigation and site specific risk assessment shall be carried out (to assess the nature and extent of the contamination on the site, whether it originates on the site or not) shall be submitted to and approved in writing by the Local Planning Authority. The results of this investigation should be considered along with the Desk Study prepared by CJ Associates, dated October 2014 (Ref AC0943). The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced and submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development.

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

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

4. Land affected by contamination - Submission of Remediation Scheme

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

No development (excluding site preparation/ enabling works) shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been prepared, submitted to and been approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination is understood prior to works on site both during the construction phase to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

5. Land affected by contamination - Implementation of Approved Remediation Scheme

In the event that contamination is found, no development other than that required to be carried out as part of an approved scheme of remediation shall take place until the approved remediation scheme has been carried out in accordance with its terms. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and be approved in writing of the Local Planning Authority.

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

6. Sustainable Drainage System (SuDS)

The development hereby approved (excluding site preparation/ enabling works) shall not commence until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

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

7. Approval of road works necessary

No development (excluding site preparation/ enabling works) shall take place until details of the following works to the highway have been submitted to and approved in writing by the Local Planning Authority:

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

1. Details (including large scale detailed sections) of all highways works;

The buildings hereby permitted shall not be occupied until these works have been completed in accordance with the approved details.

Reason: To ensure that all road works associated with the proposed development are planned and approved in good time to include any Highways Orders, and to a standard approved by the Local Planning Authority and are completed before occupation.

8. Site specific construction environmental management plan

No development (excluding site preparation/ enabling works) shall take place until a site specific Construction Environmental Management Plan has been submitted to and approved in writing by the Council. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan should include, but not be limited to:

- a) Parking of vehicle of site operatives and visitors
- b) Routes for construction traffic
- c) Method of prevention of mud being carried onto highway
- d) Pedestrian and cyclist protection
- e) Hours of operation
- f) Procedures for maintaining good public relations including complaint management, public consultation and liaison
- g) Arrangements for liaison with the Council's Pollution Control Team
- h) Procedures for emergency deviation of the agreed working hours.
- i) Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- j) Measures for controlling the use of site lighting whether required for safe working or for security purposes.

Reason: In the interests of the amenities of surrounding occupiers and highways safety.

9. Arboricultural method statement:

Prior to the commencement of the development (excluding site preparation/ enabling works) an Arboricultural Method Statement shall be submitted to and approved in writing by the Local Planning Authority (LPA), unless otherwise agreed in writing by the LPA, covering the following elements:

- a) Gradient ramp into the extension of the Main house adjacent to trees 71-74
- b) Details of service routes on and off site within root protection area of retained trees
- b) Retaining wall and level access route into the rear extension of the Main House adjacent to tree 55
- c) New footway and drainage changes adjacent to tree 34
- d) Details of any development within the root protection areas of trees 9-11 and 31-32
- e) Proposed arboricultural supervision during the development process.
- f) A robust landscape plan in mitigation of tree removals on site; identifying specific tree planting
- g) Location, species, planting stock size, pit design if in hard standing including fill material,
- h) Maintenance schedule through to establishment of newly planted trees.
- i) Tree protection plan.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

Reason: In order to safeguard the health and amenity of existing trees on the site.

10. Further details before relevant element started

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

- a) Any new boundary treatments to road frontages;
- b) Scooter parking storage (for children's scooters);

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

11. Sample panels before specified elements started

Sample panels of the following elements; demonstrating the colour, texture, face bond and pointing are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced.

- a) Metal standing seam roof;
- b) Brick for new build Pavilion extension;
- c) Timber cladding to The Limes nursery extension.

The development shall be completed in accordance with the approved details before the building is occupied.

Reason: In order that the external appearance of the building is satisfactory.

12. Solar panels and Energy Statement

Prior to the first occupation of the new build Pavilion extension building hereby permitted, further details including the final roof layout, visual appearance, angle of installation, method of fixing, and technical specifications (including the output to demonstrate compliance with the approved Energy Statement) of the solar panels shall be submitted to and approved in writing by the Local Planning Authority. The solar panels shall be installed in accordance with the approved details and made fully operational prior to the first occupation of the residential units hereby permitted. The solar panels shall be maintained in situ in accordance with the approved details and as fully operational at all times thereafter.

The development hereby approved shall be carried out in accordance with the measures contained within the approved Sustainability Statement and Energy Strategy prior to the first occupation of the development hereby approved and shall be maintained in accordance with these details in perpetuity.

Reason: To ensure that the development would meet sustainability and climate change policy objectives.

13. BREEAM

No development of the new Pavilion extension building shall take place until evidence that the building is registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted indicating that the building can achieve the stipulated final BREEAM level, unless otherwise agreed in writing by the Local Planning Authority. The new Pavilion extension building shall not be occupied until a final Certificate has been issued certifying that BREEAM (or any such equivalent national

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

measure of sustainable building which replaces that scheme) rating Excellent; has been achieved for the building unless the Local Planning Authority agrees in writing to an extension of the period by which a Certificate is issued.

Reason: To ensure that the development achieves BREEAM rating level Excellent; (or any such equivalent national measure of sustainability for building design which replaces that scheme) and that this is done early enough in the process to allow adaptations to designs and assessment and certification shall be carried out by a licensed BREEAM assessor and to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

14. Submission and approval of landscaping scheme

No development (excluding site preparation/ enabling works) shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development. The approved scheme shall be implemented so that planting can be carried out no later than the first planting season following the occupation of the building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: To protect and enhance the character of the site and the area and to ensure its appearance is satisfactory.

15. Car parking management strategy

Prior to the cessation of the use of the existing staff car park (accessed from Johnson's Road) and prior to the occupation of the new build Pavilion extension, a car parking management strategy shall be submitted to and approved in writing by the Local Planning Authority unless otherwise agreed in writing by the Local Planning Authority. This shall set out details of the agreement for the relocation of staff parking to the secondary academy athletics arena car park and a strategy for the management of the staff car parking, school drop-off/ park and stride and athletics club car parking. The development shall be carried out in accordance with the approved details thereafter.

Reason: To ensure that appropriate provision of parking for the school and nursery use takes place and in the interests of highway safety.

Pre occupation condition(s)

16. Completion and Maintenance of Car/Vehicle Parking - Shown on approved plans

No use of the new build Pavilion extension building shall take place until the disabled car/vehicle parking area shown on the approved plans has been completed, unless otherwise agreed in writing by the Local Planning Authority, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

Reason: To ensure that there are adequate parking facilities to serve the development.

Development Control Committee A – 27 July 2016

Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT

17. Completion of Vehicular Access - Shown on approved plans

No use of the new build Pavilion extension building shall take place until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

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

No use of the new build Pavilion extension building shall take place until the means of access for pedestrians and/or cyclists have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety.

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

No use of the new build Pavilion extension building hereby permitted shall take place until the cycle parking provision shown on the approved plans has been completed, and thereafter, be kept free of obstruction and available for the parking of cycles only, unless otherwise agreed in writing by the Local Planning Authority.

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

20. Travel Plans - Not submitted

No use of the new build Pavilion extension building shall take place until a Travel Plan comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use has been prepared, submitted to and been approved in writing by the Local Planning Authority, unless otherwise agreed in writing by the Local Planning Authority. The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed travel Plan Targets to the satisfaction of the council.

Reason: In order to deliver sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking & cycling.

21. Implement refuse storage

No use of the new build Pavilion extension building shall take place until the refuse store, and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans, unless otherwise agreed in writing by the Local Planning Authority. Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the public highway or pavement, except on the day of collection.

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

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

22. Land affected by contamination - Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Condition 3 and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Condition 4, which is to be submitted to and be approved in writing by the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 5.

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

23. Landscaping

The approved landscaping scheme shall be implemented so that planting is carried out no later than the first planting season following the occupation of the new build Pavilion extension building or the completion of the development whichever is the sooner, unless otherwise agreed in writing by the Local Planning Authority. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: in order to secure the proposed landscaping scheme and to ensure that the appearance of the buildings and the area are acceptable

Post occupation management

24. Internal site permeability

The routes between Johnson's Lane and Johnson's Road as shown on the approved Site Permeability Plan Proposed (0015 P01) will be made available for use by children attending the school and their families/ carers at the start and end of the school days unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety and reducing unnecessary on-street pedestrian movements"

25. The pedestrian route from the Secondary Academy will be kept open and maintained for use for 'park and stride' movements during peak school hours unless otherwise agreed in writing by the Local Planning Authority.

Reason: To retain access to the car park and reduce unnecessary on-street pedestrian movements

26. Restriction of noise from plant and equipment

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the background level as determined by BS4142: 1997- "Method of

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

rating industrial noise affecting mixed residential and industrial areas".

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

27. Artificial lighting (external)

Artificial lighting to the development must conform to requirements to meet the Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01, dated 2005.

Reason: In order to safeguard the amenities of adjoining residential occupiers.

List of approved plans

28. List of approved plans and drawings

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

Compliance and energy statement, received 12 February 2016
 Sustainable drainage strategy, received 12 February 2016
 0605 006A Proposed works to Johnsons Road, received 22 June 2016
 0605 008 Existing and proposed highway (1 of 3), received 22 June 2016
 0001 P03 Site location plan, received 12 February 2016
 0002 P03 Location plan, received 12 February 2016
 0003 P03 School site plan, received 12 February 2016
 0011 P03 Proposed ground floor plan, received 12 February 2016
 0012 P03 Proposed first floor plan, received 12 February 2016
 0101 P03 Existing floor plan - part 1, received 12 February 2016
 0102 P03 Existing reception classes - part 2, received 12 February 2016
 0103 P03 Existing areas - pavilion, received 12 February 2016
 0104 P03 Existing areas - The Limes Children & Nursery, received 12 February 2016
 0111 P03 Proposed main school layout plan, received 12 February 2016
 0113 P03 Proposed pavilion layout plan, received 12 February 2016
 0114 P03 Proposed The Limes layout plan, received 12 February 2016
 0121 P03 Existing roof plan - whitehall, received 12 February 2016
 0122 P03 Existing reception class roof plan - part 2, received 12 February 2016
 0123 P03 Roof plan - pavilion, received 12 February 2016
 0124 P03 Roof plan - the Limes children centre & nursery, received 12 February 2016
 0125 P03 Proposed roof plan - pavilion, received 12 February 2016
 0126 P03 Proposed roof plan - The Limes Children Centre & Nursery, received 12 February 2016
 0301 P03 Existing pavilion elevations, received 12 February 2016
 0302 P03 Existing elevation - Whitehall Primary school, received 12 February 2016
 0303 P03 Existing elevation - The Limes, received 12 February 2016
 0304 P03 Existing street elevations - Whitehall Primary School, received 12 February 2016
 0351 P03 Proposed elevation - pavilion, received 12 February 2016
 0352 P03 Proposed elevations - pavilion, received 12 February 2016
 0353 P03 Proposed elevation - The Limes, received 12 February 2016
 0354 P03 Proposed elevation - Whitehall Primary School, received 12 February 2016
 0355 P03 Proposed elevation - Whitehall Primary School, received 12 February 2016
 7101 P03 Landscape masterplan, received 12 February 2016
 7102 P03 Pavilion & extension detailed plan, received 12 February 2016

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

7103 P03 Detailed plan - The Limes, received 12 February 2016
 7104 P03 Detailed plan - north area, received 12 February 2016
 7105 P03 Existing externals, received 12 February 2016
 7106 P03 Detailed plan - Limes & pavilion interface, received 12 February 2016
 7107 P03 Demolition plan - externals - pavilion & extension, received 12 February 2016
 7205 P03 Sections extension to Limes, received 12 February 2016
 7206 P03 Sections - extension external, received 12 February 2016
 7301 P03 Planting plan - pavilion, received 12 February 2016
 7108 P03 Boundary plan - fences, received 12 February 2016
 7201 P03 Sections/elevations - pavilion & extension, received 12 February 2016
 7202 P03 Access elevations, received 12 February 2016
 7203 P03 Elevations pavilion rear steps, received 12 February 2016
 7204 P03 Sections - Limes access ramp, received 12 February 2016
 0605 009 Existing and proposed highway (2 of 3), received 22 June 2016
 0605 010 Existing and proposed highway (3 of 3), received 22 June 2016
 0605 005B Path from school to car park, received 22 June 2016
 0015 P01 Site Permeability Plan Proposed, received 22 June 2016

Reason: For the avoidance of doubt.

Advices

1. Construction site noise: Due to the proximity of existing noise sensitive development and the potential for disturbance arising from contractors' operations, the developers' attention is drawn to Section 60 and 61 of the Control of Pollution Act 1974, to BS 5528: Parts 1 and 2: 2009 Noise and Vibration Control on Construction and Open Sites code of practice for basic information and procedures for noise and vibration control" and the code of practice adopted by Bristol City Council with regard to "Construction Noise Control". Information in this respect can be obtained from Pollution Control, Brunel House, Bristol City Council, PO Box 3176, Bristol BS3 9FS.
2. Right of light: The building/extension that you propose may affect a right of light enjoyed by the neighbouring property. This is a private right which can be acquired by prescriptive uses over 20 years; as such it is not affected in any way by the grant of planning permission.
3. Contaminated land: It is suggested that the certificate of remediation referred to in Condition No. 5; should be along the lines of:-

 "This is to certify that the scheme of decontamination and reclamation at the site known as **** in relation to Planning Application No. **** was carried out between the dates of **** and **** and was completed in accordance with the specification detailed in the document reference **** and titled ****, which were designed to afford protection from contamination on the site to all known receptors (in this context contamination and receptor have the same definition as in part 2(a) of the Environment and Protection Act 1990)".

 The certificate should be signed and dated.
4. Tree Protection: You are advised to refer to BS5837 : 2012 Trees in relation to construction for detailed information on types of tree protection, protection zones and other relevant matters.
5. Nesting birds: Anyone who takes, damages or destroys the nest of any wild bird whilst that nest is in use or being built is guilty of an offence under the Wildlife and Countryside Act 1981 and prior to commencing work you should ensure that no nesting birds will be affected.

Development Control Committee A – 27 July 2016**Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT**

6. Bats and bat roosts: Anyone who kills, injures or disturbs bats, obstructs access to bat roosts or damages or disturbs bat roosts, even when unoccupied by bats, is guilty of an offence under the Wildlife and Countryside Act 1981, the Countryside and Rights of Way Act 2000 and the Conservation (Natural Habitats, &c.) Regulations Act. Prior to commencing work you should ensure that no bats or bat roosts would be affected. If it is suspected that a bat or bat roost is likely to be affected by the proposed works, you should consult English Nature (Taunton office 01823 283211).
7. Traffic Regulation Order (TRO): In order to comply with the requirements of condition ; you are advised that the implementation of a TRO is required. The TRO process is a lengthy legal process involving statutory public consultation and you should allow an average of 6 months from instruction to implementation. You are advised that the TRO process cannot commence until payment of the TRO fees are received. Telephone 0117 9036846 to start the TRO process.
8. Public Right of Way: The above application site abuts a Public Right of Way (PROW) No. BCC/;. Whilst it may be unlikely that the [public FP/BR] will be affected by the proposed development, it should remain open and safe for public use at all times. The developer should therefore be made aware of his/her obligations not to interfere with the public right of way either whilst development is in progress or on completion, as any interference may well constitute a criminal offence. The Public Rights of Way team should be consulted on any proposals concerning the property boundary abutting PROW [No.].****. [Optional para. No public vehicular rights exist along this path and it may not be driven along without the lawful authority of the landowner(s), unless a private right of way is shown on property deeds. It is the applicant's responsibility to ensure that the appropriate private right exists or has been acquired from the landowner.] Due to the close proximity of the development site to the [FP/BR], it may be necessary to advise as follows:- During construction works, PROW [No.****] :-
 * Should remain open, unobstructed and safe for public use at all times;
 * no materials are to be stored or spilled on the surface of the PROW;
 * there must be no encroachment onto the width of the PROW;
 * no vehicles are to use the PROW without lawful authority;
 * any scaffolding and/or skips placed over or adjacent to the right of way must not obstruct public access or inconvenience the public in their use of the way and must be properly licensed (for a permit application form, contact the Highway Asset Management Group, tel. 0117 922 3838);
 * if construction works are likely to temporarily affect the right of way, the developer may need to apply for a temporary Traffic Regulation Order to close or divert the PROW for the duration of the works on the grounds of safety of the public. For further advice, or to apply for a TTRO, contact the Highway Network Management team, Tel. 0117 903 6838). N.B. Any damage caused to the surface of the right of way during development works must be made good to the satisfaction of the Highway Authority.
9. The development hereby approved is likely to impact on the highway network during its construction. The applicant is required to contact Highway Network Management to discuss any temporary traffic management measures required, such as footway, Public Right of Way or carriageway closures, or temporary parking restrictions. Please call 0117 9036852 or email traffic@bristol.gov.uk a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

Development Control Committee A – 27 July 2016

Application No. 16/00336/FB: Whitehall Primary School Johnsons Road Bristol BS5 9AT

10. Site preparation/ enabling works: If deemed applicable, the applicants/ developers shall agree the scope of the site preparation/ enabling works in writing with the Local Planning Authority, for the avoidance of doubt.

BACKGROUND PAPERS

Archaeology Team	17 March 2016
City Centre Projects (Public Art)	7 March 2016
Pollution Control	17 March 2016
Contaminated Land Environmental Protection	18 March 2016
Arboricultural Team	13 April 2016
Nature Conservation Officer	18 March 2016
The Coal Authority	18 March 2016
Sport England	10 March 2016
Flood Risk Manager	23 March 2016
Sustainable Cities Team	23 March 2016
Transport Development Management	8 April 2016
Urban Design	14 April 2016

WARD: Cotham CONTACT OFFICER: Kevin Morley
SITE ADDRESS: Cotham School Cotham Lawn Road Bristol BS6 6DT

APPLICATION NO: 16/01156/F Full Planning
EXPIRY DATE: 4 May 2016

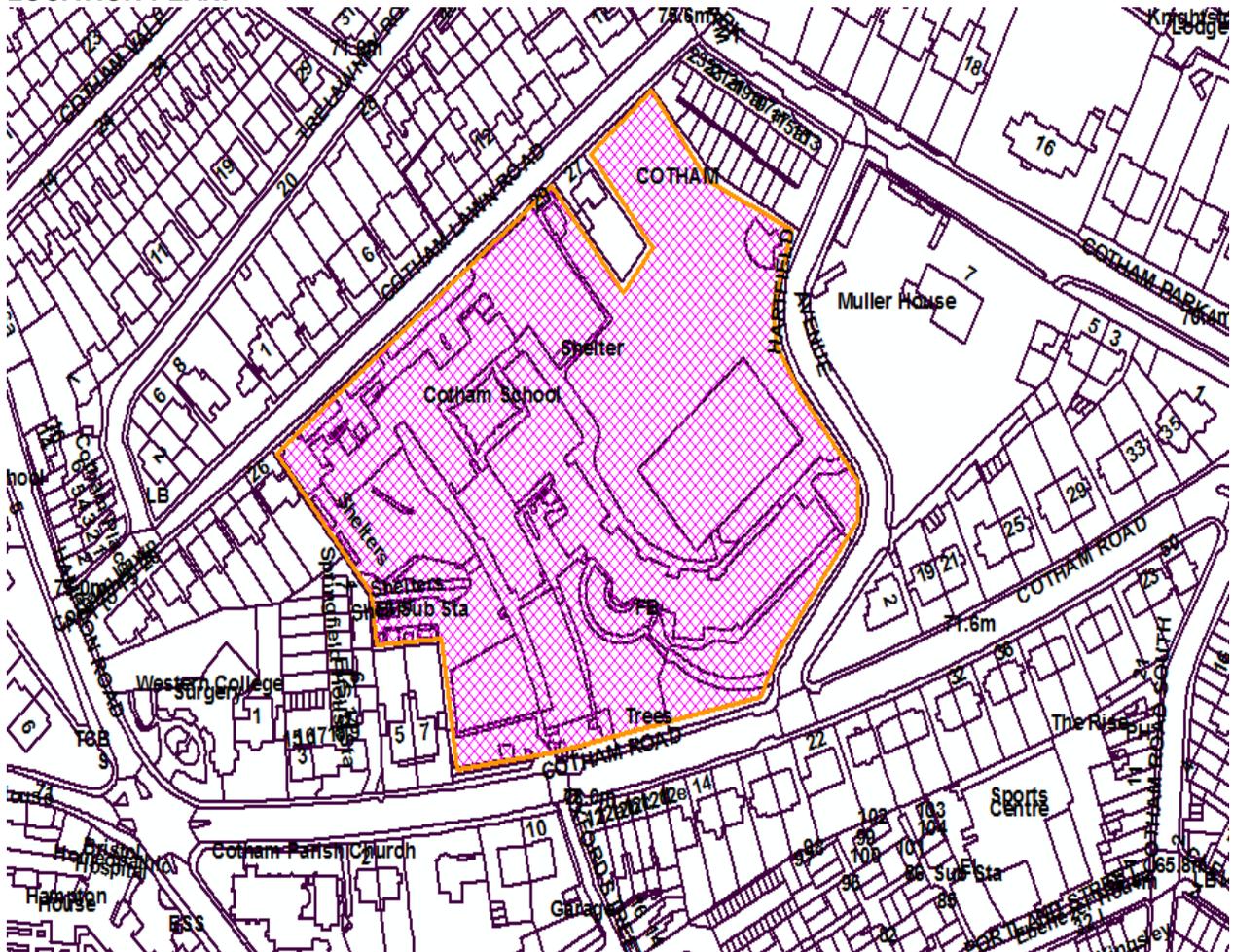
Installation of an artificial all-weather playing surface on the school field, enclosed by 3m high fence.

RECOMMENDATION: Grant subject to Condition(s)

AGENT: APPLICANT: Cotham School
Cotham Lawn Road
Bristol
BS6 6DT

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

LOCATION PLAN:



Development Control Committee A – 27 July 2016

Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT

SUMMARY

The application has been made by Cotham School seeking consent for an artificial grass all-weather-pitch, including a 3m high enclosure. No flood lights are proposed and the school have requested use of the pitch from Monday to Saturday. Although the application requires additional final construction details, it is acceptable in principle and there are no material considerations to warrant refusal of the scheme, therefore it is recommended to the committee for approval subject to planning conditions.

SITE DESCRIPTION

The application site refers to Cotham School, specifically an area of comparatively flat grassed playing field situated close to the centre of the site. The school itself is a comprehensive and sixth form for 11 to 19 year olds, with a total of just over 1300 students. The school has been significantly refurbished, rebuilt and extended over the last 15 or so years. The school is within a predominantly residential area situated within the Cotham and Redland conservation area.

RELEVANT HISTORY

There is an extensive planning history relating to the school and associated tree and boundary works applications. The most relevant applications to the current submission are as follows: -

08/03457/FB - Extensive refurbishment and replacement of substandard accommodation through extension to the existing school with related landscape works. GRANTED 10th November 2008,

08/03458/LC - Demolition works in connection with extensive refurbishment and replacement of substandard accommodation through extension to the existing school with related landscape works. GRANTED 1st December 2008,

10/03337/F - Proposed construction of new MUGA (Multi-Use Games Area), fencing, associated landscaping. GRANTED 6th December 2010, and

14/06081/F - 4no. classroom extension, associated circulation space and staff office (existing changing facilities within internal courtyard of the school to be demolished). GRANTED 5th February 2015.

APPLICATION

The application proposes to create an all-weather-pitch (AWP) on the existing playing field, situated adjacent to the existing Multi-Use Games Area (MUGA). The footprint of the development is 61m by 35m and includes an enclosing metal fence (and gates), which is 3m in height. The playing surface of the pitch would be made from green coloured artificial grass (3G style surface).

RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised via press and site notices. Consultation letters were also sent to 55no. nearby properties. As a result 19no. representations were made, including one from the local amenity group (see below).

Redland & Cotham Amenities Society (RCAS) commented as follows: -

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

"The Society is concerned to see yet more of the remaining green setting of the school being hard surfaced. The apparently endless increase in size of the school has resulted in the loss of significant green space that contributed to the educational setting and visual amenity of the Conservation Area.

The proposed MUGA will bring at times noisy activity closer to the houses in Cotham Park, which have living rooms and bedrooms overlooking the school. For this reason we suggest that hours of use on weekdays should end at 21.00 not 22.00 as requested (weekdays). We note that no lighting is proposed.

The group ask that the new MUGA is made less obtrusive by being surfaced in green rather than the normal black finish.

We note that small recently planted trees are retained in the grass strip between new and existing courts. We ask that new tree planting, or hedging such as beech, is provided along the NE side of the new fencing, returning a short distance along the NW side to link with existing trees in this location. This would soften the impact of this very large array of MUGA."

Other concerns raised can be summarised as follows: -

- Loss of natural green space and nature conservation
- Noise and disturbance and general use late at night/by other groups
- Visual amenity
- Heritage conservation issues
- Trees (protection and screening planting)
- Residential amenity
- Traffic and transport issues
- Lack of justification and supporting information (from school)

The above points will be covered in the Key Issues of the report. Other issues raised relate to the following with officer notes in brackets: -

- No Environment (Impact) Assessment [development of this scale/nature does not require one],
- Loss of view [not a planning consideration],
- Floodlights [none are proposed and planning permission would be required for any fixed flood lighting],
- Lack of any notice/consultation from the school [although good practice, pre-consultation is not required for this scale/type of application], and
- Issues with past planning permissions and conduct of school, students and contractors [not a material consideration in relation to the merits of the current application].

OTHER COMMENTS

Sport England commented as follows: -

It is understood that the proposal prejudices the use, or leads to the loss of use, of land being used as a playing field or has been used as a playing field in the last five years, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.

Sport England has considered the application in the light of the National Planning Policy Framework (particularly Para 74) and Sport England's policy on planning applications affecting playing fields 'A Sporting Future for the Playing Fields of England' (see link below):
www.sportengland.org/playingfieldspolicy

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all or any part of a playing field, unless one or more of the five exceptions stated in its policy apply.

The Proposal and Impact on Playing Field:

The proposed MUGA is not lit, 55x 30 m with 45mm 3G artificial surface.

The MUGA/pitch does not meet any of the FA recommended pitch sizes - Mini soccer size pitches are as follows: (inc 3m Safety run-off) U7/8 size pitch 37m(43m) x 27m(33m) or U9/10 size pitch 55m(61m) x 37m(43m). To allow match play the facility would need to meet the FIFA 1* performance standard and pass a performance test every 3 years to remain on The FA 3G register:
<http://3g.thefa.me.uk/>

The MUGA/pitch could be used on weekends and some weekday evenings in the summer months to allow community use via a community use agreement.

Assessment against Sport England Policy:

This application relates to the provision of a new indoor/outdoor sports facility or facilities on the existing playing field at the above site. It therefore needs to be considered against exception E5 of the above policy, which states:

E5 - The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

I have therefore assessed the existing and proposed playing fields against the above policy to determine whether the proposals meet exception E5. In my assessment:

- (i) It meets an identified local school need;
- (ii) It could -secured by planning condition - secure sport related benefits for the local community;
- (iii) Improves the delivery of sport and physical education on school sites; and
- (iv) It affects an area of the school playing field that has very limited use as a pitch given the loss of playing field land over the past decade.

Conclusions and Recommendation:

Given the above assessment, Sport England does not wish to raise an objection to this application as it is considered to meet exception E5 of the above policy. To secure wider community use, we strongly recommend the following condition being attached to the decision notice should the local planning authority be minded to approve the application:

"Use of the development shall not commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the sports facilities proposed and include details of pricing policy, hours of use, access by non-educational establishment users/non-members, management responsibilities and a mechanism for review, and anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community use of the facilities. The development shall not be used at any time other than in strict compliance with the approved agreement."

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

sufficient benefit to the development of sport and to accord with Development Plan Policy. Informative: Guidance on preparing Community Use Agreements is available from Sport England www.sportengland.org.

Pollution Control has commented as follows:-

All weather pitches and MUGAs only seem to cause noise problems when football is played on them. The noise issues usually being shouting and balls hitting backboards. So if they don't have backboards it is less attractive for 5-a-side games, and a ball hitting a fence is generally quieter. There was a suggestion of some sound deadening backboards at the University of Bristol application on the Coombe Dingle Sports complex (ref.16/00537/F); so it is potentially something an acoustic report could recommend as mitigation.

Archaeology Team has commented as follows:-

There was a watching brief carried out in 2011 on previous works to install a MUGA. This produced fragmentary evidence for late 19th century buildings, but was otherwise not particularly productive. I don't think that this proposal is likely to produce anything other than the remains of late 19th / early 20th century structures, probably associated with the 19th century villa, Cotham Lawn. There does not appear to be anything earlier on the site. As such, and in the light of the findings of the previous watching brief, I don't feel that a watching brief will be justified or necessary in this case.

RELEVANT POLICIES

National Planning Policy Framework – March 2012**Bristol Core Strategy (Adopted June 2011)**

BCS9	Green Infrastructure
BCS12	Community Facilities
BCS16	Flood Risk and Water Management
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM16	Open space for recreation
DM17	Development involving existing green infrastructure
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM31	Heritage assets
DM35	Noise mitigation
DM19	Development and nature conservation

Supplementary Planning Guidance

Cotham and Redland Conservation Area Character Appraisal

KEY ISSUES

(A) ARE THE PROPOSALS ACCEPTABLE IN PRINCIPLE?

The application proposes the installation of an artificial grass all-weather-pitch (AWP) in place of a section of the existing playing field. There is no change of use involved therefore there is no objection

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

to the principle of development and this is also considering the proposal against the site's designation as important open space.

However, any development involving playing pitches needs consultation with Sport England, which is a statutory consultee on such matters and their comments are material considerations. In this instance; Sport England have raised no objection subject to securing a community use agreement to allow the local community access to this new facility. This agreement can be secured through a planning condition similar to that recommended by Sport England in their comments above.

(B) IS THE PROPOSAL VISUALLY ACCEPTABLE AND WOULD IT PRESERVE AND/OR ENHANCE THE CHARACTER AND APPEARANCE OF THIS PART OF THE COTHAM AND REDLAND CONSERVATION AREA?

The AWP is functional in its design, akin to other artificial pitches now commonplace at sports grounds and other schools. Subject to final details of the finish of the AWP, in isolation it is considered visually acceptable.

It is important for open space in use for sport and recreation to be protected. In this case, the proposal would result in improved sports facilities on a site in educational use. However, the AWP is proposed complete with a 3m enclosure fence, effectively impacting upon the openness of the playing field, which is within the conservation area and is considered to be an important local feature.

The loss of the open area must be weighed against the education benefits that the AWP will bring. Although the Applicant has not provided additional written support for the need of the AWP, its obvious benefits are similar to those of the previous MUGA application (ref. 10/03337/F). Whereby the AWP is a key requirement for the future educational use of the site; allowing physical education to take place outside, irrespective of inclement weather and winter-time pitch fatigue/over-use.

Whilst it is accepted that the proposal will result in the loss of an open area which would not preserve this part of the conservation area, it is considered that this is outweighed by the educational benefit when combined with an acceptable design that minimises the development's impact on the open space as a whole. As such, with the provision of details for finishing materials, landscaping proposals, including additional tree planting and cross sectional information to take account of the minor change in levels across the site (less than 1000mm), it is considered that no objection is raised on this, that warrants refusal of the application.

(C) WOULD THE PROPOSAL HARM THE RESIDENTIAL AMENITIES OF NEIGHBOURING OCCUPIERS?

The installation of the AWP and associated enclosure would not cause any unacceptable harm to the residential amenities of neighbouring occupiers, including privacy, from its physical presence.

Whilst assessing this issue, it has to be noted that there is no change of use involved as the playing field can already be used for sports. Furthermore, no floodlighting is proposed so the time sport has to finish due to poor light is no different than existing.

However, the pitch enclosure can create issues of noise and disturbance through balls striking the fence. Similarly to the permission for the MUGA, it is deemed reasonable to request an acoustic report detailing noise measurements and what, if any, mitigation measures can be incorporated into the design. Two such measures could be the absence of backboards and specialist fixings; both of which would minimise reverberation noise. As such a suitably worded condition is proposed along with an advisory note to this effect.

Although the AWP is not proposed to be artificially lit, it is necessary to restrict the hours it can be used so that summer time activity is ceased at an appropriate time. The 2010 application for the

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

MUGA (ref. 10/03337/F) was restricted until 21:00hrs Monday to Saturday and 18:00hrs on Sundays and Bank Holidays. The 21:00hrs watershed seems appropriate and this approach should be repeated for the AWP. The Applicant has applied for earlier finishing hours on Saturdays (17:00hrs) and no activity on the AWP at all on Sundays and Bank Holidays. This seems appropriate given the larger scale of the AWP compared to the MUGA and its closer proximity to neighbours, therefore a condition to this effect is recommended.

Subject to the imposition of the above mentioned planning conditions and the Applicant satisfying these conditions; the proposal would safeguard the residential amenities of neighbouring occupiers.

(D) DOES THE PROPOSAL RAISE ANY GREEN INFRASTRUCTURE AND/OR NATURE CONSERVATION ISSUES?

The proposed location of the AWP is currently mown-grass playing field, therefore this does not warrant refusal of the application on habitat or nature conservation grounds.

However, given the amount and proximity of trees, of varying maturity, to the proposed AWP it is necessary to require the submission of a tree-protection programme, which can form part of the landscaping scheme noted above. Subject to this; the proposal does not raise any unacceptable green infrastructure issues.

(E) DOES THE PROPOSAL RAISE ANY ISSUES RELATING TO FLOOD RISK?

The proposed AWP incorporates a permeable surface and sub-base. There is no justification for refusal on flood risk grounds. However, in a consistent approach to that taken with the MUGA permission from 2010; the submission of a drainage strategy would ensure that no unexpected issues arise following completion of the development.

(F) DOES THE PROPOSAL RAISE ANY ISSUES RELATING TO TRANSPORT AND MOVEMENT?

As noted above, there is no change of use proposed or intensification of the use of the playing field. However, it is acknowledged that the construction of the AWP could result in a number of short-term local highway issues. To keep these to a minimum, it is recommended that a construction management plan be submitted as part of the permission. This would allow officers to consider and approve such aspects as site operative parking, deliveries, vehicle turning etc. Subject to this; the proposal does not raise any unacceptable transport and movement issues.

CONCLUSION

The application is acceptable in principle and would provide improved facilities for one of the city's schools. A number of conditions are proposed to ensure an acceptable form of development that safeguards neighbour's amenity and minimises its visual impact on the conservation area. With those conditions imposed the application is recommended to members of the committee for approval.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

This development is liable for CIL, however the CIL rate for this type of development, as set out in the CIL Charging Schedule, is £nil and therefore no CIL is payable.

Development Control Committee A – 27 July 2016

Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. Construction Management Plan

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

Parking of vehicles of site operatives and visitors.

Routes for construction traffic.

Hours of operation.

Method of preventing mud being carried onto the highway.

Pedestrian and cyclist protection.

Proposed temporary traffic arrangements including hoardings and/or footway closures.

Arrangements for turning vehicles.

Arrangements to receive abnormal loads or unusually large vehicles.

Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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

3. No development shall take place until there has been submitted to and approved in writing, by the Local Planning Authority (LPA), a detailed assessment on the potential for noise from the development affecting neighbouring residential properties.

If the assessment indicates that noise from the development is likely to affect neighbouring noise sensitive premises then a detailed scheme of noise mitigation measures shall be submitted to and approved in writing by the LPA prior to the commencement of the development. The noise mitigation measures shall be designed so that nuisance will not be caused to the occupiers of neighbouring premises by noise from the development.

The noise assessment shall be carried out by a suitably qualified acoustic consultant/engineer and shall take into account the provisions of BS4142: 2014 "Methods for rating and assessing industrial and commercial sound" and BS8233: 2014 "Guidance on sound insulation and noise reduction for buildings."

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

Reason: - To safeguard the residential amenities of neighbouring occupiers from undue noise and disturbance.

Development Control Committee A – 27 July 2016**Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT**

4. Further details - Typical Sections of AWP

No development shall take place until detailed drawings at the scale of 1:100/1:50 showing typical cross sections through the development, including adjacent land and the all-weather-pitch base/sub-base, have been submitted to and be approved in writing by the Local Planning Authority. The detail thereby approved shall be carried out in accordance with that approval.

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

5. Submission and approval of landscaping scheme (including tree protection)

No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development.

The approved scheme shall be implemented so that planting can be carried out no later than the first planting season following the completion of the development or the first use of the all-weather-pitch, whichever is sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: To preserve and enhance the character and appearance of the conservation area and to ensure the development is visually satisfactory.

6. Sustainable Drainage System (SuDS)

The development hereby approved shall not commence until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the first use of the development and maintained thereafter for the lifetime of the development.

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

7. Further details of materials before relevant element started

Detailed drawings and/or manufacturer's information of the enclosure fencing for the all-weather-pitch, including its colour and any noise/vibration reducing features, shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

Reason: In the interests of visual amenity and the character and appearance of the conservation area and to safeguard the residential amenity of neighbouring occupiers from undue noise and disturbance.

Development Control Committee A – 27 July 2016

Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT

Pre occupation condition(s)

8. Community Use Agreement

Prior to the first use of the development, hereby approved, a community use agreement is to be prepared (in consultation with Sport England) and submitted to and approved in writing by the Local Planning Authority. The agreement shall apply to the sports facilities proposed and include details of:

Pricing policy,
Hours of use,
Access by non-educational establishment users/non-members,
Management responsibilities,
Mechanism for review, and
Measures necessary in order to secure the effective community use of the facilities.

The development shall thereafter be operated in accordance with the approved community use agreement.

Reason: To secure well managed safe community access to the sports facilities and to meet development plan and Sport England objectives.

Post occupation management

9. Operating Hours

The use of the all-weather-pitch hereby approved shall be restricted to the hours of 08:30hrs to 21:00hrs Monday to Friday, 09:00hrs to 17:00hrs Saturdays and not at all on Sundays and Bank Holidays, unless otherwise agreed in writing with the Local Planning Authority.

Reason: - In order to protect the residential amenities of nearby occupiers from undue noise and disturbance.

List of approved plans

10. List of approved plans and drawings

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

Location and Block Plan, received 9 March 2016
Existing Site Plan, received 9 March 2016
CSB-FP-01 Annotated Aerial Photo for Siting of AWP, received 9 March 2016
CSB-FP-04 B Proposed North Elevation, received 9 March 2016
CSB-FP-05 B Proposed East Elevation, received 9 March 2016
CSB-FP-06 B Proposed South Elevation, received 9 March 2016
CSB-FP-07 B Proposed West Elevation, received 9 March 2016
CSB-FP-03 AWP Playing Surface Layout, received 30 March 2016
AWP Surface Details and FIFA Testing, received 30 March 2016
AWP Surface Specifications, received 30 March 2016

Reason: For the avoidance of doubt.

Development Control Committee A – 27 July 2016

Application No. 16/01156/F: Cotham School Cotham Lawn Road Bristol BS6 6DT

Advices

1. Condition 8 - Guidance on preparing Community Use Agreements is available from Sport England www.sportengland.org.
2. Conditions 3 & 7 - The Applicant is advised that the use of back-boards within the AWP is likely to be the source of peak noise and disturbance and it is therefore suggested that the final design of the pitch enclosure exclude traditional backboards and utilise noise-deadening equivalents, rebound fencing and/or specialist fixings to isolate the fencing from the posts to reduce vibration noise.

BACKGROUND PAPERS

Sport England
Pollution Control
Archaeology Team

1 April 2016
13 July 2016
13 July 2016