

WARD: Southville

SITE ADDRESS: Land At Corner Of York Road And St Lukes Road Bedminster Bristol BS3 4AD

APPLICATION NO: 21/06878/F Full Planning

DETERMINATION DEADLINE: 26 August 2022

Mixed-use redevelopment including 221 residential (C3) units and 651 sq.m. of commercial floorspace (Class E) on ground floor, together with a new vehicular access off Mead Street, cycle and car parking provision, private amenity space, servicing arrangements, landscaping, public realm, and associated works.

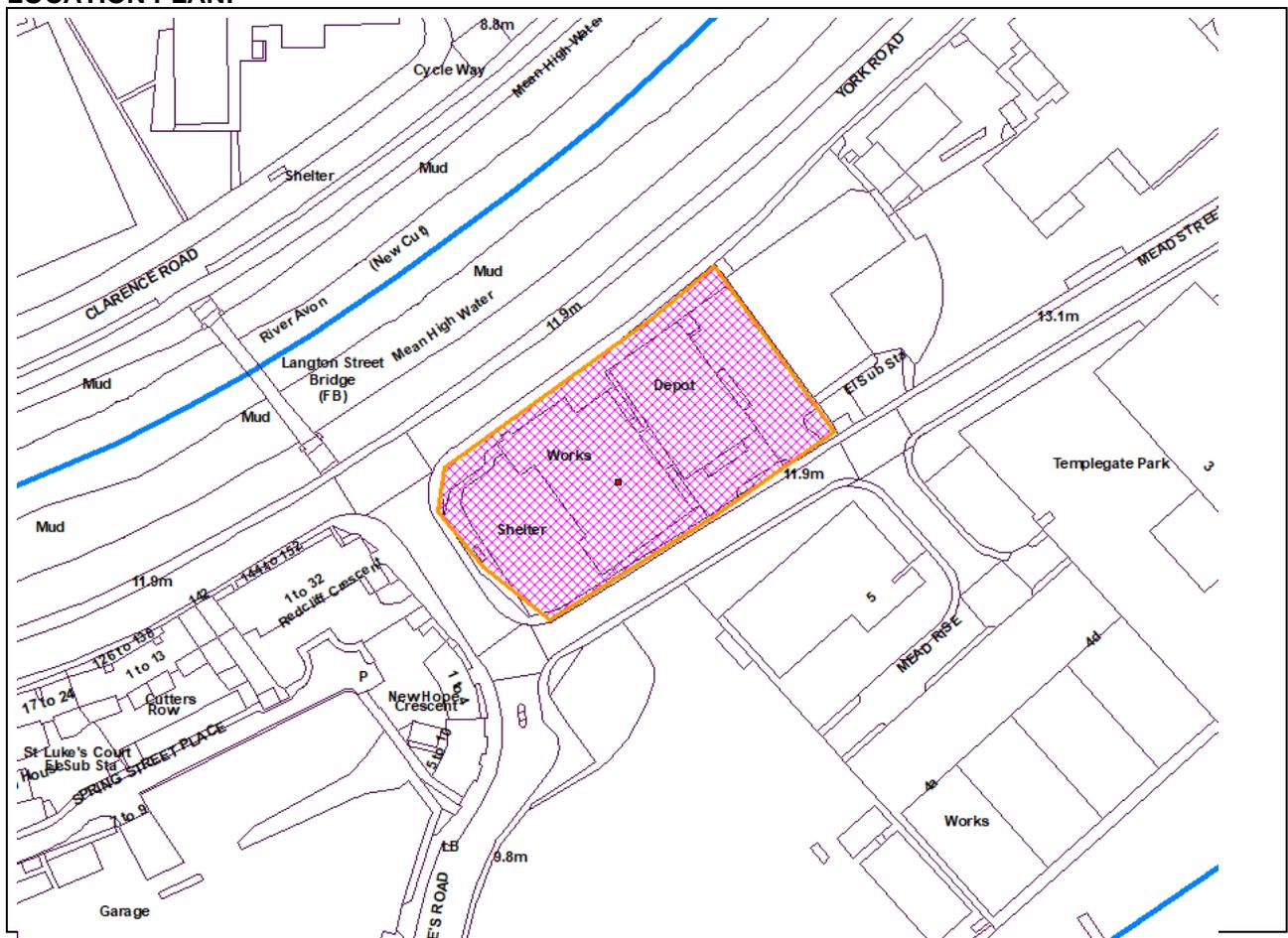
RECOMMENDATION: Refuse

AGENT: Savills (L&P) Plc
Embassy House
Queens Avenue
Bristol
BS8 1SB

APPLICANT: Donard (Bristol) Ltd

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

LOCATION PLAN:



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SUMMARY

This planning application relates to a piece of land on the corner of York Road and St Luke's Road in Southville Ward which is allocated in the current local plan as PIWA (Principal Industrial and Warehousing Area). The proposal is for the construction of 221 residential flats along with 651sqm commercial floorspace. The site lies within the Temple Quarter Enterprise Zone as well as the area covered by the Mead Street Development Brief, which was recently approved by Cabinet and sets out a vision for the regeneration of Mead Street to deliver a new neighbourhood with a mix of new homes and workspaces, green space and sustainable travel options. This site is the first in the area to come forward for a decision. Officers are aware of a number of other sites currently being proposed for development in the area, and there is also a Regeneration Framework being prepared for the Whitehouse Street area to the west.

Firstly, the strength of opposition locally to this application is significant, with over 300 objections having been submitted to the Council individually, in response to consultation on the application. There has also been a petition with over 4,000 signatures objecting to the addition of height in the Mead Street area in general.

The wider Mead Street area is referred to in the emerging local plan as being appropriate for mixed use development, and the current PIWA allocation is expected to be removed. The emerging local plan is due to enter a second phase of consultation in due course, therefore at the current time, the policies can be afforded limited weight.

In assessing this application, officers have given weight to the fact that the Council is currently unable to demonstrate a five-year supply of housing land and has committed to the delivery of 33,500 homes by 2036¹. The Development Brief expects the Mead Street area itself to be capable of delivering around 1500 new homes.

The applicant has confirmed that 30% of the dwellings would be offered as Affordable Private Rent as part of a wholly Build to Rent scheme. The policy requirement of 30% affordable housing would be secured by s106 agreement. This application can only consider the policy compliant offer, and any planning consent would be able to secure the policy compliant offer only.

Officers have been working on this proposal with the applicant for over a year and during the process have raised a number of concerns relating to the overall design of the scheme. Revisions have been made to the application however, as set out in this report, it is not considered that a good quality scheme is proposed that would successfully deliver on the overall aspirations for the area. In addition, it is not considered that the quality of the scheme itself justifies the high density, level of harm that would arise, and the weight required to be placed on emerging policy for it to be supported.

The scheme complies with policy on the following matters: provision of affordable housing, agreed connection to the District Heat Network, biodiversity and tree replacements. Contributions towards site specific highways mitigation in the area would be required although no negotiations have commenced at time of writing. Langton St bridge, extension of Residents Parking Scheme, Bedminster Bridges/southern gateway and a signalised crossing on St Luke's Road would be required to mitigate the impact on the local road network.

It is recognised that the application would make a significant contribution towards the city's housing delivery targets and includes affordable housing. As this report will conclude, however, this harm that would arise from granting planning permission is considered to significantly and demonstrably outweigh this benefit. In reaching a decision on this application, members will need to weigh the

¹ Mead Street Development Brief May 2022

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benefits of the development against the harms and impacts of the proposal. Officers acknowledge that the scheme will deliver identifiable benefits but have concluded that these will not outweigh the level of harm.

SITE DESCRIPTION

The 0.43ha application site has been recently cleared, but previously contained a low rise (two storey) industrial building occupied by Bart Ingredients, (a manufacturer and distributor of spices for food production within Use Class B2). There are two existing separate vehicular accesses onto Mead Street, which links St Luke's Road to Bath Road (A4), which is some 240m to the east of the site. Mead Street currently has pedestrian and cycle only access onto Bath Road. The site forms part of the Principle Industrial and Warehousing Area (PIWA) as designated in the adopted local plan, and as such there are a number of industrial and commercial businesses operating in close proximity.

The site lies outside of both City Centre and Central Area boundaries, and is adjacent to the River Avon Site of Nature Conservation Interest. It is within the Southville ward of the city and within walking distance of Temple Meads mainline train station as well as numerous bus services which run along Bath Road.

The Bedminster Conservation Area boundary runs along the western edge of the site, in the centre of St Luke's Road. The nearest listed buildings are the Langton Street Bridge – Grade II listed, and three houses, at numbers 138-142 (even) York Road - Grade II listed.

The site is also located within the extended Temple Quarter Enterprise Zone and the is in the Mead Street Development Brief area.

The site is located in Flood Zone 1, indicating a low risk of flooding.

On the site to the east lies the Royal Mail delivery office which contains a two storey high warehouse and directly abuts the application site. To the west are three storey residential developments on the opposite side of St Luke's Road. The application site lies on the western-most edge of the designated PIWA, with other industrial uses using Mead Street as their access, as such, the site is on the corner of the main access to the industrial estate and experiences relatively high volumes of HGVs and commercial traffic.

To the south is the mainline railway line, which is abutted by the prominent Totterdown escarpment flanked by characteristic terraced housing which overlooks the city. To the north of the site is York Road, a heavily trafficked A-road connecting the city to areas to the south-west. The River Avon and the city centre area of Redcliffe can be accessed over the Langton Street bridge.

RELEVANT HISTORY**21/02751/PREAPP**

Pre-application advice issued on 30 November 2021 for a 'Mixed-use redevelopment to create new office and retail space on the ground floor and 236 new homes on the upper levels, together with associated amenity space and 67 car parking spaces'. Advice to the applicant was that the proposal could not be supported, but they were advised to continue developing the proposal alongside working with officers on the Development Brief, to ensure the best response for the site.

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21/05572/N

Prior Notification sought for 'Demolition of vacant industrial building'.
Agreed 6 January 2022

21/06197/SCR

Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for mixed-use redevelopment to create up to 700 sq. m. of new commercial (Class E) floorspace on the ground floor and up to 250 new homes on the upper levels, together with associated amenity space and car parking spaces. Includes demolition of the existing buildings and structures.
EIA NOT REQUIRED confirmed 17 February 2022.

APPLICATION

A mixed-use redevelopment is proposed, with residential units, commercial units within Use Class E at ground floor level, and basement car and cycle parking.

The bulk of development would be arranged in an 'E' shape, with the projecting elements as 11, 11 and 7 storeys respectively, and there would be a landscaped area of public realm in between the blocks which would link Mead Street to York Road.

Vehicular access would take place from Mead Street.

AMENDMENTS DURING THE COURSE OF THE APPLICATION

The applicant submitted amendments to the scheme on 22 July 2022, and a further round of consultation was carried out on these.

The amendments are as follows:

- Reduction in number of dwellings from 244 to 221
- Reduction by one storey to Block A (fronting St Luke's Road) to result in 6 storeys plus dormer level
- Alterations to dormer level treatment (to result in 2no 10+dormer level and 6+dormer level blocks)
- Introduction of flat roof and roof terrace between blocks A and B

SCHEDULE OF ACCOMMODATION

1B2P Flats: 121

2B3P Flats: 52

2B4P Flats: 25

3B4P Flats: 23

AFFORDABLE HOUSING

All 221 of the dwellings would be provided as Build to Rent, (BTR). Of this figure, 66 (30%) would be delivered as Affordable Private Rent (APR).

The remaining 70% of the dwellings would be offered at Discount to Market Rent.

PRE APPLICATION COMMUNITY INVOLVEMENT

Due to its size, the application is required to be accompanied by a Statement of Community Involvement. Guidance and good practice examples exist to inform the choice of appropriate methods in order to help ensure effective, efficient, transparent and accountable community involvement. Those responsible for undertaking community involvement are expected to reflect such good practice to ensure inclusive, fair and effective initiatives. Failure to do so may limit the

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validity and relative credibility of the involvement undertaken.

The applicant prepared a statement of community involvement (dated December 2021) which has been assessed, and is summarised below:

i) Process

Bristol Neighbourhood Planning Network was consulted at the outset, Southville ward councillors and one Windmill Hill ward councillor were briefed.

An online stakeholder briefing was held by the applicant on 29 November 2021

An in-person public exhibition was held at the Engine Shed on 30 November 2021, 19 people attended the event, with 62 feedback forms posted.

ii) Fundamental Outcomes

Mixed views were reported on the principle of residential-led development, since the site is in a PIWA. Respondents acknowledged that there was a need for housing, particularly affordable housing. A number of respondents supported the inclusion of cafes/workspaces at ground floor. People were keen to see a generous provision of green space and biodiversity.

Concerns were expressed about the high density, the applicant responding by stating that this density would help deliver on the Mayor's commitments and contribute to a greater supply of housing in Bristol.

Concerns were raised about the height and the resultant loss of views to and from Totterdown. The applicant's response is that the area is about to change, and that the 'finger block' arrangement would ensure glimpsed views through the development were still possible.

Mixed views were expressed about parking, with some raising concerns about displaced cars being parked in Totterdown, with others preferring low or zero parking on site. The applicant's response is that the inclusion of cycle parking and EVC points would encourage sustainable travel whilst minimising the impact on air quality.

People sought reassurance that the scheme would connect to the District Heat Network, which is the intention.

Concerns were raised about the impact on local services, and the applicant expects to contribute towards education and healthcare services.

RESPONSE TO PUBLICITY AND CONSULTATION

A total of 338 letters were sent to occupiers in the area initially on 20.01.22, and subsequently on 20.07.22, with all parties having made comments on the original scheme having been notified of the amendments. Comments are summarised but are all available in full to read on the Council's website prior to any decision being taken on the application.

Ward Members

Councillor Lisa Stone (comments are summarised)

Initially wanted to approve a development of energy efficient affordable homes and a number of points are supported (connection to the heat network, provision of amenity space, provision of cycle storage) but object for the following reasons:

- Lack of clarity regarding carbon zero proposals
- Buildings are too tall and will harm the historic environment and have a negative impact on the amenity of nearby occupiers
- Density is high and the design does not complement the surroundings
- Scores poorly against Urban Living SPD in terms of child yield

3 comments have been received in support:

- It will be good to have investment in what is currently a run down and unattractive area.

Opposition on the grounds of resisting change seems unreasonable, particularly on this city centre site.

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- The development is on an inner city brownfield site so is in a sustainable location.

255 objections were received:

Density/Land use objections

- The density is too high.
- Support the need for housing and this is an appropriate site, but the buildings proposed are too tall.
- Development should show more of a commitment to mixed use
- The scheme should be refused until a proper strategy for the re-development of the area is established.
- There is an opportunity here for BCC to draw up a masterplan for the area and demand an attractive, well-designed mid-rise housing scheme.
- Acknowledgement of some support for the use of the site for residential use.

Affordability

- The flats are for rent, not for sale – young people should be offered a chance to buy affordably.
- The 1b2p flats would have to be occupied by two people as a minimum, as a single person could not afford a flat designed for two. This is at variance with the national increase in single person living.

Design / Heritage objections

- The height of the development will destroy the iconic colourful view of Totterdown Houses on the escarpment.
- The height should be limited to 6 storeys (8 storeys/5 storeys/3 storeys)
- Detrimental to the aesthetics of Temple Meads Station, Bath Bridge and views towards Totterdown.
- The development should be considered in combination with other developments in the area such as Temple Island.
- Bedminster CA Appraisal refers to Totterdown escarpment as a key view and landmark (p25 1.3)
- The development looks like a concrete canyon, and would be soulless and an eyesore.
- The current view (of the escarpment) is important and should be preserved. This wouldn't even be a discussion if this was in Cliftonwoods.
- The views submitted with the application are misleading – there is little point in showing the site from a drone's perspective – we need to understand the human views.
- Urban Living indicates that density of 120 dwellings per hectare is appropriate. This is 4 times that maximum and would result in poor social outcomes.
- Urban Living states that a 'poorly designed tall building can have a detrimental impact on the historic townscape of a city like Bristol' and 'the topography and skyline of a city like Bristol'. The proposal would do all of that.
- Dark metallic cladding would make the development appear blocky and grim.
- The development would only be 1.5m from its boundary, with a façade filled with single aspect flats. This would blight the neighbouring landowners and produce overlooking issues.
- The site is in the Inner Urban area as defined by Urban Living, not the city centre where densities can be higher.
- Urban Living states that 'a poorly located, poorly designed tall building can have a detrimental impact on the topography and skyline of a city like Bristol' and that 'A tall building should not be located where: it hides or masks the topography of the city or it harms valued views from key vantage-points'. This proposal would do all of that if permitted to proceed.
- The inappropriate doubling and near trebling of the prevailing height is not justified by any precedence.
- Using the tower blocks on the north side of the river as precedents (Broughton and

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Yeamans Houses) is nonsensical. The context of these buildings is completely different in that they are widely spaced within open ground. This is very different to a building of similar height set much closer to adjoining buildings.

- The applicant has notably not included any views showing the development from Langton Street Bridge.
- The architecture proposed is homogenous. Bristol has a unique character generated by its topography, architecture, open spaces and waterways. Development therefore needs to enhance this cityscape.

Amenity objections

- The area is a high pollution area
- Poor standard of living.
- The flats are only 18m apart, this would result in unacceptable overlooking, especially as many of the flats are only single aspect.
- The noise report recommends that windows would be sealed shut with artificial ventilation. There is no mention of soundproofing between flats or noise from the proximity of neighbouring balconies.
- The buildings would block light and direct sunlight to many residents (on the escarpment)
- The Internal Daylight Assessment indicates that many of the apartments would be miserably dark, yet concludes this would be acceptable. There is also the assumption that the remainder of the site would remain undeveloped and relies upon the single storey surroundings to achieve the results.
- The flats would be cramped, accessed from anti-social narrow corridors with minimal servicing of waste, storage, recycling facilities.
- The development would not receive the benefit of the South-South-East aspect due to the Totterdown escarpment, particularly for flats on the lower floors.
- If large trees are planted they would create more shade for the lower storeys, this has to be balanced by the need to provide acceptable tree planting.
- Bins would have to be pushed through the communal open spaces, making them more like service corridors rather than ambient social spaces for residents.
- Concerns about increased crime, as raised by the police.
- The site is close to the Network Rail compound. This is lit all night and is likely to cause disturbance due to light, noise and traffic to the new homes.

Transport/Parking objections

- The development would add to parking pressure in the area due to the low level parking allocated to the development
- The Bath Road Wells Road junction is always busy, this would add to it and congestion generally in the area.
- Public transport links are poor
- There appears to be no information in the application on how the proposed retail units would be serviced – it would be of concern if St Luke's Road were to be used.
- The application over-emphasises the importance of the link between Mead Street and York Road – this can never be a primary route as people are either going to Temple Meads and would use Bath Road, or to the north of the river over Langton Street Bridge
- SP to check – is there a system of allocating car parking spaces to family sized units?

Landscaping/Green spaces/Environmental concerns

- Almost all public realm has been given over to tall buildings to close to the boundaries.
- There would be an impact on the use of green spaces, particularly Victoria Park.
- The tall buildings would create a wind tunnel effect, so the green spaces between them would be unattractive .
- Green space provision is poor.

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- There is an abundance of wildlife along the railway embankment. Owls, bats, badgers, sparrow hawks, foxes and deer have been spotted. There is no evidence in the application of these having been documented
- The plans recommend destroying every tree – many are sizeable and cannot be easily replaced with trees planted amongst tall buildings.
- In keeping with the One City Strategy, why is the energy efficiency standard for the buildings not Passivhaus?
- New green space should be created within the development rather than expecting the existing Victoria Park to get even busier.
- The Wind Desktop appraisal does not carry out a CFD study. The approach fails to recognise the topography of the area and the river valley. It speculatively uses data from a site 7km away and reduces wind speeds by over 50%
- Flats on the St Luke's Road elevation need additional insulation against the prevailing wind direction than just solid balconies.
- No mention is made in the ecological survey of bats which are known to exist in the area.
- The biodiversity would not increase by removing all trees shrubs and greenery as claimed by the application.
- Single aspect flats will require more energy to provide light – this would conflict with Bristol's aims to be carbon neutral by 2030
- The proposed wildlife refuges within the scheme would struggle to thrive due to the noise generated by the 244 households.
- The site is close to the New Cut so the risk of damage to the ecology is significant. The high number of new residents will increase the amount of litter in the New Cut, damaging the fragile ecosystem.
- The trees and hedges should be protected under TPOs.

Other objections

- Pressure on schools and local GPs.
- Little attempt to engage residents, either by developer or BCC.
- We need family sized homes, not tiny flats in high rise blocks, due to the quality of life for people in high rise blocks.
- The loss of the much relied upon petrol station on York Road would result in residents of Totterdown having to drive further afield for petrol, impacting on congestion and air quality.
- Reference in the DAS to 7 and 10 storey plus ground floor is very misleading – the proposals are for an 8 and 11 storey development.
- The claim that materials would be locally sourced is hogwash – metal cladding, steel, bricks and concrete are all imported from outside Bristol and even the UK.
- The Oak doors listed on the drawings are elusive – which locally sourced oaks are being used?
- The Fire Service report clearly states that the increase of housing in tower blocks is stretching their capacity to the limit.

TOTTERDOWN TRESA – Resident amenity group

- The Statement of Community Engagement only lists the positive comments about redevelopment of the area and fails to address concerns repeatedly raised about building heights
- A major concern is the impact of the height and form of development on views of the Totterdown escarpment. The applicant underplays the detrimental impact of their proposal.
- The full panorama of the escarpment is visible from several points, contrary to what the applicant says about it only being captured in glimpsed views.
- The development is overbearing and would be at odds with buildings on the other side of St Luke's Road. This has failed to address concerns raised by the City Design team.
- The high proportion of single aspect units is evidence that the developer is prioritising profit over the well-being of those living in the proposed development.
- The Child Yield calculation suggests that 98 children (0-15) would live in the proposed

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development. Victoria Park is a dangerous walk away. Given that the development is designed to meet only the minimal space requirements, it is questioned whether the proposed development will provide good quality homes for families. It is also questioned whether the applicant's calculation of children under the age of 4 is correct. They state 19, whereas the calculator shows 50.

WINDMILL HILL AND MALAGO (WHAM) – Resident Amenity Group

- Whilst the use of the site as residential is seen as positive, the development is grossly out of scale.
- The amount of workshop space being provided is not going to replace the current levels of employment. Inner city workspace is vital to the creation of the local city. The number of workspaces should be increased in proportion with the increase in residents.
- There is no real commitment to anything in terms of energy performance . Will the scheme be BREEAM certified? There are concerns about overheating.
- Whilst the planted public realm is good, it is unclear how much private play space is included for families. Also, the public realm between the tall buildings appears to be too narrow, and flats on either side of the route would be looking at each other.
- Level of green cover is much lower than that of the existing site. Planting appears limited to ground level although the ecological studies make reference to green roofs. Ground level planting will be in shade for much of the day.
- The width to height ratio of the courtyard and route between blocks is too narrow and should warrant a re-design.
- The varied tone of the bricks proposed is good, but the use of stone at lower levels is too much for the area. Metal cladding is not a great choice as the area it will be used on is too great.
- Height is excessive and will cause great harm to the visual landscape of Bristol and ruin key views of an important landmark – the Totterdown escarpment.
- The Urban Living SPD requires tall buildings not to obscure topography, this building ignores this.
- The escarpment should be viewed as a long object – the development divides this and prevents views of it.
- The block appears solid from most views and different from the context. It is deeper than the surroundings and appears as an impenetrable masonry mass.
- The Georgian houses along York Road are among the last Georgian houses built in Bristol and views in this context must be protected.

BRISTOL CIVIC SOCIETY – Residents Group

- Proposals for the loss of commercial premises should not be considered in the absence of a masterplan for the area providing for a balanced redevelopment of the area from Bath Road to Bedminster Green. Such a plan should be adopted by the Council after full consultation with residents and stakeholders. The Society does not support the loss of PIWA land.
- The blocks of the height and mass proposed will be harmful to views towards Richmond Street on the escarpment, as well as other important views towards Grade I listed Temple Meads Station and St Mark Redcliffe. The submitted VIA does not adequately address the concerns.
- Poor quality of accommodation for new residents - air quality in view of the location on the busy junction.
- The high number of single aspect flats is of concern
- There are limited facilities for residents. The impact on school places also needs to be considered.
- 100% affordable would be welcomed.

Bristol Tree Forum (21.02.22):

Planning application 21/05572/N should not have been validated because it did not include any evidence that would have allowed proper consideration of trees and hedges growing on the site as well as all its other ecological and environmental assets. At least four of the trees make a

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significant contribution to the landscape and could be retained. There is a large cedar on St Luke's Road which would merit a TPO. There are three Swedish whitebeams on Mead Street. The city has declared a climate emergency and pledged to become carbon neutral by 2030 and double tree canopy cover by 2046. All of this is meaningless unless we take every opportunity to deal with these emergencies to achieve these pledges.

The proposals do not comply with planning policies which urge development to incorporate existing green infrastructure.

Trees planted on the highway will need approval from the highways authority (OFFICER NOTE – Bristol City Council is the highway authority for York Road and not National Highways).

York Road has a Marshalls integrated kerb drainage system so is sensitive to misalignment. In addition, a distance of 1.8m clear pathway must be available for accessibility requirements. Street trees need one metre clear, which means the pavement would need to be 3m wide (OFFICER NOTE – pavement widths on the proposed layout are shown as a minimum of 3m on all sides)

Further comments on Biodiversity Net Gain (10.05.22):

The applicant's BNG evidence claims that the proposals will result in a BNG of 96.4% Habitat units and 12.58% hedgerow units. However, we disagree. The habitat on site was all destroyed so there is now no possibility of enhancing the habitat or returning it to its former state. All that can be done now is create new habitat.

We assign High strategic significance to all habitats.

The trees proposed are of potential size and stature that makes them inappropriate for the site. If the proposed trees reached their projected size after 30 years they would provide 0.1370 hectares of canopy cover. Given that the site is only 0.44 hectares and will comprise mostly building development this appears unrealistic.

There are objections to the way in which the urban tree habitat baseline was calculated by the applicant, as the calculations result in unrealistic habitat area projections. The applicant has set the condition of the new habitat at Moderate, but we consider it to be Poor, the same as the baseline condition, in view of the concerns raised about the tree planting. Furthermore there would be a delay before any new habitat is created. We calculate that the applicant's proposals will result in a net loss of 5.64% of habitat units and 67.46% of hedgerow units.

BTF (07.08.22)

Additional comments made in response to re-consultation

Concerns that some of the trees proposed as replacement trees would be planted on the public footway and would therefore be unviable and cannot count towards the BTRS requirement.

The proposed reduction in the number of replacement trees (38 instead of 41 originally proposed) as well as the inclusion of the flat roof garden, does not appear to have been factored into the applicant's BNG calculations.

The proposed basement will mean that not all of the trees will be able to reach their full potential.

The BNG rules require trees to be replaced like for like. In view of the above point, the BNG calculations are flawed and (the BTF's) own calculations demonstrate that the proposal will result in a net loss of habitat units.

The Environment Act is now law and the required minimum 10% BNG will soon take effect. In (the BTF) view, the proposal has failed to provide net gains for biodiversity or to demonstrate a positive biodiversity gain when using the metric.

The BTF do not agree that the LEMP can be secured by condition.

The recommended condition to require details of lighting seems unrealistic given the site is located fronting onto three roads.

PETITION – 4,292 Signatures

We the undersigned ask the Mayor and councillors of Bristol to ensure that views of the Totterdown escarpment, an iconic feature of our cityscape, are protected from development proposals that wholly or partially obscure the panorama of colourful houses on the hilltop.

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Views of the Totterdown escarpment regularly appear in local and national publications as an iconic feature of our city.

The Heritage Assessment of the Temple Quarter Enterprise Zone includes the Totterdown escarpment as one of the principal iconic landmarks in the vicinity of Temple Quarter.

Bristol's City Design Team describe the Totterdown escarpment as "an iconic cityscape feature" that requires careful thought for the whole of the Framework area.

However, views of the escarpment are threatened by inappropriate proposals for tower blocks (from 6+ground to 21+ground) in the proposed redevelopment of the Mead Street. We are not against creating a new mixed-use neighbourhood along Mead Street, but this must be at heights that do not obscure the panorama of the Totterdown escarpment.

RE-CONSULTATION

Letters were sent inviting comments on the revised scheme on 20 July 2022. At time of writing, close to 100 additional letters of objection had been received, objecting to the scheme on the grounds covered above.

OTHER COMMENTS

Air Quality Officer has commented as follows:-

I have reviewed the Air Quality Addendum (Revision 2 8th July 2022).

The report concludes that new exposure to concentrations of NO₂ exceeding the air quality objective for NO₂ (annual mean) will be introduced at first floor level. It recommends mitigation of this impact by NO_x filtration for the MVHR for this floor on the York Road facade. Further, it states that " ..openable windows are only used for short term purge if required."

Allowing openable windows does not adequately mitigate the introduced exposure in my opinion, as there is no stated mechanism for ensuring that windows will not be opened for purposes other than short term purge. If this mitigation does not include fixed shut windows or a clear mechanism for limiting the opening of windows I must object.

I recognise that it is not ideal to insist on non-opening windows for the purposes of air quality. Other impacts arise from this mitigation, such as increased energy use, loss of amenity and potential for overheating. Nonetheless, in the absence of another proposed mitigation strategy, such as re-siting the residential accommodation away from the polluted roadside, I must recommend that the mitigation should include fixed shut windows in order to protect the residents from the harmful effects of road pollution.

If a condition is agreed that includes fixed shut windows and NO_x filtration for the affected facade \ floor then I have no objection to the development on the grounds of air quality. Similarly a condition is needed to mitigate construction activities.

Avon Fire and Rescue has commented as follows:-

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

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HSE - Fire Safety has commented as follows:-

Access to firefighting water

Section 13 of the fire statement states that the developer doesn't know if the existing hydrants are currently useable. While the response "don't know" is a valid response on the form, this development relies on working hydrants to supply firefighting water to the dry rising mains. Without knowing that the hydrants are useable, the proposal might be relying on a disused water main or faulty hydrant.

Basement Car Park

The following point does not impact on land use planning considerations; however, it is noted that there is no lobby protection provided to the firefighting shafts at basement level. In line with the recognised fire safety design standards, this will need to be considered at the detailed design stage.

Arboricultural Team has commented as follows:-

A Softworks landscape plan (Dwg 596-CTF-XX-XX-DR-L-50000 Rev P03) has been provided. This plan identifies 42 replacement trees and 6 large shrubs. The proposed trees are predominately within 2 main families, Fagaceae and Rosaceae with a wider genus and species distribution that provides a reasonable level of species diversity and future proofing from pathogens which is acceptable. The hard landscape plans identify a number of rain water gardens and raised planting beds; these plans do not provide a specific soil composition for the areas and therefore a structural soil condition has been added to ensure the tree pits are well structured and incorporate Suds systems to improve watering and water retention in the planting areas to aid establishment and ensure each tree has a sufficient soil volume through to maturity. The proposed tree planting fully mitigates the untimely loss of the historic trees on site in accordance with the NPPF Para 180, DM17 and the Planning obligations SPD.

The landscape plan does not seek to over plant the site but does provide a high quality landscape proposal for the future. This is well received given the abrupt removal of all of the historic trees on site during the application process. It is recognised that the trees will require management in the form of formative pruning to ensure they are compatible within their environment.

Conditions to secure the landscaping plan and tree replacements are recommended.

Design West has commented as follows:-

(Comments based on the original submission)

The development plot will be the first scheme of the wider Mead Street area coming forward and set the tone for the whole area therefore it needs to be ensured that the principles below (selected extracts only) are kept, and aspirations met:

- . Creation of a well-connected mixed neighbourhood
- . Delivery of new homes, employment and new community spaces
- . Contribution to high quality public space
- . New pedestrian street connections with Mead Street being the new green spine with active frontages
- . Encourage the development of zero-carbon buildings
- . Development in the Mead Street area will be expected to meet a high standard of environmental design and aim towards Bristol's objective of being carbon net-zero by 2030
- . Integrate green space thoughtfully into the public realm
- . Streets with emphasis on people over vehicle movements, active and attractive streets and public spaces, with a distinctive sense of place and character. Mead Street will become a new people focused street with generous space for people with wide footways, planting and connections to new public open space
- . The blocks are split into different character areas: city frontage and Mead Street which needs to

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be considered

- . Green infrastructure should be designed in a way that increases connectivity for wildlife between these valuable resources, contributes to the delivery of biodiversity net gain, and also provides health and wellbeing benefits for the community, as well as urban cooling benefits
- . Development proposals and public realm interventions will need to achieve at least 10% biodiversity net gain

Visual Impact, Massing and Elevations

The panel understood that the height has been partly increased to 11 storeys [*since pre-app*] and the density was also increased from approx. 425 units/ha to 560 units/ha which needs to be thoroughly tested if the proposed private amenity space is sufficient not just from an area point of view. It was not clear why the density of this already high density scheme had been increased, thus increasing the pressure to increase height and volume. A public open space has been created between the highest block and the C-shaped building with a south facing courtyard.

The highest block is positioned only 1.5m from the Royal Mail building which is a significant concern for us. The panel encourages BCC and Royal Mail to review the future development in collaboration as one plot to ensure the connections to the river are positioned in the right place and the very tall, overbearing blank wall, which will have to act as a party wall, can be avoided in the first place.

The panel heard that the team had developed further options for this area after the planning submission and then presented their revised preferred option, which creates a very small set-back courtyard (9m distance) to the Royal Mail building. This still does not resolve the issue of a substantial proportion of blank walls and – should a building on the Royal Mail site be designed up to the boundary - will create an unpleasant and dark environment for inhabitants.

It was especially useful for the panel to review the townscape and visual impact assessment studies (on the panel's request). It became clear that the current party wall has a significantly detrimental impact on the entire townscape, especially viewed from the Bath Bridge end and across the river.

Options for enlivening the wall were put forward by the team but especially a green wall will not be successful given the requirements for maintenance above the Royal Mail building and potential issues with fire regulations for buildings over 18m.

Regarding the massing across the site east to west, we are very concerned by the height towards St Luke's Road and believe that this has a detrimental effect on the existing residential area.

As we have seen now, this is also supported by the Draft Development Brief: [Extract] 'At the St Luke's Road end of the regeneration area there is a consistent prevailing height and development adjacent to this context is expected to adopt the recommendations of the Urban Living SPD for areas of consistent prevailing height (ie. up to 1.5x the prevailing height).'

It appears that the height proposed is currently over twice as high (7 storeys + roof with a higher ground floor compared to 3 storeys + roof of the existing) which the panel felt needs to be reduced more significantly. The recommendations of the Urban Living SPD should be followed.

We would also encourage a full understanding of key views at pedestrian level, taking surrounding buildings' heights into account not just the agreed views to ensure views to the escarpment and the river frontage can be maintained.

The panel appreciated that useful studies on the character and nature of historic and contemporary precedents in Bristol and their facade structure had been carried out, and a simple design rationale has been developed.

We do have strong concerns though that the aim to design a twin pitched roof motif has not been successful. The numerous dormers compromise the clarity of a pitched roof and are positioned too close to the gable ends, with the effect almost continuous dormers, rather than the predominance of a pitched roof. The panel concluded that the current roofscape proposals were not acceptable given that they are too busy and confused and do not have any precedents in this form.

We also recommend reviewing the sawtooth roofs on the lower element of the C-shaped block which appear alien in the context and won't allow the addition of additional amenity space or green

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roofs.

The success of the elevations will depend on the quality of the materials and how the massing of the scheme can be broken down further and shaped better to ensure it does not appear as one very large block, which is especially visible from the north/northeast. Introducing clearer set-backs and loggias will help to improve this.

The panel is also concerned about the choice of metal/zinc to the upper floors which makes it a very heavy top. An additional way to reduce the impact of the top would be to shape the upper 2.5 floors and set them back slightly.

Uses and Layout

Some small commercial and retail units are proposed throughout the scheme. Issues of access and servicing were discussed during the last review.

The panel is concerned that there are still large areas towards Mead Street which are not activated, especially around the private courtyard which is aggravated by the ramp into the basement.

The panel also asked to avoid the relatively large number of single aspect apartments. It is encouraging that the team has incorporated some daylight to the very long and, for the length, narrow corridors since the last review. There are still large areas without daylight though around the cores which needs to be addressed.

Public Realm and Landscape Proposals

Mead Street will become a key public space in the new development area. It needs to be activated to animate the street and provide an attractive and safe environment as also described in the Draft Development Brief [extract] 'Frontages to Mead Street should provide enclosure to define the public space. These frontages should be activated with commercial and residential entrances. Delivery and servicing should be provided away from the Mead Street frontages where possible.'

Given that Mead Street is proposed to be the key spine for the development of the masterplan area, it has not been demonstrated fully that this role as a potential boulevard has been fully realised, in the positioning of uses and the interface of the proposals with the public realm and street design.

Clearly, coordination with the aspirations of BCC, City Design Group and Highways (and the guidance in 'Manual for Streets') is essential, as this sets the precedence for building lines, street planting, pavement widths, cycle lanes, key street sections, building heights, levels of active frontage, vehicular access to underground parking spaces, etc.

The consideration of pedestrian and cycle flows in the design is also important to put the aspirations into practice as Mead Street has been identified as primary pedestrian and cycle route.

The panel is concerned that there are quite a lot of areas of hard landscape, especially to York Road, which makes it a harsh environment compared to its current more verdant character.

Land Contamination Officer has commented as follows:

The application has been considered including the Phase 1 Desk Study report prepared by Hydrock dated 20/12/2021, (Ref: 18284-HYD-XX-XX-RP-GE-0001), detailed comments have been provided to the case officer which should be considered prior to the submission of any revised/new documentation.

Broadly speaking the submitted Desk Study was primarily for due diligence purposes rather than for the proposed development, a site walkover was not part of this study and we have a number of concerns about whether or not all the potential contaminants have been considered within the report and/or conceptual site model. Therefore we do expect the Desk Study to be revised and resubmitted to ourselves for review prior to intrusive investigation taking place. We don't however have an objection to the proposed scheme with respect to risks from contaminated land.

The following conditions are recommended to be applied to any future planning consent (full

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wording provided to the case officer):

- Site Characterisation - Submission of revised Phase 1 Desk Study
- Intrusive investigation and remediation scheme
- Implementation of Approved Remediation Scheme
- Reporting of Unexpected Contamination
- Unexploded Ordnance

Crime Reduction Unit has commented as follows:-

Initial concerns were raised but following a meeting with the applicant it was confirmed that many of the issues could be addressed by condition. In response to the revised scheme, compartmentation of cores must be maintained. Movement to and from the new terrace must be access control restricted to common areas only to ensure security through the blocks is not compromised.

Flood Management team has commented as follows:-

The Drainage Strategy needs to be amended to clarify the locations of surface water discharge. Evidence should also be provided to show that Wessex Water have agreed discharge rates/changes to connections (if applicable) into their sewers. Further information is required to confirm that the effects of tide locking have been duly considered with regards to the outfall into the Avon (to which the surface water sewer proposed to be connected into subsequently discharges). Tidal outlet levels above 8.0mAOD are advised, as the forcing shut of tide flaps and consequently backing up of the system often occurs because these levels are exceeded during the higher Spring tides in the current day and will be more frequently in the future. Please could the outfall level be confirmed. Should the outfall be subject to tide-locking, it should be confirmed that the sewer has the capacity for flows at the proposed discharge rate, for the duration of the 1 in 200 year tide event with climate change.

If the LPA is minded to consent the application, we request that the detail as requested above is evidence through the following condition: No development shall take place 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.

Nature Conservation Officer has commented as follows:-

The Ecological Assessment (Ethos Environmental Planning, December 2021) is generally of good quality and sufficiently addresses the ecological status of the site and its immediate locale. No other ecological surveys appear to have been conducted prior to the one by Ethos Environmental Planning which forms the basis of the current Ecological Assessment report. However, in the first paragraph on page 15 (section 3.4.5) of the ecological assessment, with regard to the bat roost assessment of this site, there is mention of a "previous report". There are no details provided for this previous report elsewhere in the ecological assessment. If the "previous report" paragraph is a typographical error it must be amended, and the report re-submitted. Alternatively, if it is a reference to an actual previous report this needs to be discussed in detail within the ecological assessment and the report re-submitted.

In Section 8.3 of the ecological assessment with regard to Protected Species Provisions post-development it is recommended that 3No bat and 4No bird boxes are erected in the trees which will be planted post-development to replace those mature and semi-mature trees which have been lost to the development. However, it will not be physically possible to attach bird and bat boxes to the young planted trees as they will not be of a size that can support the weight of the boxes and the boxes will not be erected at an appropriate height. Therefore, the applicant needs to revisit this part of the report's mitigation section and address how they will achieve their objective of providing bird

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and bat boxes.

CONDITION 1: To require an Ecological Mitigation & Enhancement Strategy (EMES). This shall include details of the provision of 4No bird and 3No bat boxes, 20No integrated swift boxes and 1No insect and hedgehog* box.

CONDITION 2: A lighting plan should be submitted by the applicant to demonstrate that light levels are minimised on the proposed boundary habitats and the proposed central corridor, in the interest of nocturnal species such as bats. The lighting plan should comply with the recommendations made in the ecological assessment.

The applicant shall submit an updated Biodiversity Net Gain Assessment (BNGA) for this proposal. In section 5.2 of the ecological assessment (Ethos Environmental Planning, December 2021), the habitat description for the hedgerows on site were 1No Ornamental non-native; and 1No Native hedgerow with trees. This is considered to be correct. In section 4.1.1 of the BNGA (Ethos Environmental Planning, February 2022) both hedgerows are classed as ornamental non-native – both having low distinctiveness. The northern hedgerow (*Fagus sylvatica* and *Crataegus monogyna* according to the ecology assessment and arboricultural report) should be considered as native. *Fagus sylvatica* is a European species of beech but is classed as originating from southern England as well as parts of Europe. The same applies to hawthorn. This hedgerow should be classed as native in the BNGA and assigned the appropriate distinctiveness value, and a condition assessment should be included for this habitat. In Table 4 of the BNGA, the condition assessment for urban trees, criteria 6 failed, which is considered to be incorrect. The urban trees on the northern boundary of the site were directly adjacent to the beech and hawthorn hedgerow and are seen to be overhanging this hedgerow in photo 9. A 'pass' is considered to be more appropriate for criteria 6 here ("Trees are immediately adjacent to other vegetation, and tree canopies are oversailing vegetation beneath"). This should be amended in the updated BNGA report.

In section 8.2.2 of the ecological assessment, it states that native planting will be used "Planting on site will include native shrubs and trees" and the BNGA states in table 10 under 5.2.6 "Planted street trees will be native species of local provenance, including English oak, ash, wild cherry, beech, holly, rowan and whitebeam". Table 11 in the BNGA (summary of biodiversity units) needs amending to reflect the distinctiveness of the proposed urban street trees as the majority of those proposed are non-native according to the landscaping plan submitted (Churchill Thornman Finch December 2021). Alternatively, the landscaping plan should be amended to include majority native species to be planted, using the recommendations in section 8.2.2 of the ecological assessment.

CONDITION 3: (a) Prior to the commencement of the development hereby approved, a revised Biodiversity Net Gain Assessment (BNGA) based on the finalised proposals shall be prepared by a suitably qualified ecological consultant and submitted to and approved in writing by Bristol City Council. The Assessment shall employ Natural England's Biodiversity Metric 3.1 as previously advised. Detailed spreadsheet calculations should be submitted in support of the Assessment, together with condition assessment sheets and habitat maps (baseline and post-development). The development hereby approved shall be carried out in full accordance with the habitat retention, enhancement and creation measures set out in the BNGA or any amendments approved in writing by Bristol City Council.

(b) The BNGA submission shall be accompanied by a Landscape & Ecological Management Plan (LEMP) which addresses features of interest, objectives, management compartments and prescriptions, a work schedule (including a 30-year annual work plan), resourcing (including a financial budget or funding agreement) and ecological monitoring. The development hereby approved shall be carried out in full accordance with the Plan or any amendments approved in writing by Bristol City Council.

Reason: To comply with the revised National Planning Policy Framework (NPPF, 2021), which states in paragraph 174 (d) on page 50 that 'Planning policies and decisions should contribute to

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and enhance the natural and local environment by... minimising impacts on and providing net gains for biodiversity...". The proposed landscaping plan incorporates green walls which is supported, however these include sedum which has limited value for wildlife. The species included in the proposed green walls should be re-considered and the landscape plan updated accordingly. See condition 4 and guidance below.

CONDITION 4: Prior to commencement of the development hereby approved, a Method Statement prepared by a suitably qualified ecological consultant or landscape architect shall be submitted to and approved in writing by Bristol City Council for the creation of living roofs and/or walls.

Pollution Control Officer has commented as follows:-

From a noise point of view we would usually require windows to be openable if possible. If however there are other factors involved, such as air quality, and a clear need for the residential development then I think we would have to accept non-openable windows and this would have to be reflected in the ventilation provision for the property.

I think the bigger question here would be whether this will be a satisfactory development if windows have to be non-openable. 2.22 of ProPG: Planning & Noise Professional Practice Guidance on Planning & Noise New Residential Development (May 2017) states

2.22 Using fixed unopenable glazing for sound insulation purposes is generally unsatisfactory and should be avoided; occupants generally prefer the ability to have control over the internal environment using openable windows, even if the acoustic conditions would be considered unsatisfactory when open. Solely relying on sound insulation of the building envelope to achieve acceptable acoustic conditions in new residential development, when other methods could reduce the need for this approach, is not regarded as good acoustic design. Any reliance upon building envelope insulation with closed windows should be justified in supporting documents.

The noise assessment has included plant noise limits but hasn't included any specific information regarding ASHP including types or where they are to be located. We would therefore need to impose a condition requiring further information on noise from plant and equipment, as well as to incorporate an assessment on activities at the nearby Network Rail yard.

Sustainability Officer has commented as follows:-

(Comments are summarised – discussions took place during the course of the application and the full assessment is at Key Issue)

We have some concerns around overheating and daylight:

- The high proportion of single aspect units and lower levels of natural daylight may increase the need for energy consuming lighting and space heating
- The kitchens that form part of the open plan living areas are excluded from the current daylight assessment – we recommend they are assessed
- The overheating assessment has been carried out using the TM59 natural ventilation scenario. As mechanical ventilation is the most likely scenario, we recommend that an overheating assessment based on the mechanical ventilation solution should be submitted prior to decision.
- The overheating assessment should also include the 2080 weather file

Transport Development Management Officer has commented as follows:-

(Comments are summarised – discussions took place during the course of the application and the full assessment is at Key Issue)

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RELEVANT POLICIES

Urban Living SPD - November 2018
Planning (Listed Buildings & Conservation Areas) Act 1990

National Planning Policy Framework – July 2021
Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

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

RELEVANT POLICIES

KEY ISSUES

(A) IS THE PROPOSAL ACCEPTABLE IN LAND USE TERMS?

This is a proposal to locate a residential-led mixed use development on this site which is designated in the current local plan for Industrial and Warehousing uses. Members are therefore advised that there are a number of policy considerations to balance when determining the application.

Chapter 6 of the NPPF “Building a strong, competitive economy” places significant weight on the need to support economic growth, particularly in accessible locations close to city centres such as the application site. Policies BCS8 and DM13 are both in alignment with this.

The Local Plan Review includes policies which seek to change this designation and draft LP Policy DS2 Bristol Temple Quarter states that “the focus for the regeneration of this area will be on the development of new workspaces, new homes and supporting infrastructure.”

The NPPF, para 122 requires planning decisions to reflect changes in the demand for land, and to be informed by regular reviews of both the land allocated for development in plans, and of land availability. Specifically, the same paragraph requires that applications for alternative uses on the land should be supported where the proposed use would contribute to meeting an unmet need for development in the area.

The emerging review of adopted policy will reflect the changes in the demand for land, as required by the NPPF (para 122) although limited weight may be afforded to emerging policy at the time of writing. Further consultation on the emerging policies is envisaged to take place later in 2022.

Progressing Bristol’s Development is a statement approved by the Council, published in 2020, and sets out how the existing local plan policies will be balanced with the emerging plans, new evidence, changes to national policy and evolving development issues across the city. Importantly, this document describes the acute lack of supply of homes and identifies the importance of ensuring the delivery of a sufficient supply of homes being a priority in securing sustainable development. This is not a policy document, but it is a material consideration in the assessment of this application.

The Development Brief was recently approved by Cabinet and sets out the Council’s aspiration to create a new neighbourhood of homes and workspaces, including new green space and

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sustainable travel options. The DB provides a vision to guide regeneration of the Mead Street area. Again, this is not a policy document, but is a material consideration in the assessment of this application.

Housing Delivery Test

On 19 January 2021, the government published the results of its 2020 Housing Delivery Test, which aims to measure how effectively each local authority is delivering housing against NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer as standard. Bristol was found to be delivering only 72% of the housing requirement. The penalties for this will be that Bristol will have to provide a "buffer" of sites for 20% more homes than are needed to meet their five-year target, will be required to produce a Housing Action Plan (which has been produced), and the presumption in favour of development in the NPPF will apply.

In view of the fact that the LPA is not able to demonstrate a five year housing land supply, the current policies are deemed out of date, and paragraph 11(d) of the NPPF – the tilted balance is engaged.

There are two aspects to understanding whether planning permission as prescribed by Paragraph 11(d) should be granted and whether policies which are most important to determining the application are out of date:

- i. the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (*officer note: this includes designated heritage assets*); or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

The question for this application is therefore, would any adverse impacts of granting planning permission significantly and demonstrably outweigh the benefits of providing housing?

Turning back to adopted policy, DM13 states ***development involving the loss of industrial and warehousing floorspace within the PIWAs will not be permitted (unless the development is for industrial training facilities; community facilities; specialised leisure uses; essential public utilities development; and ancillary facilities that support the PIWA), or***

- i) It is demonstrated that there is no demand for***
 - a) the use of the existing site/premises for industry and warehousing; or***
 - b) The redevelopment of the site for new industrial or warehousing premises; and***
- ii) The proposal will not prejudice the function or viability of the rest of the PIWA."***

The development does not propose any of the above uses, the site has not been marketed for ongoing industrial use, and residential uses have the potential to prejudice the function of the PIWA.

The above considerations will be used in applying the balance as required by the NPPF paragraph 11.

The proposal would pre-empt the completion of the local plan review, and would be contrary to policies BCS8 and DM13, however, this is weighed against the policy aspirations and the results of the housing delivery test, which demonstrates the critical need in Bristol for housing. Class E could include the following uses: shops, cafes/restaurants, banks, gyms, GPs crèches, offices, research and development, and light industrial uses. In view of the site's location out of a centre, town centre uses (such as shops,

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restaurants and cafes) are not permitted by policy unless they are of a small scale (200sqm) and would meet a local need. This is in order to avoid harming the vitality and viability of designated centres. The Class E floorspace would therefore need to be restricted in order to limit any town centre uses (retail, café or office) to a maximum of 200sqm in view of the out of centre location of the site. Ideally, the ground floor layout would lend itself to more meaningful workspaces (as required by emerging policy) rather than commercial shop-style units, however this point could be addressed by condition.

The Council's Economic Development officer has reviewed the proposals and commented as follows:

1. Suggested lack of demand for industrial space: the economic report uses the West of England Employment Land Needs Assessment from 2015 to argue that there is limited demand for industrial space in Bristol.
2. Whilst the EDNA² suggested that there was an oversupply of industrial space in the city, it also noted an undersupply of warehouse space. As PIWA allocations cover both industrial and warehouse space, the EDNA does not necessarily prove the point that the land would not be valuable for PIWA purposes.
3. That said, the findings of the EDNA have been superseded by more recent analyses of employment land supply, namely the Bristol Employment Land Study of 2019 and the West of England Employment Land Spatial Needs Assessment of 2021.
4. The Bristol ELS³ notes active demand for space in central urban areas but a lack of supply. It also flags that this is a pressure which could be exacerbated by changes of use in regeneration areas, which will require change to be managed carefully through the planning process.
5. The West of England ELSNA⁴ reports a shortage of supply of industrial and warehousing space. Similarly to the Bristol ELS, it emphasises the importance of carefully managing change in the city's regeneration areas and securing employment within them.
6. Consequently we do not agree with the assertion that there is an oversupply and consequent limited demand for industrial space.

While the above points were made, there was general support offered to the Class E commercial units in view of the number of jobs they would have the potential to provide.

Furthermore, the local plan review consultation showed no objections to the proposed allocation of this land for the development of new workspaces, new homes uses. It is therefore likely that the land will be allocated in the following stages of the local plan process.

To summarise, as a proposal for new homes, the presumption in favour of sustainable development is applicable in the light of Housing Delivery Test results and the current absence of a five year supply. Redevelopment of the site for residential use to include a mix of dwellings and commercial uses (subject to use restrictions) is considered to be consistent with the direction of emerging policy in the Local Plan Review March 2019 and the NPPF.

² Economic Development Needs Assessment March 2016

³ Employment Land Study 2018

⁴ Employment Land Strategic Needs Assessment

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(A) WOULD THE PROPOSAL DELIVER A HIGH QUALITY DESIGN RESPONSE FOR THE AREA?

The NPPF was revised in June 2021 to strengthen the requirement for good design. Paragraph 134 states:

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or

b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings

New development is expected to establish a strong sense of place, and to be visually attractive as a result of good architecture, being sympathetic to the local character and history, while not preventing appropriate change (including increased densities).

In addition, requiring good design is at the heart of Bristol planning policy, and BCS21 expects a high quality design in all developments, which contributes positively to an area's character and identity, creating or reinforcing local distinctiveness.

DM26 requires new development to respond positively to the site, creating and enhancing public spaces and responding appropriately to height scale and massing of existing buildings.

DM27 requires development to achieve a coherent, interconnected and integrated built form, and to use trees and plants appropriate to the character of the area.

DM28 requires development to incorporate high quality and inclusive public realm, which is well surveilled and reduces crime and the fear of crime.

DM29 requires all new buildings to respond to their solar orientation, incorporate active frontages and clearly defined main entrances facing the public realm that emphasise corners and reinforce the most prominent frontages.

The Council's Urban Living SPD as well as the Development Brief both recognise the need to deliver at least 33,500 new homes by 2036. Urban Living SPD seeks to guide development towards creating compact, characterful and healthy urban areas, and to ensure that tall buildings are positioned well and demonstrate design excellence.

DENSITY

Policy BCS20 requires development to maximise opportunities to re-use previously developed land, and states that higher residential densities will be sought in and around the city centre. This site is outside of the city centre, but is close to its boundary (which lies across the New Cut).

Urban Living SPD expands on this requirement and places this site within the Inner Urban Area.

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This document states that the opportunity to optimise density is influenced by the area's character. The opportunities to optimise densities in the Inner Urban Area lie within the transition areas between the established character areas.

The Development Brief identifies Mead Street as having a typical optimal density of 200 dph. Emerging policies will suggest a minimum density in areas of growth and regeneration of 200dph. The density of the application scheme is 530dph, which exceeds the Hyperdensity figure of 350dph in Urban Living. Urban Living advises that an unusually high or low density for the location should suggest further consideration of the brief and aim of the scheme, together with additional scrutiny of elements that are made more complex by higher density.

Totterdown Escarpment and Views

The Totterdown escarpment is an iconic feature that defines the city's character. What makes this feature special is the combination of raised topography with a line of highly characteristic terraces above and the band of green vegetation below. Its linear quality and visibility as one moves through the city between Temple Meads and the Floating Harbour is a key part of its interest. The Mead Street regeneration area has the potential to fundamentally change this view and therefore alter the city's character. In particular, and even in its revised form, the York Road development adopts a scale and building form that will block the continuity of this view in the east west movements noted above. Instead the scheme would allow for framed and glimpsed views between buildings. Importantly, as the first development in the wider Mead Street regeneration area, the proposal sets up a development format (scale and layout) that will likely be repeated along York Road. Therefore, it should be expected that this city backdrop will be significantly changed.

It is noted that as one moves through Bristol glimpsed views of colourful terraces are a common occurrence and do contribute to the city's character. However, this is not the same level of contribution made by an iconic cityscape feature such as the escarpment. It is also noted that the escarpment is not designated for protection or given special status within planning policy or guidance. This does not mean that it is undeserving of special consideration. As noted on page 50 of the Mead Street Development Brief (DB) proposals should give consideration to the escarpment within their own assessments and justifications. However, this is not the same as an area wide direction or height strategy that could come from a development brief.

One example of a height strategy might include ensuring lower level buildings along York Road with building heights graduating upwards to the south with the bottom part of the escarpment forming a natural height limit. This is just one approach to height and once evaluated it may be considered unfeasible or not desirable. However, without an evaluation of different height strategies it is hard to have confidence that site specific height evaluations will result in a coherent or 'best outcome' approach for the area as a whole. This is the case even when site specific evaluations attempt to take into account cumulative impacts of neighbouring development.

The recently approved Mead Street Development Brief does not give guidance on building height. Nor does it show an evaluation of what different approaches could be taken across the development area to preserve, enhance, celebrate or frame the escarpment. The Development Brief notes the local landmark of Pylle Hill escarpment with the coloured terrace of houses running along it. This is noted as being a feature which adds to the local character of the area and contributes to wayfinding and legibility in the city. Similarly, the Urban Living SPD contains advice on tall buildings and advises that a tall building should not be located where it hides or masks the topography of the city.

Height and Scale

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Urban Living SPD asks “has the scheme adopted an approach to urban intensification which is broadly consistent with its setting?”

- The SPD recommends a design-led approach to establishing the site’s capacity.

The applicant’s response to this (in the Design and Access Statement - DAS) sets out their consideration that the proposals reflect the context of the area and respond with built form that is of a respectful scale. The applicant views the scheme as a modern intervention that will enhance the setting of the area and set the tone for further developments.

Irrespective of any wider height strategy for Mead Street area the height and scale of the proposal appears poorly resolved. Despite adjustments of 1 storey on the St Luke’s Road during the pre-application discussion the transition in height (or stepping up) from west to east is abrupt. This is evident in views from within the conservation area looking east along York Road. A lower scaled building at the corner of the St Luke’s Road and York Road would better mediate the change in scale between the existing context and the development area. Page 52 of the Development Brief does give specific guidance on the appropriate height for St Luke’s Road of 1.5x the prevailing height. The prevailing height in the location is 3 storeys with pitched roof. The proposal exceeds this guidance with over two times the prevailing building height (6 storey plus dormer level). Officers do not consider that the development is of a respectful scale. The tallest building in the immediate locality is 3 storeys. Whilst it is accepted that the regeneration of the area will result in buildings of height being introduced, the applicant’s Views Analysis demonstrates that the development would significantly interrupt certain key views, in particular, the Totterdown escarpment (Pylle Hill).

The graduated heights across the site rising from the St Luke’s Road are therefore also out of sync with this 1.5x guidance. Further, the proposed height profile from west to east seems to work against the site’s orientation. A lowering of the middle block would allow for western afternoon light to penetrate deeper into the site especially at upper levels. This would have some secondary benefits for the quality of the public realm areas below. The Urban Living SPD contains advice on tall buildings and advises that tall buildings will be encouraged where they can be integrated into a wider development block, with lower level buildings assisting the transition in scale from the tall building down to the surrounding context.

It’s also noted that the incorporation of some lower elements between the finger blocks and the inclusion of horizontal banding in the brick work to reference the scale and parapets of the of the York Road terraces to the east does not go far enough to address the issues with building scale and response to the neighbouring conservation area.

Architecture

Following on from pre-app discussions and Design West feedback improvements were made to the architectural expression. The roof form and mansard elements are more convincing in the revised form. Some simplification of façade details has also occurred. The ordering of the facade does take cues from the historic development of the area and the use of brick is a welcome contextual response. However, the scheme would still benefit from greater strength and clarity in the design narrative which would hopefully result in a more distinctive and place specific architecture. As the front runner scheme within the Development Brief area design excellence should be the goal.

Public realm

The Development Brief requires development to consider the impact of heights and massing on the street scene from existing areas of public realm and to ensure an appropriate relationship between the width of streets and the height of buildings fronting them.

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Most of the footways around site comply with the minimum footway widths set out in the Development Brief, aside from a key junction at the corner of Mead Street and St Luke's Road where the footway narrows to approximately 2.3m. This area is too narrow to accommodate pedestrian movement and congregation. As noted on pg 63 of the Development Brief, this falls short of the expectations for what will be a key location in the future pedestrian experience of the area. This corner should be generous, inviting and include planting and street trees. As an entrance and transition space this corner is an important area of public realm and should be reflected in the amount of space provided and its treatment. The DB contains images on pg 59, 61, 64 that give some flavour of what is needed for this corner however further case studies would help in resolving an appropriate public realm focused response for this space. The inclusion of a north south route is positive. However, given intensity of this space resulting from the 10 (+dormer level) storey buildings on either side it may not be desirable place to pause or congregate as indicated by the proposal.

Other parts of the surrounding footways do not provide for the generous public realm envisaged by the DB, in view of the need for them to accommodate functional requirements such as loading bays and public realm enhancements such as planting and trees. This leads to a reasonable concern that such features as trees, planting and seating that are essential in providing softness and character will end up being minimised or lost completely. This would be significant departure from the design principles of the DB which places an emphasis on providing generous space for people with wide footways, planting and street trees.

Turning back to the tilted balance in the NPPF, adverse impacts have been identified in terms of the design of the proposal. This impacts on both the quality of accommodation provided as well as the appearance of the proposed buildings within their context.

Bristol's adopted policies on design are consistent with the NPPF and therefore still carry weight, even though they are deemed to be out of date. This stance has been supported at appeal in both Bristol⁵ as well as in other Authorities.

Adopted policy BCS21 requires development to safeguard the amenity of existing development and create a high-quality environment for future occupiers. This policy is consistent with the NPPF and therefore carries weight. The policy is also expected to be strengthened in the local plan review.

The concept of livability in residential development is further expanded on in the local plan review (policy DC1) and the draft policy states:

"Development that develops land to its optimum density will be consistent with other policies in this plan that relate to livability, including retained Policies BCS21 and DM27-32, relating to quality urban design."

As discussed, whilst limited weight can be placed on the emerging plan, the direction of travel as identified in the Development Brief, refers to the new designation of Mead Street for workspaces and housing, therefore in order to agree the land-use principle of this development, the application is seeking to rely on this direction of travel. It is therefore considered that the achievement of good design, livability and quality of accommodation for future occupiers must also be a requirement for this site, which is the first in the Mead Street area to come forward and will set a precedent for future development in the area. It is not considered that the proposal achieves this.

(C) WOULD THE PROPOSAL HARM THE SETTING OF THE NEARBY LISTED BUILDINGS AND

⁵ St Catherine's Place, Bedminster

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Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special 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]. This is applicable here because there is harm to the setting of the listed buildings and conservation area caused by the proposals as set out below.

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) 2021 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 199 of the NPPF 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 (and the more important the asset, the greater the weight shall be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Further, paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. It states that substantial harm or loss of grade II listed buildings or grade II registered parks or gardens should be exceptional, and assets of the highest significance should be wholly exceptional.

Paragraph 201 states that where a proposed development would lead to substantial harm to (or total loss of significance of) a designated heritage asset, LPAs should refuse consent unless it is demonstrated that the harm is necessary to achieve substantial public benefits that outweigh the harm or loss, or where certain criteria apply). Finally, paragraph 202 states where a proposed development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

In addition, the adopted Bristol Core Strategy Policy BCS22 and the adopted Site Allocations and Development Management Policies Policy DM31 seek to ensure that development proposals safeguard or enhance heritage assets in the city.

Officers have undertaken the assessment required under the Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF, and have given special regard to the desirability of preserving the assets, their setting and features of special architectural or historic interest which they possess. They have given this harm considerable importance and weight.

a) Significance of the heritage assets

i) Grade II listed buildings 138-142 (even) York Road

In view of the designation of these buildings as grade II listed buildings, great weight is to be given to their conservation and that of their setting. They are statutorily protected for their architectural and historic character, they display good quality early 19th century architectural detailing and are a good example of a small group of modest early 19th century town houses.

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ii) Grade II listed Langton Street Bridge

In view of the designation of this 1884 footbridge as a grade II listed building, great weight is to be given to its conservation and that of its setting.

iii) Bedminster Conservation Area

The conservation area has been designated as such for its architectural and historic interest. York Road is included as Character Area 1, with one of the positive characteristics described as being the consistent building line, proportions and materials along York Road. There are a number of other Grade II Listed buildings in the street. These contribute to a long and consistent curving terrace of regular scale, character, and profile stretching along most of the length of the left bank of the New Cut. Totterdown escarpment is identified as a key view and landmark in this character area and is a skyline feature in views east along York Road specifically.

b) Impact of the proposed development

i) Grade II listed buildings 138-142 (even) York Road

Viewpoints VP03 (Clarence Road looking east) and VP04 (York Road looking north-east) identify a degree of visual impact shown by the increase in height and scale being introduced along York Road.

ii) Grade II listed Langton Street Bridge

The proposed verticality of the development would be seen against the backdrop of the bridge. This can be seen most clearly in VP03 (Clarence Road looking east) but would also be more visible in views immediately to the north of the bridge itself.

iii) Bedminster Conservation Area

Again, Viewpoints VP03 (Clarence Road looking east) and VP04 (York Road looking north-east) identify a degree of visual impact shown by the increase in height and scale being introduced along York Road.

c) Impact of the proposed development on the significance of the heritage assets

i) Grade II listed buildings 138-142 (even) York Road

The increased scale and massing of proposed development would appear behind the listed buildings resulting in a degree of less than substantial harm to their setting.

ii) Grade II listed Langton Street Bridge

The increased scale and massing of proposed development would appear behind the bridge but due to the characteristics of the bridge the development would not result in any harm to its setting.

iii) Bedminster Conservation Area

The increased scale and massing of proposed development would result in a loss of consistency of scale and character of the broad sweep of frontages along York Road, which includes the Listed buildings. The strength of character of York Road would be undermined by development, which does not sustain the proportions and traditional grain within its setting, and the development would be a jarring transition.

d) Is the Impact of the Proposed Works (Harm/Loss of Significance) Justified or Outweighed?

Overall the proposal would result in a moderate degree of less than substantial harm to the designated heritage assets and their setting. This harm is given great importance and weight. The highest degree of harm would be inflicted on the setting of the conservation area and its special character. The proposal would introduce a building of amplified scale and massing immediately within the setting of the conservation area. There is no specific justification for the

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quantum of development being located on this part of the site, and it is this quantum that would result in the harm being posed.

e) Can the harm be outweighed by any public benefits?

The scheme would provide much needed residential accommodation, as well as areas of public realm. Whilst the DB offers limited guidance on specified heights and scale, it does make reference to the transition from the conservation area, and the proposal is not consistent with this. It is considered, that these benefits, including the high housing figures, could be achieved on this site with a lesser degree of harm to heritage assets than in the arrangement that's currently proposed. It is also noted that the flats score poorly against Urban living SPD, which would further undermine any public benefit arising from the provision of housing. There would also be benefits to the economy arising from the scheme, however this benefit would not outweigh the harm as design approach is found to be inappropriate. The full assessment of benefits and harm is found at Key Issue O.

(D) WOULD THE PROPOSAL INCLUDE THE REQUIRED PROPORTION OF AFFORDABLE HOMES TYPE, AND WOULD AN ACCEPTABLE MIX OF ACCOMMODATION BE PROVIDED?

AFFORDABLE HOUSING

As required by the NPPF and policy BCS17, affordable housing is required in residential developments of 15 dwellings or more. The Council's approach to seeking particular affordable housing tenure types is determined by local housing needs evidence and by the NPPF definition of 'Affordable Housing' (Appendix 1). The indicative citywide tenure requirements for Bristol are 77% Social Rented affordable housing and 23% Intermediate affordable housing. The Council generally therefore seeks the following affordable housing products prioritised as follows: 1. Social Rent: Affordable homes as defined in Annex 2 of the NPPF with guideline target rents. 2. Shared Ownership: Affordable homes as defined in Annex 2 of the NPPF as 'Intermediate' affordable housing. The Government's new 'First Homes' product will be replacing Bristol City Council's Local Plan policy requirement for shared ownership units and the Council has recently adopted a First Homes Practice Note (July 2022) setting out the approach to First Homes and Intermediate Housing, ahead of fuller examination of evidence to shape our forthcoming Local Plan policy. The approach adopted by the Practice Note is as follows:

- 25% of affordable homes secured through developer contributions will be delivered as Affordable Home Ownership which can include First Homes.
- The remaining 75% of affordable homes secured through developer contributions will be delivered as Social Rent.

All of the 221 homes will be 'Build to Rent', and in accordance with the policy requirement for this area, 30% of the proposed dwellings are offered as affordable in the form of Affordable Private Rent which is to be capped at Local Housing Allowance Level and secured by legal agreement. The intention would be for the development to be managed by a Registered Provider (RP), and as a result, the precise location of each tenure type within the proposed layout will be determined at such time as when an RP is on board.

Given that the offer is of 'Build to Rent', a range of market and other affordable units can be discussed to ensure appropriate mechanisms such as 'lettings agreements' can be put in place to ensure the whole community is balanced and sustainable in the longer term. The First Homes Practice Note (July 2022) confirms that homes for affordable ownership, including First Homes, will not be sought on 100% affordable housing schemes or Build to Rent schemes. First Homes are

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not therefore being required on this site since the scheme is confirmed as Build to Rent.

As such, the s106 agreement shall require 66no. residential units to be allocated for affordable housing units. The type of affordable units has been agreed with the Council's Housing Strategy and Enabling Team as part of ongoing assessment of this application. The level of affordable housing provided as part of this development will be policy-compliant, and this will be secured by s106 agreement.

The remaining 70% would be offered at Discount to Market Rent. This is not considered to be a truly "affordable" product given the high rent values in the city. This part of the Affordable Housing offer is not for consideration under the planning application and would not be able to be secured via s106.

Type, Mix and Balance

Policy BCS18 requires that all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities. Policy directs decision-makers and developers alike to the existing housing profile of the area in order to define the composition of housing sizes and types expected of a development. Generally, this involves comparisons against the existing composition of units within the Lower Super Output Area (Bedminster East). However, in this case given this area is rather narrow including a large proportion of industrial uses, officers suggest a wider ward profile for Southville is considered, as this provides a more representative sample.

The make-up of accommodation in the area is already fairly balanced, with 52.5% houses and 47.3% flats - a slight undersupply of flats. However, it is fair to say that the 2011 census data is out of date. Whilst the results of the 2021 census have been published, statistical analysis at the local level is not yet available.

(E) WOULD A GOOD STANDARD OF ACCOMMODATION BE PROVIDED?

Good design and protection and enhancement of the environment are critical components of central government guidance, as identified in the NPPF. Adopted Bristol Core Strategy Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and to enable flexibility and adaptability by meeting the appropriate space standards. In addition, Policy BCS21 expects development to safeguard the amenity of existing developments and create a high-quality environment for future occupiers. Furthermore, Core Strategy Policy BCS15 requires development to address issues of flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting.

Quality of accommodation

The layout has considered the general orientation of the site with the plan opening to south to maximise sunlight penetration into the core of the site. Despite this, the quality of the accommodation is sub-optimal. The Urban Living SPD is about increasing densities while also protecting and raising design quality. When key indicators of liveability, sustainability, and future proofing in the context of the climate emergency appear weak, the density must be questioned. A high-density scheme is a given for this site. The consideration is whether some density reduction or design amendment is needed to better meet liveability and sustainability objectives.

The flats have been designed to meet the National Space Standards and would include 4 flats that are wheelchair accessible. Three of these would be single aspect flats.

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The scheme includes:

106 single aspect: (13 north facing) 47%

113 dual aspect (although around 35 of these include inverted balcony corner windows which although technically dual aspect, do not offer the benefits of true dual aspect flats in terms of outlook, ventilation and light): 53%

The scheme provides a proportionally low number of dual aspect flats, 53%. While the urban living SPD (Part 2 – Q2.8) looks at several considerations impacting liveability and sustainability, the avoidance of single aspect homes is prioritised, and this is drawn from the expectation in adopted policy DM29. It is acknowledged that there are other schemes that have been approved with a high number of single aspect flats, but those sites were subject to their own site specific considerations and overall numbers were factored into the assessment for those sites. For this site, the issue is considered alongside the mix of the other harmful impacts identified (such as air quality; the fact that some, including larger flats, are north facing flats; overall density, and design quality).

In light of an acceptance that this area is to be developed to a high density, there is a need to build up a picture of where the dwellings fall short on quality over a number of areas, and how this relates to the density guidance in both the Development Brief and the Urban Living SPD. It is also notable that the courtyard area (which would be the only outlook for some of the flats) contains access to bin and bike stores so is unlikely to be a quality space in view of the general noise and activity associated with these uses.

In this case there is nothing about the site's natural constraints that make a high number of single aspect flats unavoidable. Due to the tight arrangement of buildings most of the single aspect flats will also have compromised privacy and outlook due to the close proximity of other flats. Noise transfer will also likely be an issue.

Within the DB the Climate Change & Sustainability section includes a checklist which reflects and prioritises the need for dual aspect flats. Dual aspect flats provide effective air permeability and ventilation thereby minimising energy demand. As noted in this section building design and layout must be geared towards this aim. This is identified as the top consideration on the sustainability check list. The NPPF requires significant weight to be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, and it is not considered that the scheme delivers on this. Similarly, BCS21 expects development to create a high quality environment for future occupiers, DM27 and DM29 also expand on these points.

Amenity Space

Question Q2.4 and Q2.5 of the ULSPD requires private amenity space to equate to 5sqm per 1-2 person flat, and 1sqm for each additional occupant. This can be provided as private amenity space or as communal gardens and roof terraces. Each of the proposed flats has a balcony meeting the minimum size requirement. There is also a roof terrace (220sqm) on the fifth floor fronting onto York Road and a private courtyard at ground floor level (100sqm), although this courtyard provides the access to the bin and cycle storage areas in the development, therefore the quality of this space would be compromised to some degree in view of the noise and activity generally associated with these uses.

The Child Yield calculator has been applied and the scheme provides an adequate area that could be used for play space for 0-4 year olds, however the ages 5 and above are not provided for within the development. The nearest play space for these ages is Victoria Park, although the route to

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access to the park from this site is currently undesirable. It is noted that the Development Brief will seek to ensure delivery of a significant public park within the area.

Ground floor areas within the scheme provide entrance foyers, storage for deliveries and storage for refuse and bulky waste.

(F) WOULD THERE BE ANY HARMFUL IMPACTS ARISING FROM POLLUTION?

In order to assess pollution from noise and air quality within the development, officers have had regard to the National Planning Policy Framework (NPPF) which states that planning policies and decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of noise pollution, and paragraph 185 states:

‘Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

a) mitigate and reduce to a minimum, potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life’

And in paragraph 186 that:

‘Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas’.

The NPPF seeks to avoid noise from giving rise to significant adverse impacts on health and quality of life arising from noise from new development, and to mitigate adverse impacts. It also recognises that some businesses will often create some noise, and should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.

Local Plan Policy supports this, and BCS21 expects development to safeguard the amenity of existing developments and create a high-quality environment for future occupiers.

BCS23 requires development to be sited and designed to avoid adversely impacting environmental amenity or biodiversity of an area in terms of fumes, dust, noise, vibration, smell, light or other forms of air, land, water or land contamination. In doing so, the same policy also requires the impact of existing sources of noise or other pollution to be considered when designing and locating new development.

Policy BCS23 also acknowledges the need to consider the impact a new development would have on the viability of existing uses by reason of its sensitivity to noise or other pollution. This is particularly relevant here, where the occupiers of this development would be closely affected by legitimate business operations on neighbouring sites.

Bristol Local Plan policy DM35 states that development with noise implications should provide appropriate mitigation.

DM33 Development that has the potential for an unacceptable impact on environmental amenity,

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biodiversity or water quality by reason of pollution, should include an appropriate scheme of mitigation.

The application is accompanied by a Noise Assessment and Air Quality Report, as well as addendum notes which were supplied during the course of the application. This information has been assessed by the council's Pollution Control and Air Quality Officers, with the assessment set out below.

POLLUTION CONTROL (NOISE)

National guidance⁶ expresses a preference for openable windows stating "Using fixed unopenable glazing for sound insulation purposes is generally unsatisfactory and should be avoided; occupants generally prefer the ability to have control over the internal environment using openable windows, even if the acoustic conditions would be considered unsatisfactory when open."

However, in view of the air quality issues relating to this particular site as well as the clear need for residential development, non-openable windows in certain parts of the development would have to be accepted.

The submitted noise assessment does not include an assessment on how the Network Rail yard to the south of the Mead Street area operates. Similarly, it includes plant noise limits but does not include any specific information regarding ASHP including types or where they are to be located. A condition would be imposed on any recommendation for approval to require a revised noise assessment and scheme of mitigation to be submitted prior to commencement of development, for approval by officers.

AIR QUALITY

The proposed dwellings would be ventilated using Mechanical Ventilation Heat Recovery (MVHR – Mechanical Ventilation). Discussions took place during the assessment of the application on whether this is appropriate, in terms of its impact on the buildings' energy usage.

In essence, this issue is intertwined with the issue of noise, quality of accommodation and energy usage.

The Air Quality Addendum (Revision 2, 8th July 2022) concludes that new exposure to concentrations of NO₂ exceeding the air quality objective for NO₂ (annual mean) will be introduced at first floor level – dwellings fronting onto York Road. It recommends mitigation of this impact by NO_x filtration for the MVHR for this floor on the York Road facade. Further, it states that "openable windows are only used for short term purge if required."

The concern of the Air Quality officer is that allowing openable windows does not adequately mitigate the introduced exposure, as there is no stated mechanism for ensuring that windows will not be opened for purposes other than short term purge. If this mitigation does not include fixed shut windows or a clear mechanism for limiting the opening of windows, the residents would not be protected from the harmful effects of road pollution.

Officers would therefore be minded to impose a condition requiring all windows fronting onto York Road at first floor level to be fixed shut. Above first floor level, the harmful levels of air pollution would have dissipated to acceptable levels. Other impacts arise from this mitigation, such as increased energy use, loss of amenity and potential for overheating. Nonetheless, in the absence of another proposed mitigation strategy, such as re-siting the residential accommodation away from

⁶ Paragraph 2.22 of ProPG: Planning & Noise Professional Practice Guidance on Planning & Noise New Residential Development (May 2017)

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the polluted roadside, officers are of the view that this is necessary.

The impact on the quality of accommodation of this proposed mitigation must be considered. This would affect 7 flats (a total of 22 windows). Whilst it is appreciated within the context of the scheme this is a relatively low proportion, the flats facing York Road are north facing, some of them are single aspect, and notably, one of the flats affected would be a single aspect north facing 3 bedroom (potentially family-sized) flats. This would result in a poor quality of accommodation in the affected flats.

The Development Brief requires energy demand to be minimised through building design, layout, orientation and improvements in fabric efficiency, air permeability and ventilation. With the layout proposed and for the reasons identified above, the aims of the Development Brief are not considered to be met. This in turn would result in a poor standard of accommodation, contrary to policies BCS21 and DM29.

(G) WOULD ACCEPTABLE LEVELS OF DAYLIGHT AND SUNLIGHT BE MAINTAINED FOR NEARBY AND FUTURE OCCUPIERS?

BRE DAYLIGHT AND SUNLIGHT – NEIGHBOURING PROPERTIES

The scheme would introduce a new 6+domer storey onto St Luke's Road, opposite 150 and 152 York Road, and New Hope Crescent which are in residential use. This would result in a noticeable impact on daylight and sunlight received by occupiers of these properties. In order to explore how severe this relationship would be, the application is accompanied by a BRE Daylight and Sunlight Assessment. The application uses Vertical Sky Component (VSC), No Sky Line (NSL), Annual Probable Sunlight Hours (APSH) and Sunlight Hours on Ground.

(i) Vertical Sky Component (VSC)

The VSC is a measure of light falling on a window, and the target for a good level of light is 27% - meaning a ratio of direct sky luminance falling on the surface of the window. 40% is the maximum possible VSC score, and would mean that if one had a view from a window which was totally unobstructed by buildings, 40% of the total hemisphere would be visible. If a development would reduce the VSC from a given window to less than 27%, AND to less than 0.8 times its former value, then according to the BRE guidelines it is likely that the loss of light would be harmful.

A total of 19 windows in existing properties to the west (150, 152 York Road and New Hope Crescent) are reported to fail the VSC test.

(ii) No Sky Line (NSL)

This test is also known as the "Daylight Distribution" method and looks at how daylight is distributed within a room. If a development reduces the amount of daylight to less than 0.8 times its former value, the loss of light is likely to be noticeable. There is no absolute minimum identified by the BRE guidelines however.

The assessment shows that a total of 7 windows fail the NSL test.

(iii) Annual Probable Sunlight Hours (APSH)

The BRE recommends that APSH received at a window should be at least 25% of the total available, and at least 5% in winter.

All the rooms assessed meet this guideline.

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Although the uses of the rooms the windows relate to is not specified, a number of them face onto the main road so are likely to be habitable rooms. The report does not indicate how many flats would be affected (only windows), however the Daylight and Sunlight report concludes that the affected properties would experience a noticeable reduction in daylight, sunlight and depth of daylight penetration. In the revised scheme, the upper floor massing has been reduced to form a dormer level. An addendum note was prepared which concluded that the massing changes would result in smaller reductions in daylight and sunlight than in the previous scheme. No results were included within the assessment so it has not been possible to verify this, although it is likely that the revised scheme would lessen the impact on the neighbouring properties to some degree.

The Daylight and Sunlight assessment concludes that the reduction in daylight and sunlight from neighbouring properties should be considered in the wider context of the benefits of the development, such as affordable housing and improvement to visual appearance. Officers are not in agreement that these benefits constitute an acceptable balance and the harm arising from reduced daylight and sunlight to neighbouring residences must be factored into the assessment.

DWELLINGS WITHIN THE SCHEME

The applicant's Design and Access Statement refers to light levels reaching a sample of 69 flats across the scheme having been tested, and these were mostly facing into the courtyards and spread over floors 1-10. It is noted that the single aspect corner units (which are those most likely to experience limited light levels) were originally excluded from the assessment. 81.5% of the sample achieved the ADF.

Officers queried why only a small sample been taken in the first iteration – less than 50% - and the Sustainability officer also raised a concern, as the high proportion of single aspect units and lower levels of natural daylight may increase the need for energy consuming lighting and space heating. The applicant's consultant provided additional information on how light levels within the scheme had been assessed, and the number of single aspect flats has also been reduced within the revised scheme from 56% to 47%. Even in the revised scheme there is a significantly large proportion of single aspect flats, which are likely to be dark and require increased energy for lighting, ventilation and space heating/cooling. This is exacerbated by the separation distance, at 18m apart the single aspect flats in the "finger blocks" (especially at lower floors) would receive limited light levels and would have no alternative outlook.

To conclude on Daylight and Sunlight, whilst the impact on neighbouring properties is in question, the revised proposal is likely to improve this to some degree albeit it is not possible to assess how much harm would arise. The quality of accommodation within the scheme would be compromised in view of the above considerations. Overall the scheme would offer a poor standard of accommodation, and it is not considered that the existing site constraints are such that justifies the scheme being compromised in this way. The requirement policy BCS21 for development to safeguard amenity of existing development and create a high quality environment for future occupiers, is not considered to be met.

**(H) WOULD THE PROPOSAL PREJUDICE DEVELOPMENT OPPORTUNITIES ON
NEIGHBOURING SITES, AND WOULD HARMFUL LEVELS OF OVERLOOKING BE
INTRODUCED?**

Policy DM27 (Layout and Form) states that proposals should not prejudice the existing and future development potential of adjoining sites or the potential for the area to achieve a coherent, interconnected and integrated built form. Where such potential may reasonably exist, including on sites with different use or ownership, development will be expected to either progress with a

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comprehensive scheme or, by means of its layout and form, enable a co-ordinated approach to be adopted towards the development of those sites in the future

The original proposal was shown to introduce a 11 storey block with single aspect units and balconies that were shown to be positioned 1.5m away from the eastern boundary of the application site, adjacent to the Royal Mail site. Officers advised that this layout would be unacceptable because of the proximity of dwellings whose sole outlook was over the Royal Mail site, and the fact that this would effectively force any future development of the Royal Mail site to incorporate a significant set-back away from this edge, in order to safeguard outlook from these dwellings.

The revised scheme includes a “cut-out” block on the eastern elevation, where part of the building has been set back by 9m from the Royal Mail boundary. There would be habitable rooms (bedrooms) whose windows would face in this direction and this would affect 18 flats. There are no plans as yet to develop the Royal Mail site, but it due to its location in the Mead Street regeneration area it is likely it would come forward for development, with the potential for a high density residential scheme to be positioned 9m from the windows, or to be forced to incorporate a large set back in order to alleviate the impact. In this scenario, windows in the application scheme would have a poor outlook which would impact negatively on their living environment.

In an ideal scenario, it is considered that a greater set back from the Royal Mail boundary could have been incorporated, and officers have been discussing this issue with the applicant over the course of the application. The relationship has been improved slightly during the course of the application by incorporating the set-back and making these flats dual aspect. This aspect has been closely considered and whilst it's not ideal, it is not considered that a reason for refusal based on this issue could be sustained. Similarly, it is not considered that the separation distance would be so problematic as to prejudice development on the Royal Mail site in the context of policy DM27 such that a refusal could be sustained.

Elsewhere within the scheme the flats are 18m apart, over either the private courtyard or the public link between Mead Street and York Road. Whilst the flats on the lower floors would experience limited outlook – particularly the single aspect flats, it is not considered that this distance would result in compromised privacy.

(I) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

The NPPF requires all developments that generate significant amounts of movement to be required to provide a Travel Plan, and the application should be supported by a Transport Statement. It also states that in assessing applications, it should be ensured that:

- appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

It also states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

BCS10 sets out development principles, and places pedestrians and cyclists at the top of the hierarchy of road user priorities. It requires proposals to create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

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DM23 expects development to provide a safe secure, accessible and usable level of parking provision having a regard to parking standards, as well as secure and well-located cycle parking and facilities for cyclists. The same policy also expects developments to provide appropriate servicing and loading facilities which make effective and efficient use of land and be integral to the design of the development. DM32 also requires the location of recycling and refuse provision to be integral to the design of the proposed development.

Access

The application would require substantial works to be undertaken to alter the highway surrounding the site, including resurfacing and extending footways to incorporate planting, public cycle storage, and loading bays. To undertake these works, the applicant would be required to enter into a Section 278 agreement with the Council and pay the appropriate bond and fee.

Pedestrian entrances to residential and commercial areas of the site are proposed from York Road and Mead Street, and additional entrances to commercial units from St Luke's Road and the area marked 'York Gate public realm' on the proposed ground floor plan (drawing no. 233_POD_XX_00_DR_A_STAGE3_TPP_1000_A1). These entrances, in addition to being access points to the proposed buildings with the associated crowding, will also serve as places where people will meet and congregate, requiring close attention to the available space on the nearby footway.

The application proposes to provide an entrance on Mead Street to the subterranean residential vehicle car park beneath the development. The accessway is currently designed as a bellmouth, which gives priority to vehicles crossing the footway over pedestrians. This arrangement would impede pedestrian movement along the footway and therefore be inconsistent with the aims set out in the Development Brief to 'prioritise the safety of pedestrians and cyclists at vehicle access points' (p.41) along Mead Street in order to create a 'continuous' (p.39) active travel corridor from Bath Bridges to Bedminster, supplemented, where appropriate, by continuous footways over vehicle accessways (p.40).

The footways surrounding the site for the most part comply with the minimum footway widths set out in the DB and in Manual for Streets (MfS) for heavily trafficked streets, apart from a section of footway at the junction of Mead Street and St Luke's Road where the footway narrows to approximately 2.3m between the edge of block B.1 and the carriageway.

As already noted in the design section of this report (Key Issue B), this section is too narrow to accommodate the likely footfall and congregation of people in the vicinity of the nearby commercial unit in B.1 and therefore does not allow sufficient space for 'human interaction' in concert with its movement function, as required by the DB (p.39).

It is also unlikely that the ground-floor building line can be set back to accommodate a footway of a minimum width of 3.5m within the existing kerb line, which is to be largely retained, without triggering a fundamental redesign of the site layout to ensure continued viability of the commercial units or accepting a significant departure from the fundamental movement principles of the DB, which is unacceptable.

Although most of the surrounding footways are sufficiently wide, their effective width is in some areas reduced by the position of proposed seating, planting areas, trees, Sheffield stands, and loading bays. TDM identifies proposed structures on footways at the following locations where the effective footway width is reduced to be narrower than the minimum of 3.5m and therefore also represent a significant departure from the movement principles of the DB:

- Outdoor seating on St Lukes Road outside the Southernmost commercial unit;

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- Planting areas on York Road outside the foyer at B.2; and
- 4x Sheffield stands on York Road outside the Northernmost commercial unit.

Deliveries & Servicing

The DB requires that adequate loading facilities be provided off-highway and within the boundary of each development site in order to maintain the active travel corridor and safeguard the potential for a mass transit route along Mead Street. The locations of 2x 'future loading bays' and a 'green zone/loading area' shown on the ground floor plan on Mead Street along the site's Southern boundary are therefore unacceptable.

The application also identifies 3x sites for 'potential loading bays' on footways within the site's footprint: 2x at Mead Street and 1x at St Luke's Road. Firstly, officers consider that the proximity of the proposed loading bay on St Luke's Road to the junction with York Road poses an unacceptable risk to the safety of vehicles and cyclists using the junction and cannot therefore be considered a suitable location for deliveries and servicing.

The principle of loading bays along Mead Street is supported, subject to their being of a sufficient length and width to ensure there is no prejudice to the operation of public transport along the main carriageway. However, TDM is concerned that the effective width of the footway between the loading bay closest to the Mead Street/St Lukes Road junction and B.1 will, when the bay is occupied, be reduced to approximately 2m. This is the minimum width recommended by highways guidance⁷, which is not the case here. The probable increase in number of deliveries referred in the DB will exacerbate this issue. This arrangement represents a significant departure from the standards and aims set out in the DM and would, by forcing pedestrians into an uncomfortable space or onto the carriageway, fail to create a 'safe and inclusive' street (p.38).

The removal of a loading bay along St Luke's Road results in a development that fails to provide for sufficient capacity for its current and future deliveries and servicing needs, which could lead to vehicles parking dangerously on the carriageway or on the footway, thereby prejudicing highway and pedestrian safety. The development as proposed is therefore unacceptable and must be refused.

Cycle Storage

The application includes 324 cycle parking spaces split between four separate ground-floor stores for use by residents at the site; this is in excess of the 321 residential spaces required by policy. The applicant's Transport Statement Addendum (June 2022) notes that 5% of the spaces will comprise of Sheffield stands and the remaining 95% of 2-tier stands. While the location of cycle parking spaces is acceptable, 95% of the proposed storage spaces would be inaccessible to those with limited mobility, as well as those using cargo-bikes or disability-adapted cycles. There is only proposed to be external access to residential cycle stores, thereby forcing residents to exit through the main building entrances to access storage facilities and creating a barrier to use.

Car Parking

The scheme includes 43no. car parking spaces in the basement of the development, accessible via a ramp (1:8), secured by roller shutter, leading from Mead Street. 29 spaces would be allocated to apartments and the remainder for disabled use only. As noted by the applicant at point 3.13 of its Transport Statement Addendum, this is significantly lower provision than the maximum permitted under the Council's Parking Standard and equates to 0.14x spaces per dwelling. 35 spaces would be served by an EV charging point.

⁷ Inclusive Mobility (2021) and in Manual for Streets (MfS) for lightly-trafficked, purely residential streets

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The Bedminster East residents' parking scheme operates in this area, however, due to the availability of convenient local amenities and public transport connections and the number of off-street parking spaces provided, it is recommended to restrict the number of residents' parking permits benefitting the dwelling to 0.

The applicant has provided in Appendix B to the Transport Statement Addendum dated June 2022 a vehicular visibility splay of at least 2.4m x 25m (20mph speed limit) demonstrating unrestricted visibility in both directions along Mead Street from the exit from the proposed ramp. Also, in Appendix C to said Addendum is provided swept path analysis for cars entering the proposed parking spaces, and then exiting the car park, as well as analysis of a refuse vehicle measuring 11.4m in length using each of the proposed loading bays along the North side of Mead Street.

The availability of nearby public transport and key cycling routes will minimise the need to travel by private car and will provide convenient access to local supermarkets (11 minutes' walk), and the city centre and the town centre and primary shopping areas.

Waste

There would be three separate ground-floor residential refuse storage facilities at the site. In all cases, the proposed storage meets or exceeds the provision required under the Council's Waste Guidance. A Waste Management Strategy would be necessary to show how waste collection will be organised and managed.

The ground floor plan indicates that a number of facilities on the ground floor of the Easternmost building (B.3) will be accessible from an alleyway running alongside the Eastern boundary of the site. TDM considers this to be a poor design that encourages anti-social behaviour and creates a space that will feel unappealing and unsafe to use. Moreover, the alleyway is not of a sufficient size to fulfil its primary function as an access route to refuse storage, a deliveries depot, and plant and substation facilities. The alleyway is only approximately 1.3m wide, which would not allow, for example, refuse operatives to move large-wheeled bins from the refuse storage area to the adopted highway, nor allow equipment and tools to be easily transferred from the adopted highway for use in the servicing facilities. Furthermore, the entrance to the residential refuse store is located further from the adopted highway than refuse operatives are permitted under the Council's Waste Guidance to move refuse containers between the store and the adopted highway. TDM notes that widening the accessway and relocating the refuse store would likely necessitate the fundamental redesign of the site layout, such that, the proposal in its current form is unacceptable.

There would be three ground-floor commercial refuse stores, one in each building, providing for the separation of recyclable waste streams. However, the application fails to set out how, when, and by whom commercial waste will be collected.

Bristol Waste only collect from adopted highways, except by prior agreement otherwise. Five of the proposed storage areas are to be accessed from an unadopted highway, meaning that residents and commercial occupants will have to carry waste containers to the adopted highway for collection. Proposed sites for refuse storage must be within 30m of the adopted highway. This issue will need to be resolved and officers will provide an update to committee.

(J) WOULD THE DEVELOPMENT MITIGATE ITS IMPACT ON, AND ADAPT TO THE EFFECTS OF CLIMATE CHANGE?

As embedded in the NPPF, sustainability should be integral to all new development, and should encourage opportunities for development to draw its energy supply from decentralised, renewable

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or low carbon energy supply systems. BCS13 encourages developments to respond pro-actively to climate change, by incorporating measures to mitigate and adapt to it. BCS14 sets out a heat hierarchy for new development, and an expectation that new development will connect to existing CHP/CCHP distribution networks. The same policy also expects development to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%. BCS15 requires developments to demonstrate through a Sustainability Statement how they have addressed energy efficiency; waste and recycling; conserving water; materials; facilitating future refurbishment and enhancement of biodiversity. This policy also requires a BREEAM Excellent score to be achieved for all major non-residential development. Bristol City Council's Climate Change and Sustainability Practice Note provides further advice on these matters.

The application is supported by an Energy and Sustainability Strategy, incorporating an Overheating assessment.

District Heat Connection and Heat Hierarchy

The Heat Hierarchy in Policy BCS14 favours the use of large scale renewable and low-carbon energy installations. It sets out that new development should demonstrate that heating and cooling systems should, in the first instance, connect to an existing CHP/CCHP distribution network in preference over individual systems. The Council already has a network in place in some parts of the city and this is expanding to serve a wider area. This development lies within the heat priority area, and will therefore be designed to connect to the heat network, and the Energy Team have confirmed that there will be a Heat Network within the vicinity of the site. The developer has agreed to the connection, however, it is not possible to secure this through s106 at this stage, as there is no likely date on which the development would need to be 'heat network ready'. Instead, a condition requiring the details of a future connection is imposed. Site wide gas fired community heating /cooling is proposed, which would comply with the heat hierarchy in BCS14.

Sustainable Design

Policy requires developments to be designed to minimise their energy requirements, by incorporating enhanced building fabric, addressing air tightness and using high efficiency lighting. The development would use responsibly sourced materials using a *fabric first* approach although glazing design has not yet been considered. Mechanical Ventilation and Heat Recovery (MVHR) is proposed for all dwellings as well as low-energy, efficient light fittings; a 7.8% reduction in regulated CO2 emissions over the Part L 2013 baseline is to be achieved through energy efficiency. Good practice U-values (insulation) are proposed. The development will target a good performance on air permeability.

Renewable Energy

The report sets out that alongside prioritising connection to the heat network, the most appropriate form of renewable energy would be photovoltaic panels (PV) on the flat roof areas. These are reported to reduce the development's CO2 emissions by 30%, thereby exceeding the policy requirement for a 20% reduction (BCS14).

Overheating and Climate Change

In view of the fact that the dwellings are proposed to be ventilated using MVHR, as well as the issues with air quality as highlighted above, it was reported that tempered MVHR (with some low level cooling) was required. An updated energy statement was submitted with the revised scheme, although no information on the impact on energy demand/CO2 usage was included. This issue

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would lower the sustainability credentials of the scheme and further compromise the living environment.

Surface Water flood risk reduction and SuDS

A flood risk assessment and drainage strategy has been provided. Soft landscaping including rain gardens, and permeable paving will be incorporated within the scheme to intercept runoff from roofs/adjacent hardstanding. The flood team raised a number of queries relating to run-off, outfall and discharge, but confirmed that the details could be requested by pre-commencement condition to require a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods.

Overall, the energy strategy and sustainability measures proposed by the development are good. The sustainability credentials would, however, be compromised due to the fact that mitigation for overheating in view of the air quality constraints is to use tempered MVHR and this would place additional energy demands on the development that have not currently been factored into the applicant's assessment. There is a high proportion of single aspect flats and many of the flats are shown to have lower levels of natural daylight. As well as the negative impact on occupant wellbeing, lack of natural daylight and solar gains can increase the need for energy consuming lighting and space heating. Whilst this information could be requested by condition, it is not considered that the site constraints are such that the inclusion of dwellings that would be compromised in this way is unavoidable.

(K) WOULD THE PROPOSAL LEAD TO THE LOSS OF SIGNIFICANT TREES, AND WOULD IT PROVIDE ACCEPTABLE MITIGATION FOR ANY LOSS OF LANDSCAPING?

The NPPF (para 131) describes the important contribution to the character and quality of urban environments that trees make, as well as how they mitigate the impacts of climate change. It requires planning decisions to ensure that new streets are tree-lined (unless in specific cases there are clear and compelling reasons why this would be inappropriate.)

The NPPF also requires appropriate measures to be in place to secure the long-term maintenance of newly planted trees, and that existing trees are retained wherever possible. Finally, the NPPF requires local planning authorities to work with highway officers to ensure the right trees are planted in the right places and solutions are found that are compatible with highways standards.

Policy BCS9 states that individual green assets should be retained wherever possible, and that development should incorporate new or enhanced green infrastructure of an appropriate type, standard and size.

Policy DM15 highlights the importance of sustaining and enhancing the natural environment, and encourages developments to contribute towards the Green Infrastructure Network. The policy sets out the health benefits of green infrastructure provision, and includes the provision of additional and/or improved management of existing trees to assist in mitigating run-off and flood risk, providing shade and shelter to address urban cooling, and creating a strong framework of street trees to enclose or mitigate the visual impact of a development.

Policy DM17 seeks to protect Important Open Spaces, Unidentified Open Spaces, Urban Landscape and Trees and recognises the role these features have in providing landscape and visual amenity quality. This policy states that where tree loss is essential to allow for new development, replacement trees should be provided in accordance with the tree compensation standard. This gives the number of replacement trees that would be needed according to trunk diameter of each tree to be lost. The Planning Obligations SPD sets out the costs sought on

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providing replacement trees where these cannot be accommodated on site.

The trees on this site were felled by the applicant in January 2022. This application was submitted in December 2021. In view of the timings, it is open to this application to be able to consider whether the proposed tree replacements would ensure a high quality landscape/tree planting plan when factoring the Bristol Tree Replacement Strategy. BTRS would require 41 trees to be planted.

The application includes the following documentation on replacement trees and landscaping:

- Softworks landscaping plan

Showing 25 trees to be planted along the highway (St Lukes Road, Mead Street and York Road).

These would be outside of the red line plan. Species include *Alnus cordata* (Italian Alder); *quercus palustratus* (swamp Spanish oak); *gleditsia triacanthos* skyline (honey locust); *Betula pendula* (silver birch). These would be a mix of multi stem and clear stem species which are all suitable for use in smaller areas as it is easier to keep the crown of the tree to a manageable size.

Showing 20 trees to be planted within the site including a range of multi-stem and clear stem species

- River garden walk sections

These include raised planters showing sections for root ball specimen planting. Advice from the Arboricultural officer is that these should be secured to be a Stockholm design - this incorporates SUDS and charcoal impregnated with nutrients to ensure the longevity of the planting.

Comments from the Arboricultural officer confirm that the proposed tree planting fully mitigates the untimely loss of the historic trees on site in accordance with the NPPF, DM17 and the Planning obligations SPD. The landscaping and tree replacement plans are recommended to be secured by conditions.

(L) DOES THE SCHEME PROVIDE ADEQUATE MITIGATION FOR ITS IMPACT ON ECOLOGY AND BIODIVERSITY?

The NPPF requires the decision-making process to contribute to and enhance the natural and local environment, by recognising its character, minimising the impacts of development and by requiring remediation and mitigation where appropriate. It states that planning permission should be refused where significant harm to biodiversity cannot be avoided, adequately mitigated or, as a last resort, compensated for.

Policy BCS9 states that individual green assets should be retained wherever possible, and that development should incorporate new or enhanced green infrastructure of an appropriate type, standard and size.

Policy DM15 highlights the importance of sustaining and enhancing the natural environment, and encourages developments to contribute towards the Green Infrastructure Network. The policy sets out the health benefits of green infrastructure provision, and includes the provision of additional and/or improved management of existing trees to assist in mitigating run-off and flood risk, providing shade and shelter to address urban cooling, and creating a strong framework of street trees to enclose or mitigate the visual impact of a development.

Policy DM17 seeks to protect Important Open Spaces, Unidentified Open Spaces, Urban Landscape and Trees and recognises the role these features have in providing landscape and visual amenity quality.

Policy DM19 seeks to protect habitat, features and species which contribute to nature conservation, and developments are expected to be informed by appropriate surveys.

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The application site is adjacent to the River Avon Site of Nature Conservation Interest, which is also designated as Important Open Space.

Ecological mitigation is required to meet the requirements of the NPPF. This states at paragraph 174d that planning decisions should enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures; it also states at paragraph 180d, that opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

The Environment Act of 2021 set out the expectation for all new developments to achieve a 10% increase in the biodiversity value when compared to that of the pre-development value. This is not likely to be incorporated into planning policy until 2023, although the NPPF currently requires a Biodiversity Net Gain to be demonstrated.

Officers have assessed the submitted Ecological Assessment (Ethos Environmental Planning, December 2021) and have found it is generally of good quality and sufficiently addresses the ecological status of the site and its immediate locale. A BNG of 94% when compared with the pre-development value (which included an assessment of the trees that were removed) would be attainable. The Nature Conservation officer required some revisions and clarifications to the assessment, although the nature of the queries mean these can be submitted by condition. Importantly though, officers are in agreement that a sufficient net gain would be achieved by the planting proposals. If recommended for approval, the landscaping plans would be secured by pre-commencement condition along with the requirement for an Ecological Mitigation & Enhancement Strategy and a revised Biodiversity Net Gain Assessment

(M) WOULD THE DEVELOPMENT SATISFACTORILY ADDRESS LAND CONTAMINATION ISSUES?

The NPPF requires developers or landowners to be responsible for securing a safe development, where a site is affected by contamination or land stability issues.

Planning decisions are required to ensure that sites are suitable for the use proposed, including ensuring proposals for mitigation and remediation are secured. Following remediation, land should not be classed as contaminated land under Part IIA of the Environmental Protection Act 1990.

Policy DM34 relates to contaminated land and requires development to employ suitable mitigation to ensure the site is suitable for the proposed use, to ensure there is no unacceptable risk of pollution within the site and to ensure that the proposed development would not cause the land to be contaminated.

The Council's Land Contamination Officer has reviewed the proposals and has no objections, subject to the receipt of a revised Desk Study prior to intrusive investigation taking place. This would be secured by pre-commencement condition in the event of an approval.

OTHER MATTERS

Wind – the wind assessment submitted with the application identifies a number of areas – both public and private, where mitigation would be required to mitigate the adverse impact of wind, such as a semi-porous or solid balustrade to the balconies.

(N) PLANNING OBLIGATIONS

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Section 106 of the Town and Country Planning Act 1990 sets out the legislative background for securing planning obligations, and the NPPF sets out that planning obligations should only be used where they are necessary, directly related to the development, and fairly and reasonably related in scale and kind to the development. BCS11 states that obligations or contributions secured by s106 may be sought from any development that has an impact requiring mitigation, and that CIL is also required in accordance with the CIL regulations. The Council adopted its own Planning Obligations SPD in 2012, which supports and provides additional guidance against the above legislation and policies.

The application would be required to mitigate the impact of development at the site by contributing under a S106 Agreement with the Council funds to improve public infrastructure and parking restrictions in the vicinity of the site. The required contributions are as follows:

- Contribution for the funding of a new Residents' Parking Scheme at Pylle Hill;
- Contribution for the drawing up and implementation of TROs to regulate the operation of the highway surrounding the site;
- Contribution for a travel plan drawn up by and agreed with the Council;
- Contribution for the Bedminster Bridges/Southern Gateway;
- Contribution for the upgrade and adaptation of Langton Street Bridge to facilitate greater cycle and pedestrian movements; and
- Contribution for the installation of a signalised crossing over St Lukes Road.

Other obligations

- Provision of 2no fire hydrants
- Affordable Housing provision

(O) BENEFITS AND PLANNING BALANCE

Development on this site would be the first to come forward in the Mead Street area – an area expected to undergo significant change through the Council's regeneration aspirations. There is city-wide need to significantly boost the supply of homes, including affordable homes, and a high-density residential development on this site would make a meaningful contribution towards meeting that need. This benefit attracts substantial weight.

There would be benefits in terms of local employment during the construction and operational phases of the development, which would benefit the local economy, which at the scale proposed is also given significant weight.

The development would be expected to contribute towards highways improvements in the area. Upgrade to Langton St bridge, extension of Residents Parking Scheme, Bedminster Bridges/southern gateway and a signalised crossing on St Luke's Road would be sought from the developer (although due to the timings, these negotiations have not yet been opened). If agreed, these would be benefits of the proposal, which would benefit both existing and future residents and users of the area. The scheme is required by policy (BCS11) to mitigate its impact therefore this benefit is given limited weight.

The development would open up a new pedestrian and cycle route connecting Mead Street and York Road, although rather than being a benefit it is a requirement of policy to DM27 – Layout and Form to create interconnected streets and a choice of routes, as well as provide direct links to existing routes. Advice in the Development Brief also encourages a new pedestrian connection in the location shown, so the development would be expected to include this in any event. Again, this

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is apportioned limited weight.

CONCLUSION

The site would be the first in the Mead Street Development Brief area to come forward. As the area's frontrunner, the development should be well-designed and comply with design policies as well as guidance, as required by the NPPF. Design excellence should be achieved on this site that should set the standard for other sites in the area.

Overall, it is considered that the quality of the living accommodation on this site would be compromised. The high proportion of single aspect flats would have limited outlook due to the height and proximity of the blocks within the scheme. Light levels within the properties would be limited, and they have increased energy demands placed on them due to the need to use electric lights and in some cases rely on mechanical ventilation. The site is not encumbered by existing constraints that would make such a high number of single aspect flats unavoidable.

The massing arrangement and overall height does not follow recently adopted guidance, and exceeds the amplified height requirement of Urban Living and the Development Brief. The height on the St Luke's Road elevation is excessive, even in the revised form. A lower element in this location would allow building heights to step up in a graded form towards the east. This results in unresolved massing across the scheme as well as harm to the setting of the conservation area.

Aside from the benefits listed above, compliance with a number of development plan policies has cited by the applicant as a benefit of the scheme. For the most part however, officers consider these to comprise an absence of harm, as opposed to a consideration that attracts positive weight in the planning balance. That includes the acceptability of the principle of the development proposed in a part of the city identified by the Council as an area of change suitable for new residential accommodation in emerging policy, albeit contrary to adopted policy. Connection to the district heat network is encouraged by policy in order to mitigate and adapt to climate change.

There are benefits to the scheme and these are acknowledged, but Members are advised that the negative impacts in granting planning permission are considered by officers to significantly and demonstrably outweigh the benefits.

COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £1,357,600.70

EQUALITIES ASSESSMENT

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

RECOMMENDED Refuse

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

Development Control Committee A – 24 August 2022

**Application No. 21/06878/F : Land At Corner Of York Road And St Lukes Road Bedminster
Bristol BS3 4AD**

Reason(s)

- 1) The design quality of the scheme is poor - there is a high proportion of single aspect dwellings which would have a poor outlook, receive limited light levels and require higher energy consumption, which arises from the overdevelopment of the site. This would result in a poor living environment for its occupiers and would fail to meet liveability criteria sought by recently approved council guidance, which seeks to achieve a liveable environment for future occupiers when developing at higher densities, and as a result fail to meet the requirements of the NPPF, policy BCS21 of the Core Strategy 2011, and policies DM26 and DM29 of the Site Allocations and Development Management Policies 2014.
- 2) The excessive height, bulk and massing would result in less than substantial harm to the setting of the adjacent Bedminster conservation area, and this harm would not be outweighed by any public benefits. In view of the over development of the site the overall design quality is compromised, and the proposal fails to integrate itself positively into the city streetscape and skyline. As such the proposal fails to comply with the NPPF, policies BCS21 and BCS22 of the Core Strategy 2011 and DM26, DM27, DM28 and DM31 of Site Allocations and Development Management Policies 2014.
- 3) The development would have an unacceptable impact on highway safety in view of the requirements for servicing and reduced footway widths that would be required around the site to accommodate the development. This would prejudice pedestrian safety, introduce unappealing and unsafe circulation and movement function, contrary to the NPPF, BCS10 of the Core Strategy 2012 and DM23, DM27 and DM28 of Site Allocations and Development Management Policies 2014.
- 4) The development would fail to mitigate its impact through contributions towards site specific highways improvements that would benefit the growth of the city, and as such would be contrary to the NPPF and policy BCS11 of the Core Strategy 2012.

Advice(s)

1. Refused Applications Deposited Plans/Documents

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

233_POD_XX_XX_DR_A_STAGE3_TPP_2001_A1 rev 01 Proposed north west elevation., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPP_2002_A1 rev 01 Proposed north east elevation., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPP_2003_A1 rev 01 Proposed south west elevation., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPE_1001_A1 rev 01 Existing roof plan., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPE_2001_A1 rev 01 Existing north west elevations., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPE_2002_A1 rev 01 Existing north east elevations., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPE_2003_A1 rev 01 Existing south west elevations., received 18 July 2022
 233_POD_XX_XX_DR_A_STAGE3_TPE_2004_A1 rev 01 Existing south east elevations., received 18 July 2022
 596-CTF-XX-XX-DR-L-10000 rev 01 Landscape general arrangement plan., received 18

Development Control Committee A – 24 August 2022

**Application No. 21/06878/F : Land At Corner Of York Road And St Lukes Road Bedminster
Bristol BS3 4AD**

July 2022

596-CTF-XX-XX-DR-L-20003 rev 01 River Garden Walk section 02, received 18 July 2022

596-CTF-XX-XX-DR-L-20000 York street section., received 4 January 2022

596-CTF-XX-XX-DR-L-20001 rev 01 St Lukes Road and Mead Street section., received 18 July 2022

596-CTF-XX-XX-DR-L-20002 rev 01 River garden walk section., received 18 July 2022

596-CTF-XX-XX-DR-L-20004 rev 01 Courtyard sections., received 18 July 2022

596-CTF-XX-XX-DR-L-40000 rev P04 Hardworks landscape plan., received 18 July 2022

596-CTF-XX-XX-DR-L-50000 rev P04 Softworks landscape plan., received 18 July 2022

233_POD_XX_04_DR_A_STAGE3_TPP_1004_A1 rev 01 Proposed fourth floor plan., received 18 July 2022

233_POD_XX_01_DR_A_STAGE3_TPP_1001_A1 rev 01 Proposed first floor plan., received 18 July 2022

233_POD_XX_02_DR_A_STAGE3_TPP_1002_A1 rev 01 Proposed second floor plan., received 18 July 2022

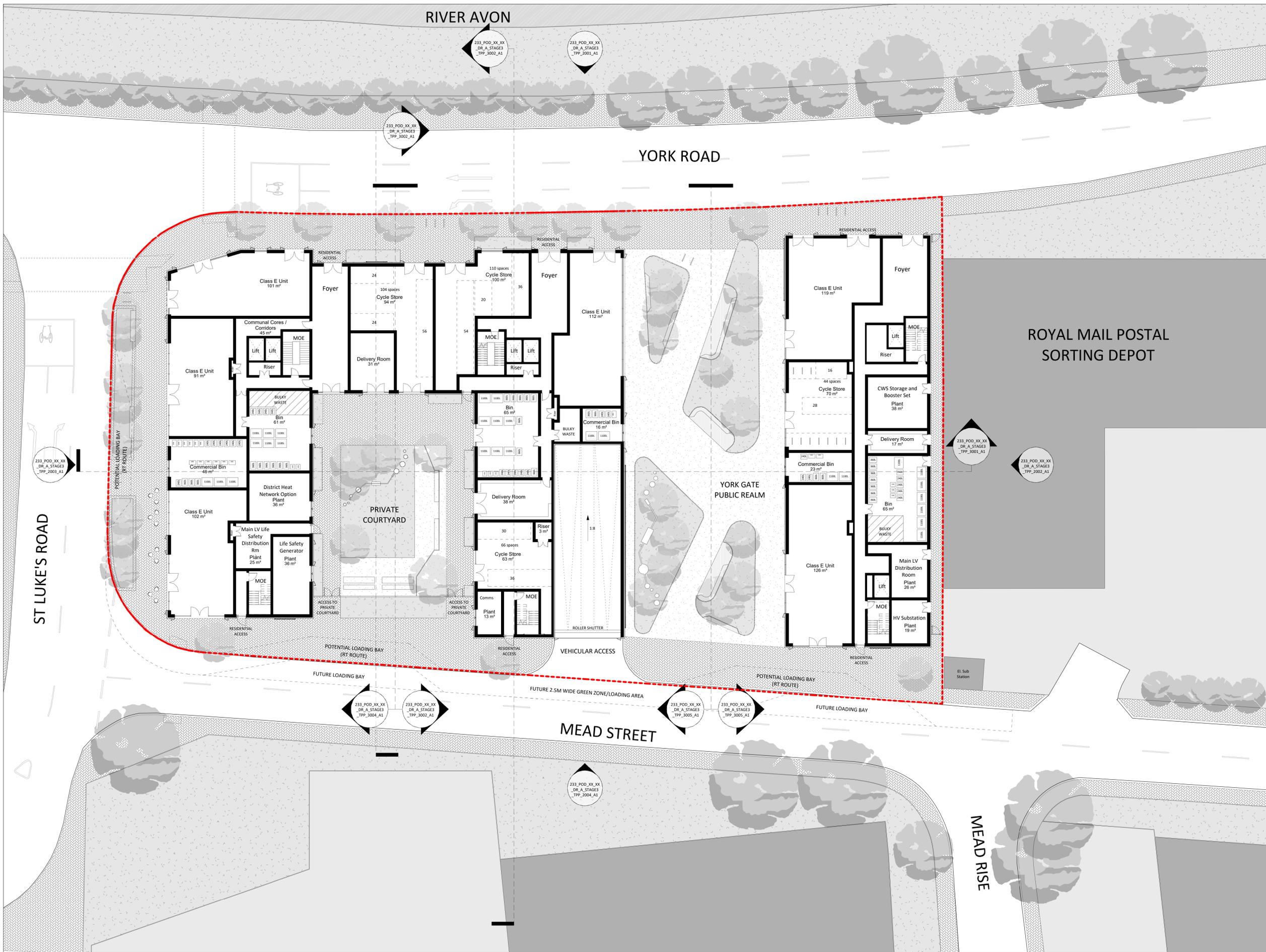
233_POD_XX_03_DR_A_STAGE3_TPP_1003_A1 rev 01 Proposed third floor plan., received 18 July 2022

233_POD_XX_00_DR_A_STAGE3_TPP_1000_A1 rev 01 Proposed ground floor plan., received 18 July 2022

Supporting Documents

1. Land At Corner Of York Road And St Lukes Road, Bedminster, BS3 4AD.

1. Proposed Ground Floor Plan
2. Proposed North East Elevation
3. Proposed North West Elevation
4. Proposed South East Elevation
5. Proposed South West Elevation
6. Proposed 6th Floor Plan
7. Proposed 10th Floor Plan
8. Landscaping
9. Design and Access Statement (Section 1)



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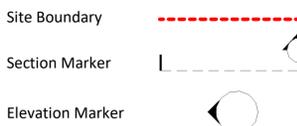
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-Drawing 457/4686/1

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Project
York Gate Development
York Road, Bedminster, Bristol, BS3 4AD, UK

Drawing Title
Proposed Ground Floor Plan

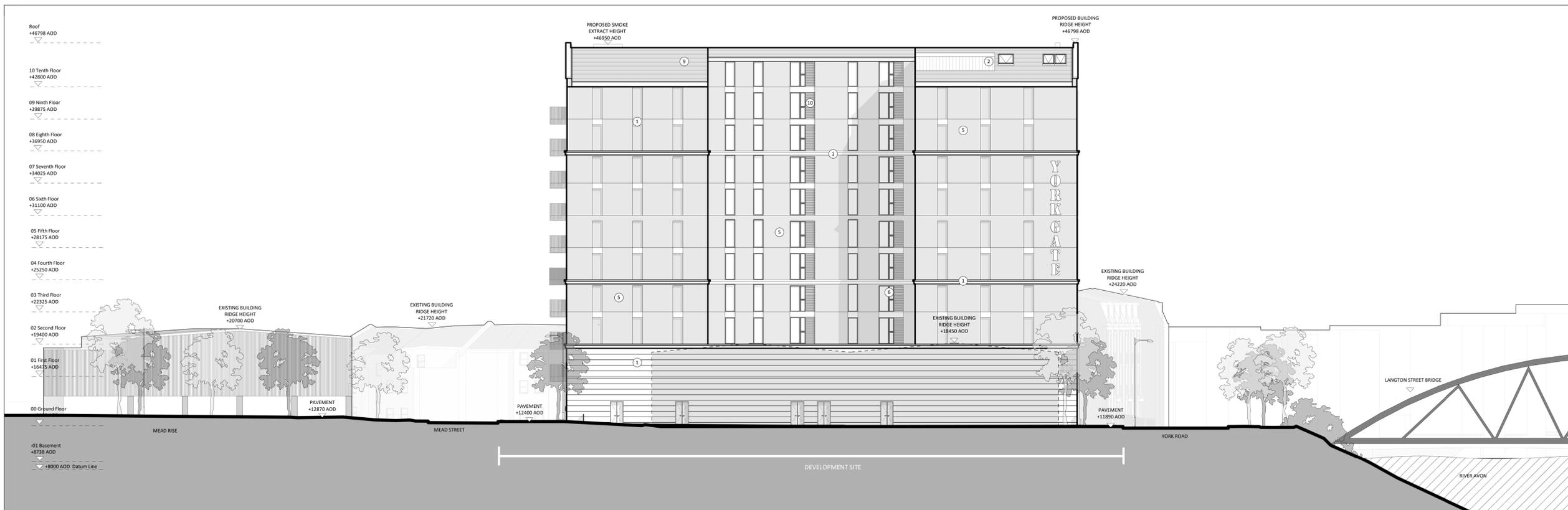
Status
Town Planning Proposed

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	Date 07/07/2022		Checked PS
Drawing no. 233_POD_XX_00_DR_A_STAGE3_TPP_1000_A1			Revision 1

233_POD_XX_00_DR_A_STAGE3_TPP_1000_A1 | Proposed Ground Floor Plan | 1 : 200





233_POD_XX_XX_DR_A_STAGE3_TPP_2002_A1 | Proposed Elevation - North East | 1 : 200



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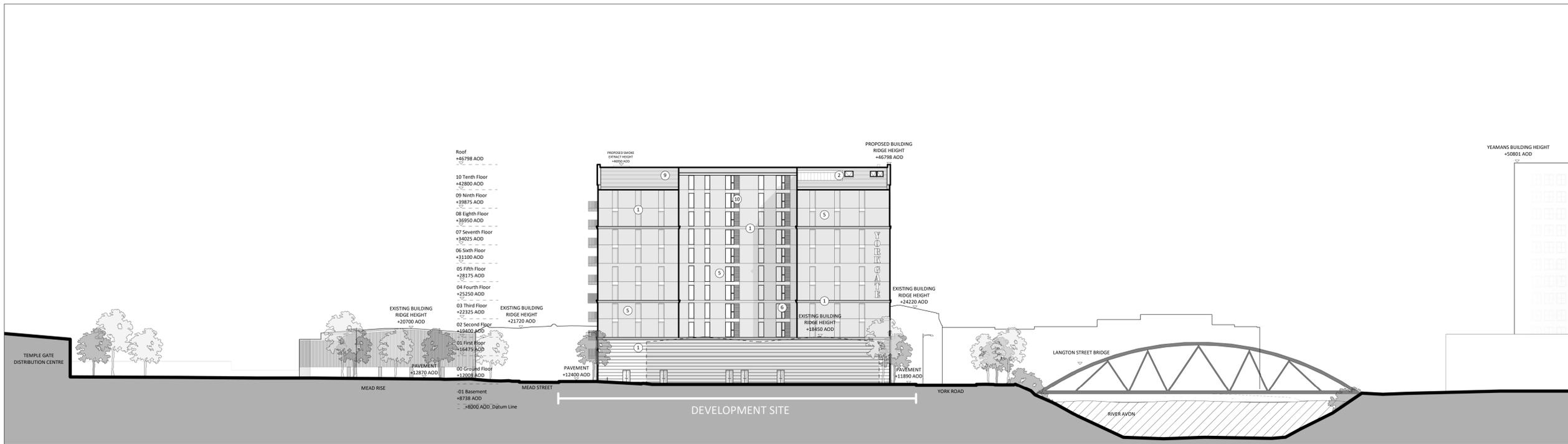
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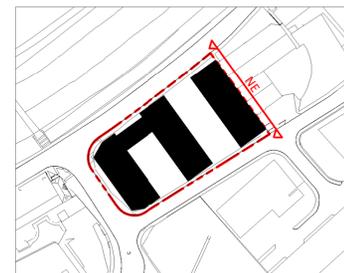
233_POD_XX_XX_DR_A_STAGE3_TPP_2002_A1 | Proposed Street Elevation - North East | 1 : 350



Material Legend

- ① Reconstituted Stone
- ② Standing Seam - RAL 9023
- ③ Bronze Anodised Aluminium
- ④ Oak Doors
- ⑤ Red Brick - Wienerberger Athena Blend
- ⑥ PPC Aluminium Window Frames - Bronze Anodised Aluminium
- ⑦ PPC Aluminium Signage Lettering - RAL 1004
- ⑧ White Render - RAL 9016
- ⑨ Light Grey Slate for Roof Material
- ⑩ Corduroy Brick

Please see Design and Access Statement (Addendum Section 2- Design Proposal) for more detail about materiality.



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Project
York Gate Development
York Road, Bedminster, Bristol, BS3 4AD, UK

Drawing Title
Proposed North East Elevation

Status
Town Planning Proposed

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Drawing no.	Revision
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233_POD_XX_XX_DR_A_STAGE3_TPP_2001_A1 | Proposed Elevation - North West | 1 : 200



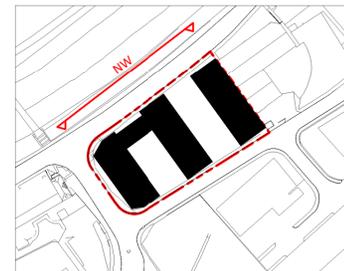
233_POD_XX_XX_DR_A_STAGE3_TPP_2001_A1 | Proposed Street Elevation - North West | 1 : 350



Material Legend

- ① Reconstituted Stone
- ② Standing Seam - RAL 9023
- ③ Bronze Anodised Aluminium
- ④ Oak Doors
- ⑤ Red Brick - Wienerberger Athena Blend
- ⑥ PPC Aluminium Window Frames - Bronze Anodised Aluminium
- ⑦ PPC Aluminium Signage Lettering - RAL 1004
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Project
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Drawing Title
Proposed North West Elevation

Status
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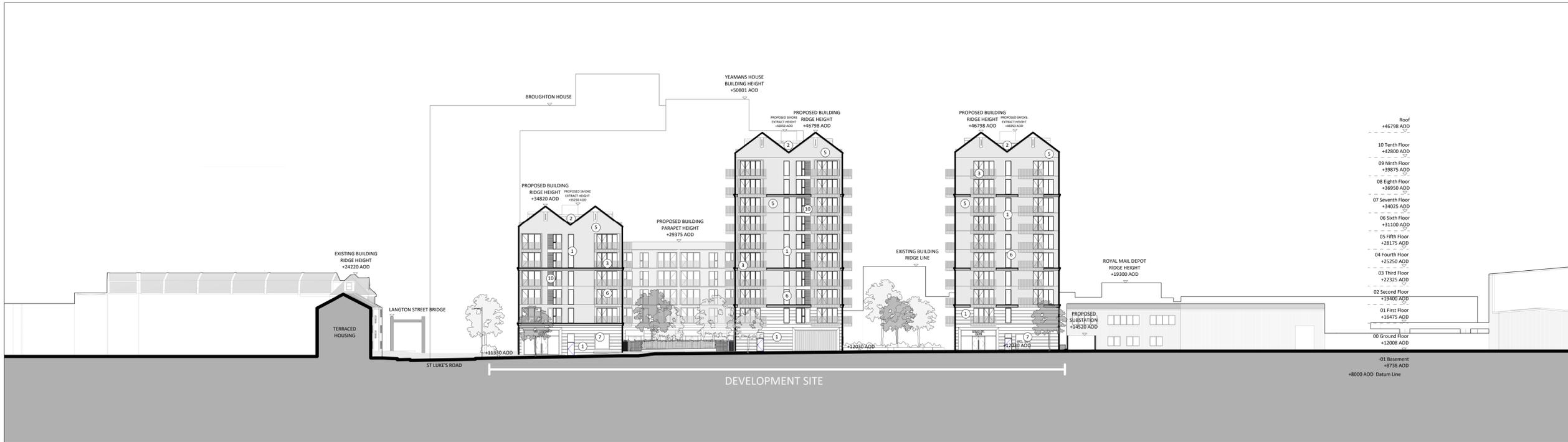
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233_POD_XX_XX_DR_A_STAGE3_TPP_2004_A1 | Proposed Elevation - South East | 1 : 200



233_POD_XX_XX_DR_A_STAGE3_TPP_2004_A1 | Proposed Street Elevation - South East | 1 : 350



Material Legend

- ① Reconstituted Stone
- ② Standing Seam - RAL 9023
- ③ Bronze Anodised Aluminium
- ④ Oak Doors
- ⑤ Red Brick - Wienerberger Athena Blend
- ⑥ PPC Aluminium Window Frames - Bronze Anodised Aluminium
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Drawing Title

Proposed South East Elevation

Status

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	07/07/2022		PS

Drawing no. 233_POD_XX_XX_DR_A_STAGE3_TPP_2004_A1 Revision 1



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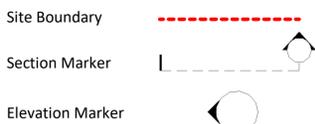
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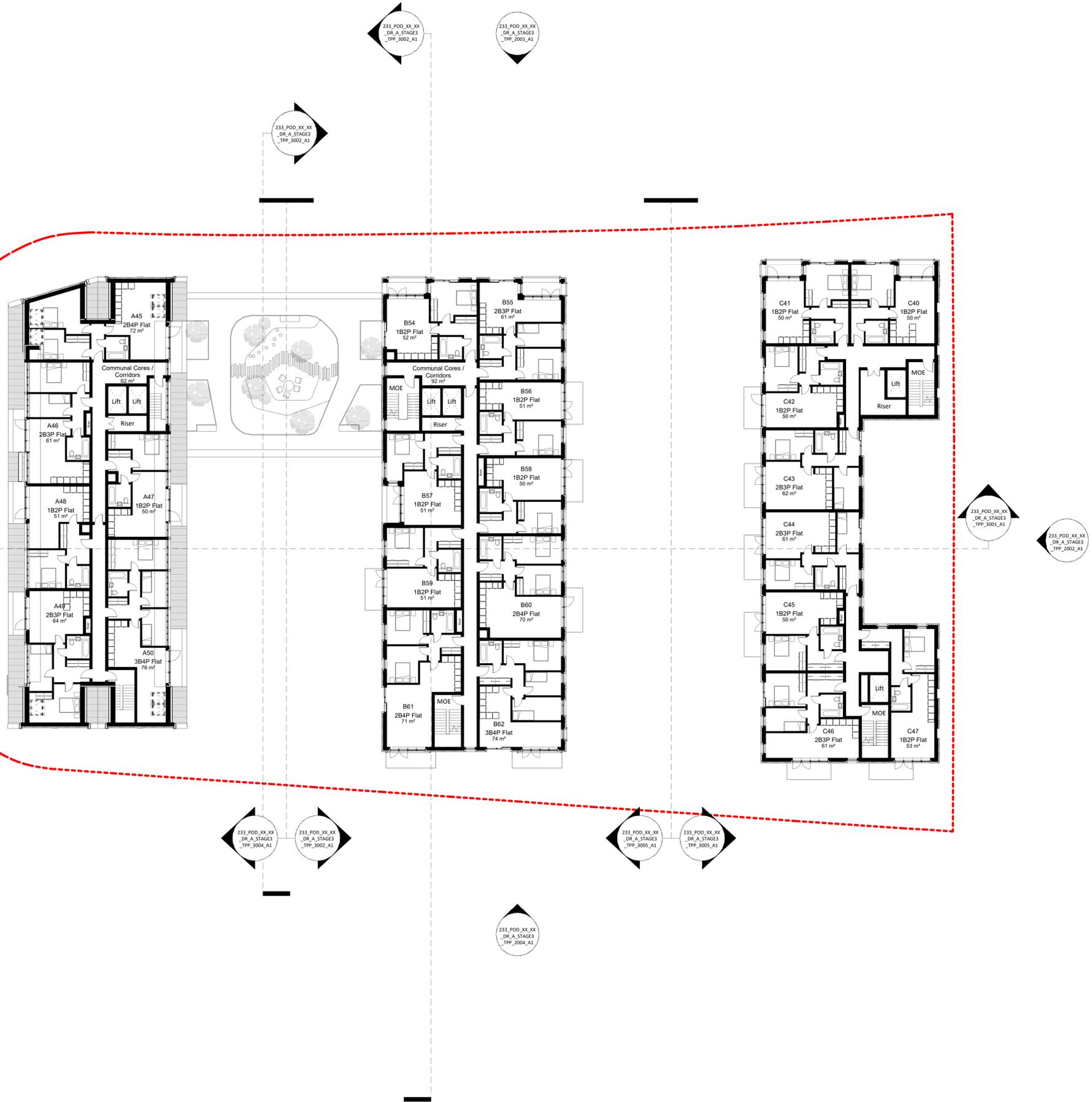
Drawing Title
Proposed Sixth Floor Plan

Status
Town Planning Proposed

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	Date 07/07/2022		Checked PS

Drawing no.
233_POD_XX_06_DR_A_STAGE3_TPP_1006_A1



233_POD_XX_06_DR_A_STAGE3_TPP_1006_A1 | Proposed Sixth Floor Plan | 1 : 200



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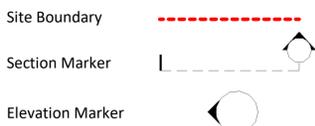
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Project
York Gate Development
York Road, Bedminster, Bristol, BS3 4AD, UK

Drawing Title

Proposed Tenth Floor

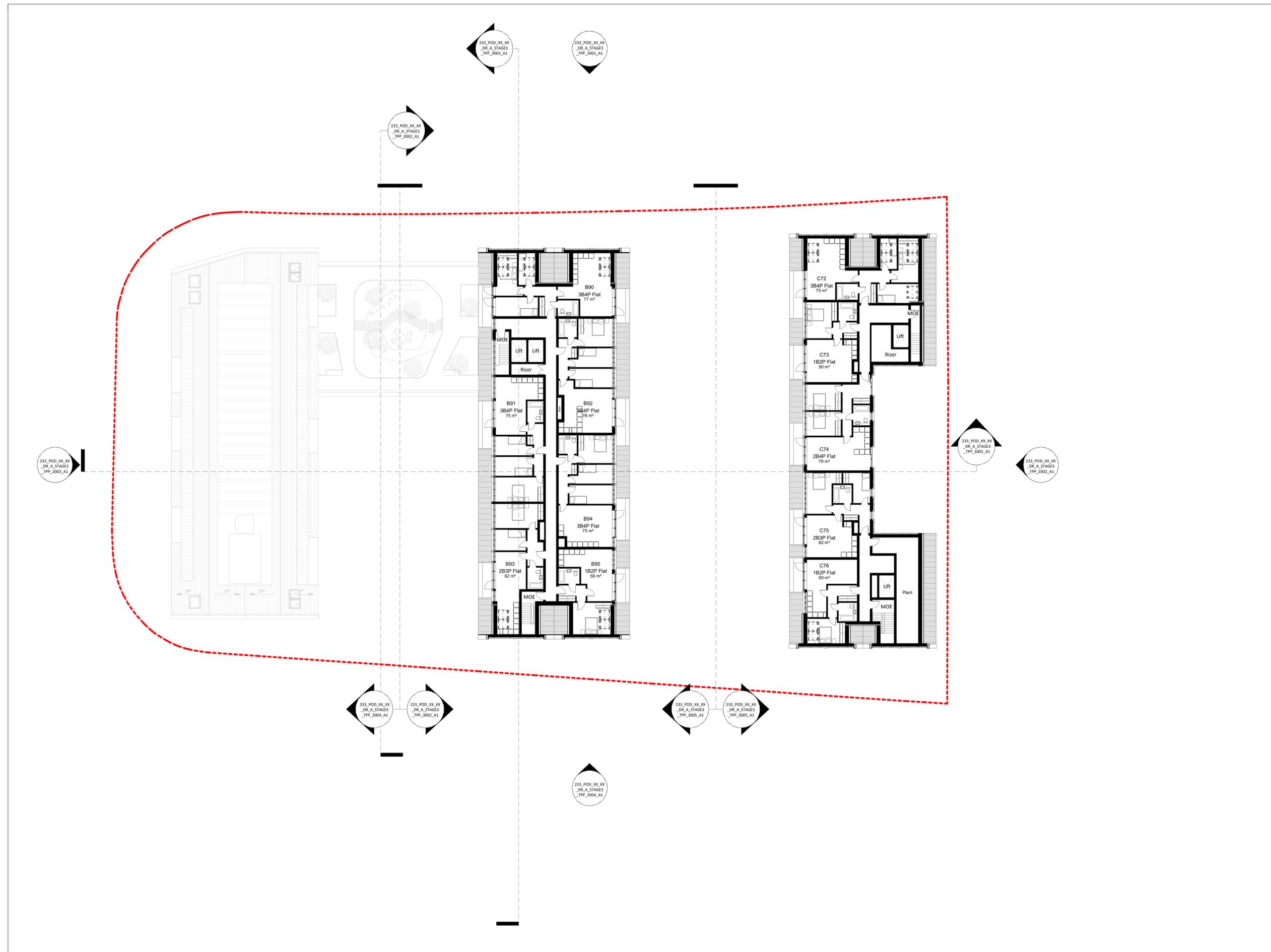
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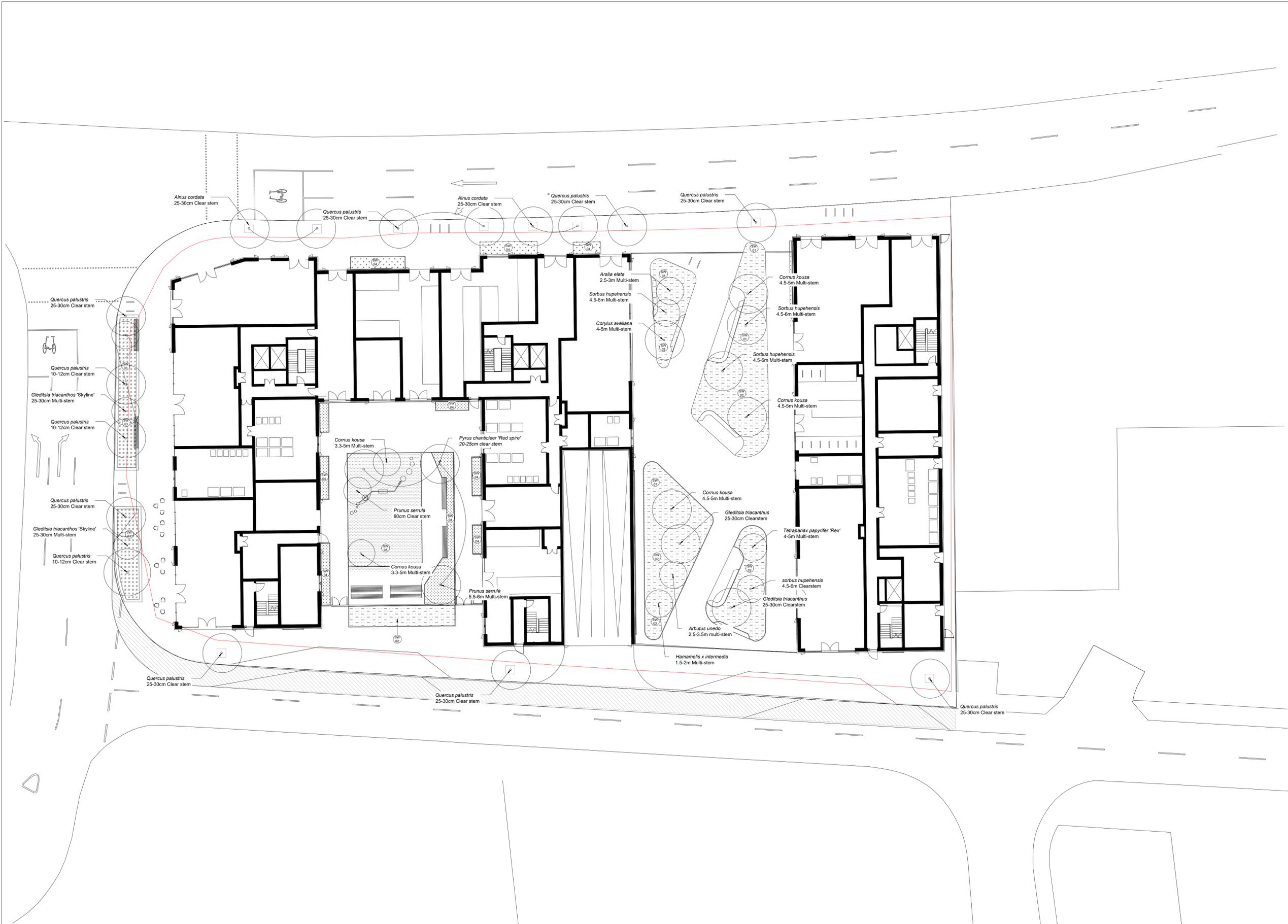
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	Date 07/07/2022		Checked PS

Drawing no. 233_POD_XX_10_DR_A_STAGE3_TPP_1010_A1	Revision 1
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233_POD_XX_10_DR_A_STAGE3_TPP_1010_A1 | Proposed Tenth Floor | 1 : 200





- KEY**
- - - Site Boundary
 - ⊕ Existing Tree
 - ⊙ Proposed Tree
 - SW-01 Proposed Hedge
Species rich native hedgerows. Refer to Planting Schedule.
 - SW-02 Proposed Raised Planting Beds
Refer to Planting Schedule.
 - SW-03 Proposed Rain Garden
Refer to Planting Schedule.
 - SW-04 Proposed Green Wall
Refer to Planting Schedule.
 - SW-05 Proposed Lawn
Refer to Planting Schedule.

- NOTES**
- A. Refer to Arboricultural Consultants drawings and document for detail on existing trees, trees retained and tree protection measures.
 - B. Refer to Planting Schedule.
 - C. To be read in conjunction with all other landscape drawings and documents.
 - D. All sub-base and build up to Engineers detail and specification.
 - E. All drainage to Engineers detail and specification.

Do not scale drawings. All dimensions to be checked on site.
Errors to be reported immediately to landscape architect.
To be read in conjunction with all relevant architects, Services and engineers drawings.

Revision Tracker

P01 - Revision Purpose
P02 - For Information
P03 - For Planning
P04 - Planning Addendum

Status

S2	21.11.2021
S2	30.11.2021
S2	16.12.2021
S2	29.06.2022

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Kennington, London SE11 4DS
+44(0)20 3727 6780

Date 29.06.2022
Scale 1:200/A1
Drawn GG/CvS
Location York Road, Bedminster, Bristol
Client Donard Affordable Homes

Bristol
1.14 Temple Studios,
Temple Gate, BS1 6QA
+44(0)20 3727 6788
mail@churchmantornhillfinch.co.uk

York Gate Development
Softworks Landscape Plan
596-CTF-XX-XX-DR-L-50000

Status **S2**
Revision **P04**

YORK GATE DEVELOPMENT

Donard Affordable Homes

Design & Access Statement
Addendum



Mixed-Use Residential Development

Prepared by POD Architects

Revision 00 - 29 June 2022

0.0 EXECUTIVE SUMMARY

On behalf of Donard Living, POD Architects, through this re-submission, have developed a revised vision for a sustainable, high-density, mixed-use affordable housing scheme, overlooking the River Avon. It will incorporate a series of landmark 6-10 storey buildings, comprised of quality affordable homes to the upper levels, with modern active employment spaces and amenity space at ground level engaging with the surrounding context. Residential parking is minimised and self contained within a new basement level. It is intended that these amended proposals will act as an enabling site and catalyst for the wider regeneration of the Mead Street area from an underutilised industrial area of the city centre, into a new residential led mixed use quarter.

Executive Summary

This addendum to the design and access statement is submitted on behalf of the Client, Donard (Bristol) Ltd ('Donard'), in respect of the full planning application for the land at York Road, Bedminster, Bristol, BS3 4AD, UK which for the purposes of this resubmission is known as the 'York Gate Development'. The resubmission / addendum has been informed by and comprehensive and elongated consultation process with Bristol City Council Planning Department and the Mead Street Development Design Team over an 18 month period. The resubmission is also informed by an in depth consultation process with our immediate neighbours and adjoining stakeholders, Royal Mail and DTZ. Considerations under review in the consultation with BCC planners included but was not exhausted by the following;

- Number and density of new dwellings on the site which has been reduced from 244 homes to 221 in this resubmission.
- Relationship of our site with the adjoining neighbouring Royal Mail Site such that we do not prejudice its future development.
- The location and width of a new urban link from Mead Street to York Road.
- The use and type of employment space at ground floor level of the development.
- The location and appearance of the residential entrances and cycle stores across the development.
- The relationship of the widths of pavements and locations of service bays such that it does not compromise any potential future Rapid Transit Route on Mead Street.
- The height scale and massing of the urban blocks in particular, those adjacent to the existing Bedminster Conservation Area, which lead to the reduction of the building height on York Road.
- The appearance and form of the buildings roof line and the redesign

and reduction of the impact of any dormers.

- The simplification and appearance of the material form and vernacular of the proposed buildings which led to the omission of the zinc cladding to the upper levels of the buildings for a more restrained brickwork form.

To support the resubmission / addendum, a comprehensive suit of technical reports prepared by a full consultant team comprising Savills as Planning Consultants, and heritage advisors; Currie and Brown as project managers and cost consultants; Hoare Lea as MEP, daylight and sunlight, and sustainability consultants; Key Transport Consultants providing transport assessments, highways input and a Travel Plan; Hydrock as civils and structures engineers; Churchman Thornhill Finch as Landscape Architects; and Conversion PR, as consultation and communication consultants who have been in charge of Public and Stakeholder Consultation during the process, which should be read in conjunction with this DAS.

Donard Living acquired this industrial brownfield site, formerly occupied by Bart Ingredients, with the intention of developing it for 100% affordable housing which is much needed in the City of Bristol. Donard is a property development company with the aim of bringing forward dedicated social and affordable housing developments across the UK, at scale, to assist in bridging the significant gap in the Nation's current portfolio and address the pressing housing needs. Donard believes in the urban regeneration of our towns and cities and through relationships with Registered Providers (RP) and Local Authorities, it has the ability to offer a fully funded 'turn-key' offer that will assist in bringing more affordable homes to sites in central urban locations to fruition.

This site will be one of many that Donard and its partners are committed to investing in over the next few years. By providing these new homes Donard

wants to regenerate and repopulate this part of Bristol with high quality architecture creating affordable homes that Bristolians will be proud of. The offering will provide a range of affordable accommodation to suit all demographics and ages with flexible tenure options. The proposals will provide homes that meet the most up to date standards, particularly in terms of national and local space standards, energy efficiency and fire safety policy. A high-quality cost-effective option will be provided to those seeking to live in the very heart of urban centres like Bristol, where all that people need is within a five-, ten- or fifteen-minute walk or cycle.

The amended resubmission scheme is for 221 one-, two- and three-bedroom homes, ground floor employment space, 43 residents car parking spaces in a self-contained basement, and associated landscaping. The highly sustainable site proposes reduced on-site parking, whilst meeting the needs for active travel options through cycle parking provision and good pedestrian friendly spaces. The design sees this as important part of the proposal for maintaining environmentally conscious cities like Bristol.

Planning Overview

The Client and design team recognise that this is a highly visible site in Bristol and as such the local authority has been engaged with at an early stage through the pre-planning and post planning process, whilst the Mead Street Development Brief was finalised, which has all led to this re-submission. Regular discussions have been held throughout as the scheme has evolved to those set out in section four.

The site is part of the Council's Bristol Temple Quarter (Draft Policy DS2) (BTQ) - a new mixed-use quarter, delivering thousands of new homes for the City. The Bristol Temple Quarter Vision Document (March 2021) identifies the Mead Street area for 'residential development including new public open space and a cycle link'. It is currently designated as a Primary Industrial and Warehousing Area (PIWA) in the existing adopted Development Plan, but that is proposed to be changed in the emerging Local Plan (March 2019) to make way for this residential-led regeneration.

The Site is located within a designated Principal Industrial and Warehousing Area (PIWA), but this allocation is not maintained in the emerging plan. The proposals support the opportunity to bring forward regeneration. The design team have engaged with the process which has informed the amended scheme.

The Council has developed over a period of time, its own vision through the Mead Street Development Brief for this area. As it explains, these development principles seek to inform the delivery of the vision for the area and provide guidance for developers when they consider possible development opportunities within the Mead Street Area. This is how the Council describes

0.0 EXECUTIVE SUMMARY

its aspirations for the regeneration of this area.

'Mead Street is within walking distance of Temple Meads Station and the City Centre, as well as other local services, making it a good place to build homes and promote sustainable and active travel choices, supporting the City's drive to reduce carbon. The emerging vision for Mead Street is to create a flourishing urban neighbourhood with a mix of new homes and workspaces, supported by a retail offer and community facilities. A central green space at the heart of the community is envisaged as well as improved links for walking and cycling to, from and within the area.'

It is clear that this part of Bristol will undergo great change in the near future and the design team see the proposals as a good start point and mark of quality that will act as a catalyst for that wider masterplan.

The pre and post application process has been iterative, reflecting the Clients desire to evolve the scheme with input from the Council and neighbouring stakeholders.

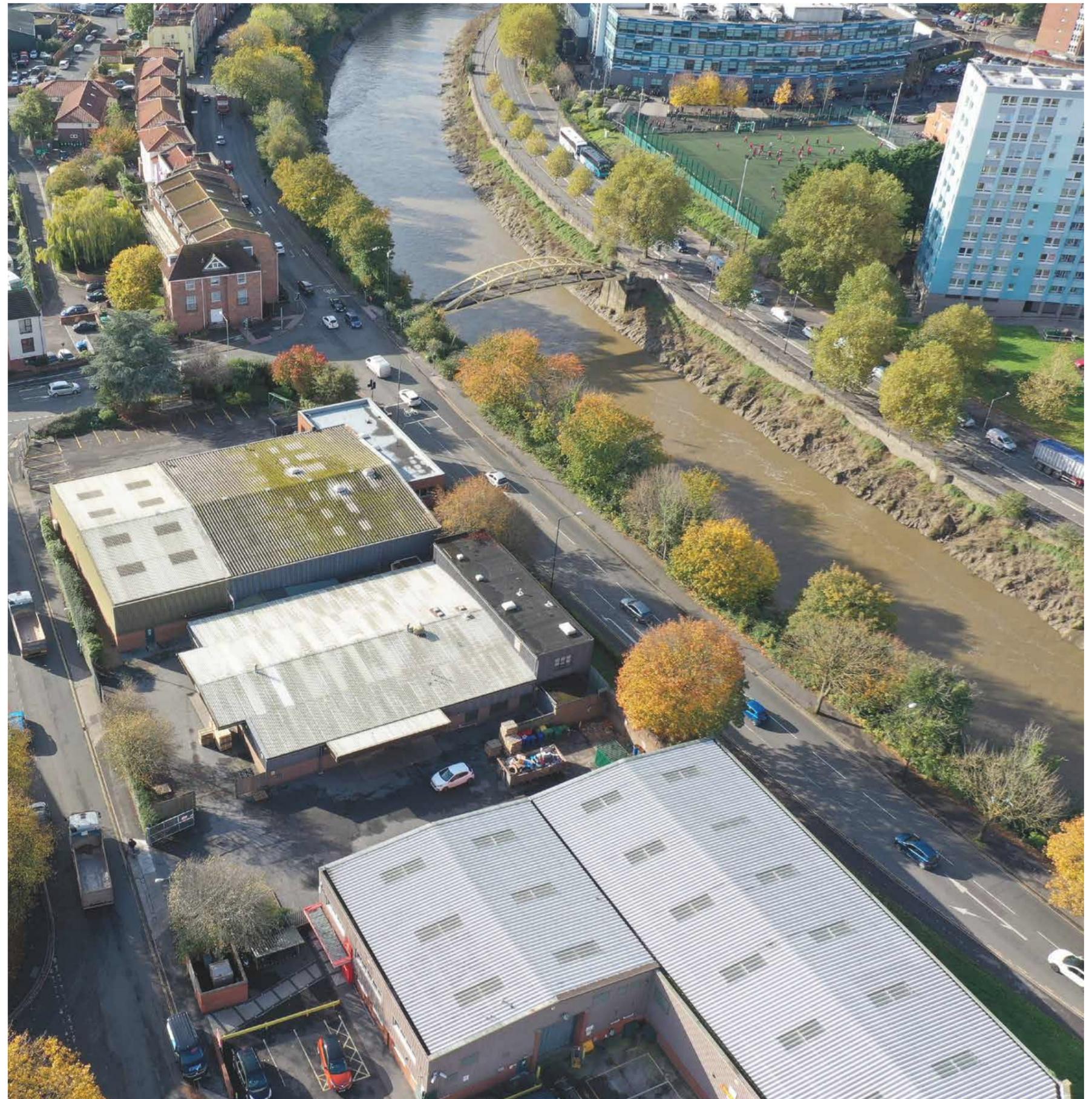
The design team has also once again engaged with Design West Design Review Panel and the feedback provided has informed the design quality, height, scale, massing, materiality and public realm proposed in the scheme.

Of critical importance is the Urban Living SPD. The design team responded to this in the pre-application one submission, and this has been updated in this document in section six. Section eight of this document features the design teams response to the 'Guidance for Tall Buildings' which provides advice for applicants of tall building defined as 30m or higher. The response to the Tall Building Strategy has examined all nine areas of the policy and consider that a visual attractive scheme is proposed that will be in keeping with the surrounding existing and emerging context.

Proposals Summary

The scheme proposals for the site are set out in detail from section 2 of this design and access statement. The layouts have been developed to be as efficient as possible to deliver a viable and appropriate mix and quantum of affordable homes. The designs maximise active frontages, for habitable and employment uses, whilst allocating ancillary functions to less prime areas. The details of the homes, including the 2% fully accessible M4(3) homes with all the remaining homes compliant with M4(2) are included in the report to illustrate how space standards have been met.

A detailed landscape section is included in section 3, which is provided by the landscape consultant and supported by additional reports. It captures the intent for all the landscape spaces proposed with suggestions for hard and soft landscaping.



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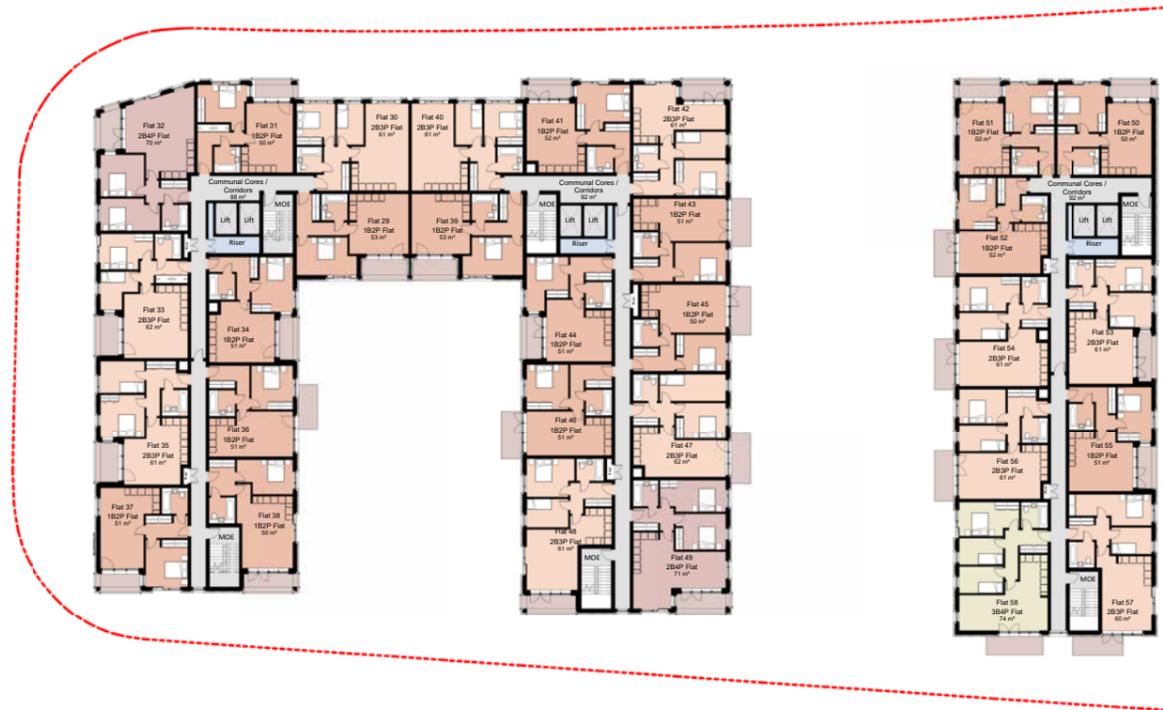
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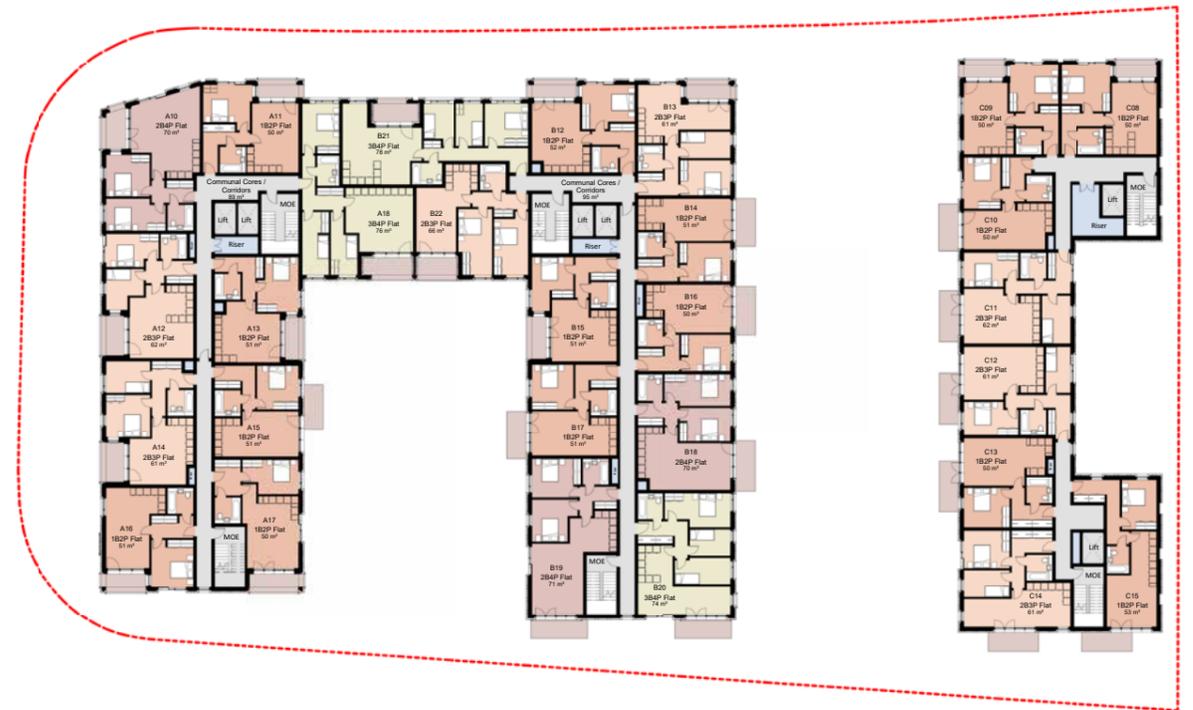
1.0 DESIGN UPDATES SUMMARY

- 1.1 Proposed Scheme Floor Plans -221 Homes
- 1.2 Proposed Scheme Elevation - 221 Homes
- 1.3 The Updated Dormer & Roof Profile Design
- 1.4 The Updated Relationship to the Adjoining Property Royal Mail
- 1.5 Party Wall Concept to Adjoining Property
- 1.6 Proposed Scheme Artistic Impressions

1.1 PROPOSED SCHEME FLOOR PLANS - 221 HOMES

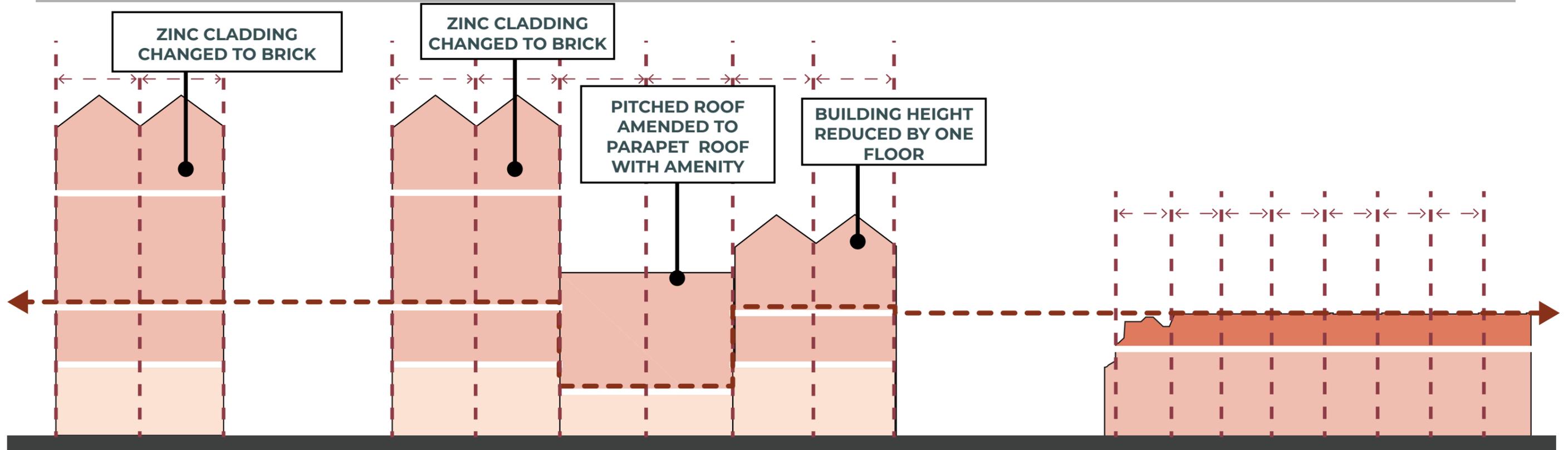


Submitted Scheme -244 Homes



Proposed Resubmission Scheme -221 Homes

1.2 PROPOSED SCHEME ELEVATION - 221 HOMES



1.3 THE UPDATED DORMER & ROOF PROFILE DESIGN



Submitted Scheme - Dormer/Roof Profile & Material



Proposed scheme design intent sketches



Proposed scheme concept sketches

1.4 THE UPDATED RELATIONSHIP TO THE ADJOINING PROPERTY ROYAL MAIL

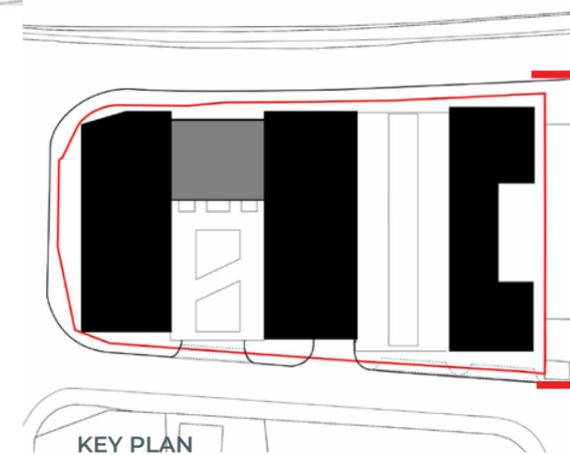


North East Elevation - Submitted Scheme with Overlooking Windows to Adjoining Property



North East Elevation - Proposed Scheme Without Overlooking Windows

1.5 PARTY WALL CONCEPT TO ADJOINING PROPERTY



1.6 ORIGINAL SUBMITTED SCHEME



Submitted rendered view at junction of York Road and St Luke's Road

1.6 PROPOSED RE-SUBMISSION SCHEME



1. ALTERNATIVE MATERIAL TO TOP TIER FROM ZINC TO BRICK.
2. ALTERNATIVE ROOF PROFILE ON YORK ROAD WITH ROOF TOP AMENITY.
3. REDUCTION OF 1 FULL STOREY HEIGHT ON ST. LUKE'S ROAD BLOCK.
4. SIGNIFICANT REDUCTION OF DORMER SCALE & IMPACT ON ROOF PROFILE & INCLUSION OF ROOF AMENITY TERRACES.
5. PLINTH HEIGHT TO ST. LUKE'S ROAD BLOCK REDUCED BY 1-STOREY HEIGHT.

Updated rendered view at junction of York Road and St Luke's Road

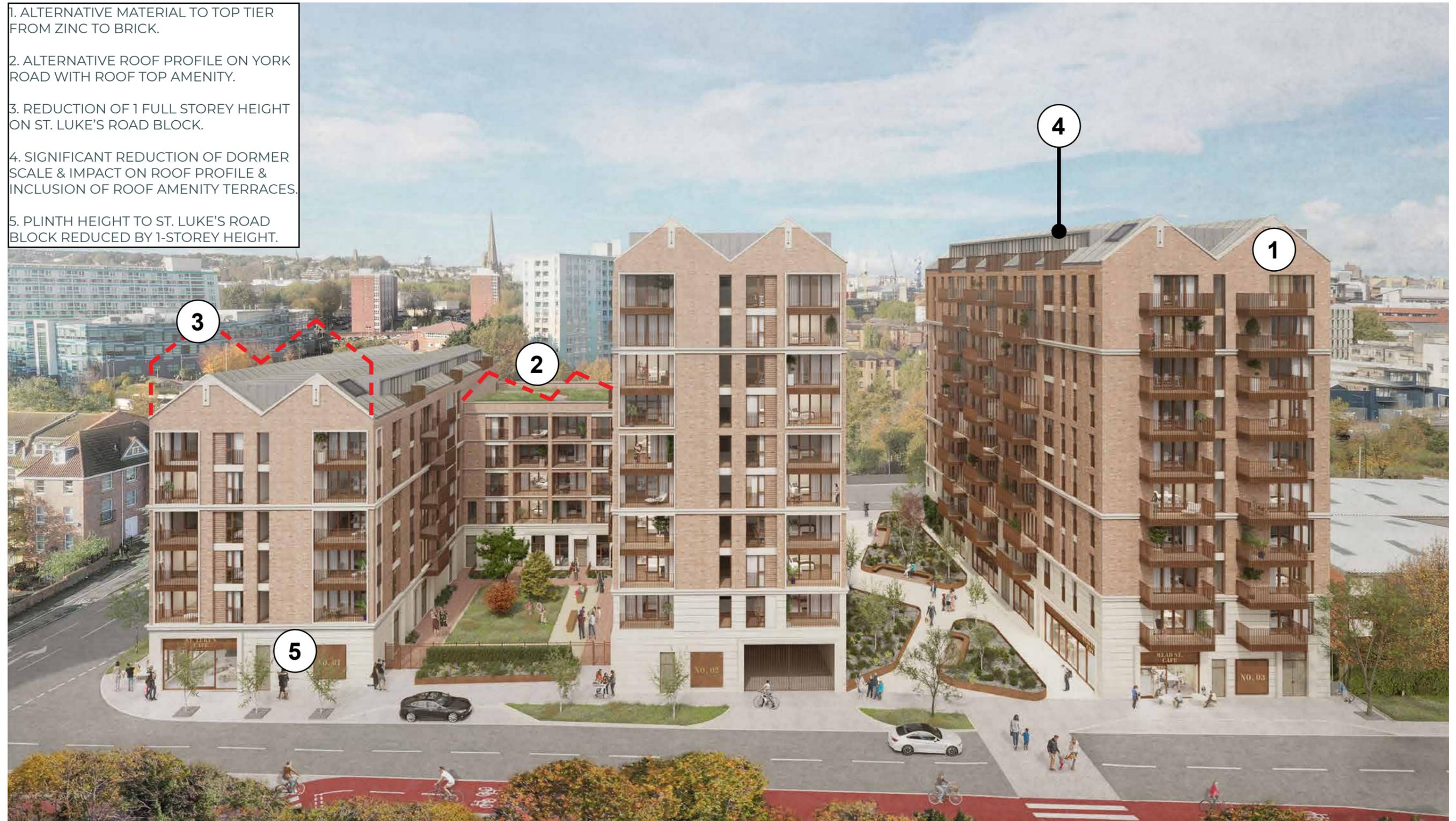
1.6 ORIGINAL SUBMITTED SCHEME



Submitted rendered view looking north from escarpment

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Updated rendered view looking north from escarpment

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Submitted rendered view at junction St Luke's Road and Mead Street

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Updated rendered view at junction St Luke's Road and Mead Street

1.6 ORIGINAL SUBMITTED SCHEME



Submitted rendered view of York Gate new street from York Road

1.6 PROPOSED RE-SUBMISSION SCHEME



Updated rendered view of York Gate new street from York Road

1.6 ORIGINAL SUBMITTED SCHEME



Submitted rendered view looking south from north side of the river Avon.

1.6 PROPOSED RE-SUBMISSION SCHEME



Updated rendered view looking south from north side of the river Avon.