

WARD: Clifton

SITE ADDRESS: Former Car Park College Road Clifton Bristol BS8 3HX

APPLICATION NO: 21/01999/F Full Planning

DETERMINATION DEADLINE: 4 March 2022

Erection of 62 dwellings with associated parking, new vehicular access, and associated infrastructure and landscaping.

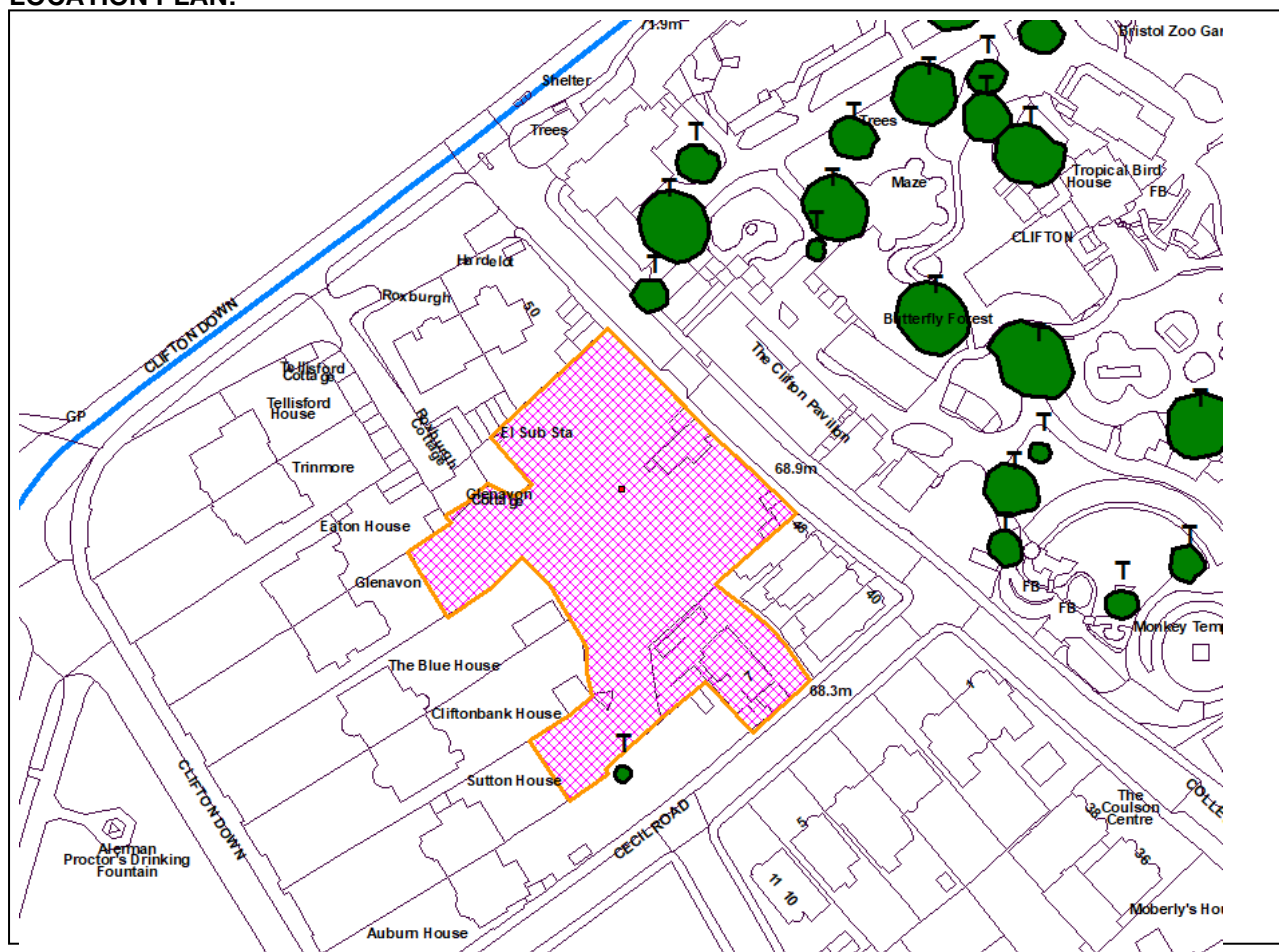
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Barton Willmore
101 Victoria Street
Bristol
BS1 6BU

APPLICANT: Bristol, Clifton & West Of England
Zoological Society
Bristol Zoo Gardens
Guthrie Road
Bristol
BS8 3HA

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

LOCATION PLAN:



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BACKGROUND

This application for the erection of 62 dwellings with associated parking, new vehicular access, and associated infrastructure and landscaping was brought to DC Committee A on the 22nd September 2021 following the receipt of a Member Referral from Councillor Grant. The reasons given for the referral was as follows:

“Unacceptable loss of trees which are needed for both carbon sequestration and for public amenity.

Damaging to the conservation location due to:

1.Massing: The size of the blocks of flats is over-large. It should be in line with the houses along the street. Contrary to what is said in the design statement, these new structures will dominate the adjacent terraces. The mansard roof, while echoing the Georgian style, is actually quite inappropriate here as it is juxtaposed to the pitched rooves in the terrace. The lack of light around a pitch roof, adds to the feel of it being too dominant.

2.Lack of detail – the plainness of the design is out of line with the adjacent properties. The ‘squareness’ of the street elevation is displeasing, as there is no relief which the pitch rooves give to the terraces.

At the meeting, Members resolved to grant planning permission and following the completion of a Section 106 Agreement to secure 13 affordable houses (split 77% Social Rented and 23% Intermediate affordable housing) and planning permission was granted on the 28th February 2022.

On the 24th March 2022, the Local Planning Authority received a Pre-Action Protocol Letter Before Claim from Leigh Day, solicitors, on behalf of the Clifton & Hotwells Improvement Society, an unincorporated society and charitable body, challenging this grant of planning permission. Following the receipt of legal advice, the LPA conceded the prospective claim.

As members will be aware, the process of Judicial Review of planning permissions relates to the process undertaken rather than the merit of the scheme. In this case the grounds of the review related to the way in which Heritage and Sustainability matters were presented to the Committee.

As a result, on the 14th June 2022 the High Court quashed the decision of the Local Planning Authority to grant planning permission for the above development, principally on the grounds that the Report presented to Committee failed to properly consider the level of heritage harm; undertake a planning balance in relation to harm and public benefits; nor set out a clear and convincing justification for the heritage harm in accordance with the guidance in the National Planning Policy Framework that it was purporting to apply. A related error concerned an inaccurate summary of the views of Historic England with regard to the heritage effects of the development.

The Local Planning Authority are therefore required to reconsider this application. The reconsideration should look at all matters afresh and no reliance should be placed on the earlier Report or on the previous quashed decision. This report includes a required assessment weighing the public benefits of the application against the assessed harm to heritage assets surrounding the site, consistent with Paragraph 202 of the NPPF.

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The application proposal includes an offer of 13 affordable homes.

The planning conditions as previously agreed have been considered afresh and form part of the recommendation within this report.

THE IMPORTANCE OF THE PROPOSALS TO THE ZOO

Ahead of the meeting in September 2021, the Applicants wrote to the Local Planning Authority stating:

“ With our history of 185 years in Clifton, we are committed to creating a legacy of high-quality sustainable homes, which are in line with our core conservation values. We are bringing the scheme to the planning committee ourselves in order to ensure a positive addition to Clifton, whilst ensuring the financial sustainability of the Society itself.”

Subsequent to this Committee, the Bristol, Clifton & West Of England Zoological Society closed the Zoo at Clifton on the 3rd September 2022.

The application is not linked to any wider issues concerning the future of the Bristol Zoo site and should be considered entirely on its own merits.

SITE AND SURROUNDING AREA

The application site is located in the Clifton Ward of the City. It is located in the Clifton and Hotwells Conservation Area.

The site is located on the western side of College Road between its junction with Clifton Down to the north and Cecil Road to the south. It is predominantly surrounded by residential development, including the following Grade II listed buildings on Clifton Down:

- Grade II Listed Tellisford house and attached front garden walls, piers and gates and Trimore and attached front garden walls, piers and gates (c.40m to the north-west of the application site)
- Grade II Listed Eaton House and attached front garden walls, piers and gates and Glenavon and attached front garden walls, piers and gates (c.25m to the west of the application site)
- Grade II Listed Avonbank and attached front garden walls, piers and gates and Cliftonbank and attached front garden walls, piers and gates (c.40m to the west of the application site)
- Grade II Listed Auburn House and attached front garden walls, piers and gates and Sutton House and attached front garden walls, piers and gates (c.20m to the west of the application site).

On the opposite side of College Road to the east is Bristol Zoo Gardens (and the Clifton Pavilion is locally listed).

In addition to those listed above, the following listed buildings surround the site:

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- Grade II Listed Bristol Zoological Gardens Entrance (c.50m to the north-east of the application site)
- Grade II Listed Arc Lamp Post (c.40m south-west of Avonbank and c.70m to the west of the application site)
- Grade II Listed Alderman Proctor's Drinking Fountain (c.100m to the west of the application site)
- Grade II Listed Arc Lamp Post to south of Auburn House at junction with Cecil Road (c.70m to the south-west of the application site)
- Grade II Listed Bristol Zoological Gardens, Giraffe House (c.170m to the east of the application site)
- Grade II Listed Clifton College, School House (c.160m to the south-east of the application site)
- Grade II Listed Clifton College, Victory Arch (c.180m to the south-east of the application site)
- Grade II Listed Clifton College, Statue of Earl Haig (c.190m to the south-east of the application site)
- Grade II Listed 'The Monkey Temple at Bristol Zoo' (List UID: 1478682) c.110m south-east of the site;
- Grade II Listed 'Eagle Aviary at Bristol Zoo' (List UID: 1479019) c. 130m south-east of the site;
- Grade II Listed 'Former Bear Pit at Bristol Zoo' (List UID: 1479018) c. 200m north-east of the site;
- Grade II Listed 'South entrance gates and flanking walls to Bristol Zoo' (List UID: 1279642) c. 200m east of the site;
- Locally Listed Bristol Zoological Garden c.10m to the north of the Site;

The application site was most recently in use as a 160 space car park for the Zoo, the Zoo closed in September 2022 and the car park site has been vacant since then. The car park also has 8 cycle spaces. It is surrounded on three sides by residential development and by the Clifton Pavilion and main zoo site on the fourth side on the opposite side of College Road.

The site is a 'brownfield' site as defined by the National Planning Policy Framework (NPPF). It is land in the curtilage of developed and was last in use as a car park associated with the Zoo.

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APPLICATION DETAILS

This is an application for full planning permission for the erection of 62 homes. The proposed homes are divided into three parts, two blocks of apartments and 7 mews houses.

This is a standalone application to be considered on its own merits and not part of any wider proposals for the development of the nearby main Zoo site.

Block A is proposed to front College Road includes 41 homes comprising 9 x 1 bedroom homes with an internal floor area of 51 square metres; 27 x 2 bedroom homes with an internal floor area of between 71 and 112 square metres and 5 x 3 bedroom homes measuring 132-148 square metres. Internal bin and cycle storage is included at ground floor.

Block B is proposed to be located at the vehicular entrance to the site at Cecil Road. It includes 14 homes comprising 10 x 2 bed homes and 4 x 1 bed homes. Each home incorporates a small balcony (typically 3 sq.m). All comply with nationally described space standards. One of the ground floor flats is proposed to be wheelchair accessible. Internal bin and cycle storage is included at ground floor.

Of the seven mews houses, five are to be located to the rear of Block A and two to the rear of Block B. There are two designs for the Mews Houses. Both designs incorporate incorporates three storeys and four bedrooms divided on two levels.

Provision is made for 20% affordable housing, to be secured by legal agreement. This equates to 13 homes within Block B. The breakdown of the affordable housing is 4 x 1 bedroom (including 1 M4(3) compliant); 5 x 2 bedroom (for 3 people) and 4 x 2 bedroom homes (for 4 people).

Provision is made on site for 45 parking spaces on site. The proposals for the site also accommodate sufficient space for 151 cycle spaces.

The application proposal incorporates sedum roofs and will provide Air Source Heat Pumps (ASHPs) within a central plant room to provide heating and hot water to the development. 100m² of photovoltaic (PV) cells are included on the roof of Block A. The use of central ASHP and PV cells will enable the development to achieve a 53% total reduction in carbon emissions.

The application includes the planting of 17 trees, a net addition of 2 trees, and will be landscaped. The exact form the landscaping will take, and the species of trees will be secured by condition.

Bird and bat boxes will also be fitted to trees on the site and provision for insects such as solitary bees will be made either by incorporating suitable crevices into walls or by providing insect hotels.

Green roofs and living walls will be provided and will provide additional habitat for invertebrates in the form of shelter, nectar sources and larval foodplants.

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Revisions to the Scheme

On the 27th September 2022 the application proposal was amended to include the following amendments to Block A. Specifically, the refinement to the College Road elevation of Block A to include:

- Relief added to the roofscape
- The pushing back of the middle element of the roofscape by 1m
- Addition of a stone cornice parapet added
- Amendments to the window hierarchy and window articulation
- Stone horizontal banding
- PV cells added to the roof of Block A

EQUALITIES ASSESSMENT

The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.

S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-

- (a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

During the determination of this application due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

We have had due regard to the Public Sector Equality Duty contained in the Equality Act 2010 when making the assessment set out in this report.

RELEVANT PLANNING HISTORY

There is no relevant planning history for the application site.

An applications for the redevelopment of site of the main zoo site to include 196 residential units (Class C3), the provision of community floorspace (Class E, F1 and F2), and open space with associated landscaping, play space, parking, accesses (pedestrian, cycle and vehicular), infrastructure, works to listed buildings, and selective demolition of buildings, is currently pending consideration (22/02737/F and 22/02889/LA).

COMMUNITY ENGAGEMENT

The application proposal is accompanied by a Statement of Community Involvement.

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Process

Ahead of the submission of the application, the Applicants undertook a consultation exercise involving:

- Consultation pack letters and leaflets delivered to over 200 local addresses;
- Establishing a Community Forum with membership from Local Resident associations, neighbouring schools, Ward Councillors and the Clifton and Hotwells Improvement Society, which met regularly through the period from pre-application through to submission of the application.
- Paid social media geotargeted promotion via Facebook between 15 February and 2 March 2021 (the deadline for responses was midnight); Total landing page views were 1,170, with a reach of 16,654 people;
- Emails to stakeholders and stakeholder groups including Bristol Zoological Society members, newsletter subscribers, shareholders and colleagues (staff and volunteers);
- Emails to Wild Place Project annual pass holders/enewsletter subscribers;
- Communication via the Bristol Zoological Society website which directed traffic to its dedicated strategy and consultation webpages.

Comments received and Applicants' Response

The comments received are reflected in the representations made to the application (summarised below). The Applicants conclude:

“The consultation was robust, wide-reaching and inclusive, ensuring that a genuine and thorough consultation sought true and accurate public opinion on the emerging development to fully inform the application and enable responses to immediate neighbour and local stakeholder feedback.” (taken from the Statement of Community Involvement)

Planning Application Consultation

Comments received objecting to the application

Ahead of the consideration of this application in September 2021, 385 neighbouring properties were consulted and site and press notices were posted. As a result 387 representations were received (116 following the receipt of revised plans). The majority of the representations object to both the initial proposal for the site and the revised proposal. In summary the objections to the proposal can be summarised as follows:

Design

The proposals constitute over-intensive development of the site.

The buildings are too tall, particularly in relation to the local surroundings.

They are out of keeping with surrounding buildings.

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There is insufficient amenity space.

Impact on the Conservation Area: This development would fail to preserve or enhance the character of the Conservation Area. At least 15 mature trees will be lost.

The poor design and over massing would damage the settings of surrounding listed buildings and other unlisted buildings of merit.

Insufficient parking: The proposed parking provision is totally inadequate. Even those who walk/cycle/bus to work/shop still have cars for family excursions.

Other issues: If this application is granted it would set a dangerous precedent for the redevelopment of the main zoo site.

8 comments made in support of the Application (of which 1 is identified as a Trustee of the Bristol Zoological Society)

The following comments have been made in support of the application:

“Fantastic move by BZG. The scheme is planning compliant and addresses most concerns that I have as a visitor. I appreciate that losing car parking is a loss but the provision of housing is meeting a more important social need. As the zoo is a charity we can be assured any gain is locked in to support the charity objectives.”

More homes in Clifton is long overdue. The scheme seems to fit really well with the surrounding properties.”

CONSULTATION FOLLOWING THE QUASHING OF THE DECISION

Following the quashing of the original planning permission on the 14th March 2022, the Local Planning Authority have written to everyone who made comments on the original application together with neighbouring residents to invite them to make any further comments.

The Clifton and Hotwells Improvement Society (CHIS)

The Clifton and Hotwells Improvement Society reiterates in the strongest possible terms its opposition to this inappropriate and damaging set of proposals. CHIS is also more than surprised that, in the light of the views of English Heritage and CAP, the Application has not been amended before being re-submitted.

The following points are of particular importance in assessing the proposals:

1. The scheme constitutes over-intensive development. In the words of Historic England, 'the proposed layout, massing and design fails to respond to the character and appearance of the Conservation Area'.
2. A high proportion of the homes have only a single aspect. There is no daylight in some corridors. Far too many have no access to private open space. There is nowhere for children to play.
3. The buildings are too high, especially those proposed on College Road, and are out of keeping with surrounding buildings. As Historic England puts it, '(the) robust rhythm of weighty Victorian villas, constructed predominantly from dressed rubble and Bath stone

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detailing, is certainly the overriding built form and the concept of a terraced approach of this scale alongside the existing short terrace is of considerable concern'.

The poor design and over-massing would damage the setting of surrounding buildings.

4. A significant number of mature trees would be lost.

In summary, the proposals fail altogether to preserve or enhance the character of the Conservation Area. In fact, they would do the opposite and cause significant harm.

It is also relevant to point out that the housing is of such construction that the embodied energy and greenhouse gas emissions will be far in excess of what is targeted by bodies such as the RIBA and the UK Green Building Council. Giving consent to housing of this nature is not consistent with the Council's own declaration of a climate emergency.

In summary, the comments received in the latest round of consultation can be summarised as follows:

Comments of 27 residents objecting to the application proposal and reiterating previously made objections.

Design

"The sheer ugliness of the buildings, the massing, the proposed building materials, the enormous block on College Road, the sheer size of the proposed development, the lack of sufficient car parking, the lack of outside space, the proposed new entrance on Cecil Road, the lack of solar panels, the huge number of heat pumps, the lack of play space for children, make this a totally inappropriate design for the Clifton and Hotwells Conservation Area. The views of Historic England and the vast number of local residents should not and cannot be ignored. A fundamental rethink of the design is required not simply tinkering around the edges. It is just not good enough and represents greed over taste and good design."

"I remain bewildered that the buildings proposed have been designed in a manner that is so out of keeping with others in this conservation area."

"What has been proposed from the beginning, even with a few minor tweaks, is a boring pastiche of high density."

The proposal fails to provide children's play area.

"I consider this new development to be poorly planned and intended to cram too many dwellings into too small a site with no appreciation for how the added traffic or the changed access route will negatively affect the existing residents, not only in terms of amenity but also in terms of safety (by changing the location of the access road to a tight, narrow turn too close to the junction with College Road) and health (by putting in the new access road right beside/ underneath people's living and sleeping spaces)."

"I do not believe that the council determining the application while not altering their plans will satisfy the views of Historic England with regards to this site. Historic England stated " the proposed layout, massing and design fails to respond to the character and appearance of the Conservation Area." The Council reconsidering the same plans does not satisfy this

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concern. Seeking consent for an unchanged Application demonstrates a degree of contempt for both Historic England's arguments and also for local residents who raised the same concerns .”

Concern that College Road and Cecil Road currently experiences significant flooding / extremely large puddles.

Concern that it is out of keeping with the conservation area and existing historic buildings

Concern that it's over intensive and will harm local heritage.

Concern that 15 mature trees would be lost.

Concern that the buildings are too tall

Concern that insufficient individual garden areas and/or a community 'town garden'

Concern that the proposal will give rise to the destruction of existing mature trees.

“Clifton is a rare and beautiful village and we hope that the planning authority does nothing to spoil it.”

Highways Issues

Concern that there is insufficient car parking and that the proposals will give rise to increased on street parking and congestion in the area.

“There would be additional pressure from tail backs on the A4176 down to The Portway.”

Concern that students at Bristol Baptist College will be unable to park close to the college.

Provision of affordable Housing

“The site offers 20% affordable homes. This appears to reflect the approach set out in the Affordable Homes Practice Note. In the Council's response to the pre-action protocol letter from Leigh Day regarding the granting of the now quashed Application the Council's legal opinion was clear: that a Practice Note cannot change or establish policy. It is our view that this Application has clearly been dealt with in ways which would not be considered appropriate under the existing Policies in the Core Strategy. In effect, the Application assumes the very change of policy, via the Practice Note, that the Council's own legal opinion indicated cannot be achieved through the content of a Practice Note. It therefore fails to comply with the Council's own policies on affordable homes.”

Sustainability

“The proposal fails even to meet the far from challenging residual carbon dioxide emissions target within BCS 14, confirming just how poor this application is, and how distant it is from the aspiration of the NPPF to ensure that plans and planning decisions are consistent with the Climate Change Act, as well as the Net Zero Strategy, published since the application was previously considered, which effectively ‘banks’ the expected effect of decisions taken by planning authorities to ensure that development is well designed.”

“The Zoo has claimed that the application demonstrates "high environmental and sustainable standards". This is simply untrue as others have pointed out, and as evidenced by the applicant's astonishing rejection of the need for solar PV.”

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“The initial consideration of renewable energy technologies, such as solar PV, is not acceptable given not only the relevance of climate change but, just as important, and clearer now than ever, the affordability of energy. In an amendment sheet presented to the Development Control Committee the Applicant's sustainability consultants stated:

'Solar PV panels were considered (within sustainability/energy statement) but discounted for a number of reasons notably efficiency/orientation, aesthetics and impact on Conservation Area. And also provision of sedum roof and ecological enhancements.'

The notion that efficiency/orientation would render the PV non-feasible is quite simply ridiculous in the context we are discussing - the Applicant was free to determine the orientation of the roofs.

There are already PV panels installed on listed buildings in Clifton, whilst the supposed preference for sedum roof vis-à-vis PV not only suggests a conflict which does not exist but also runs counter to the existing policies of the Council. The statement is made all the more farcical given that the proposals for the main Zoo site now include solar PV panels. The consultants need to explain why what was not feasible for one site is deemed eminently feasible on the other.

Following on from the above, the housing is also of such construction that the embodied energy and greenhouse gas emissions (i.e. the energy generated, and greenhouse gas emitted, associated with the materials and construction process) will be far in excess of what is targeted by bodies such as the RIBA and the UK Green Building Council.

Other comments

“Greed, arrogance and showing contempt for their neighbours is the only way to describe Bristol Zoo's decision to resubmit, unchanged, their previous application despite hundreds of objections and the Judicial Review process.”

“The zoo has made it abundantly clear to the Council that they are desperate for money. This is no reason to grant planning permission.”

“I am concerned that the Zoo's finances have been mis-managed to the point that they are desperate to get a planning application through, to the detriment of the local area and heritage assets.

“The financial needs of the zoo appear to be the only concern of the Council and Councillors.”

Three Comments made in support of the Application (1 respondent identified as a Trustee of the Bristol Zoological Society)

Support this well thought out proposal.

The site is no longer needed for parking.

Support the provision of much needed, energy efficient housing.

The proposal is of an appropriate density.

No older buildings are being demolished.

Smaller housing of the kind proposed is much needed in this part of the city.

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The proceeds of the sale will be utilised in pursuing the Society's charitable objectives.

**FURTHER ROUND OF CONSULTATION FOLLOWING RECEIPT OF AMENDMENTS
RECEIVED ON THE 27TH SEPTEMBER 2022**

On the 27th September 2022, the Applicants submitted amended plans. As a result a third round of consultation was undertaken and the following comments were received:

The Clifton & Hotwells Improvement Society

The Clifton & Hotwells Improvement Society remains firmly opposed to this Application. The recent changes minimally address the harm that would be caused to the Conservation Area. CHIS, therefore, reiterates the objections already expressed.

1. The scheme constitutes over-intensive development.
2. A high proportion of the homes have only a single aspect. There is no daylight in some corridors. Far too many have no access to private open space. There is nowhere for children to play.
3. The buildings are too high, especially those on College Road. The poor design and over-massing would damage the setting of surrounding buildings.
4. A significant number of mature trees would be lost.

In sum, the proposals fail altogether to preserve or enhance the character of the Conservation Area.

Comments of 29 residents objecting to the application proposal and reiterating previously made objections.

Following the submission of revised plans on the 27th September 2022, 29 further representations were made making the following points:

Design

These minor amendments do not alter the fact that the design of this application is wholly inappropriate.

“Whilst it is acknowledged that Bristol needs to provide more housing there is a regrettable trend for the Planning committee to accept inappropriate designs, with a density of buildings which allow for no private outdoor space, nor adequate local amenities. Bristol City has suffered from poor planning since the replacement of war damaged and destroyed buildings, this is in contrast to many other cities where every effort has been made to provide desirable buildings, aesthetically pleasing commensurate with the neighbourhood and complying with ever improved building regulations, where adequate parking facilities are provided and pedestrian zones are well designed and maintained.”

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The amended plans do not address the fundamental issue of the mass of building that is being created that will sit right next to the pavement of College Road. It is too high and should be set back from the road.

Concern that the proposals are too high.

The mass of the proposed buildings is still far too great, too close to the road.

“Block A continues to be completely out of proportion to all other residences in the area in both elevation and length, despite minor changes. It would dominate the streetscape at the north end of College Road, so there would be a canyon effect between Block A and Clifton Pavilion, having a very negative visual impact, completely out of scale with the rest of the road. It's taller than all surrounding buildings which makes it inappropriate and out of keeping. Minor changes to the façade make minimal difference to the overbearing nature of the block.”

“Surely buildings more in keeping with the area could be designed. Has anyone explained why a new entrance onto Cecil Road has to be part of the proposal when there already is a suitable entrance and exit onto College Road that have existed and functioned well for decades. Insistence on maintaining the present access might help the rethinking of the development to rid it of such an ugly block of flats.”

Ecology

The proposed development of the Zoo's former West Car Park site has not taken adequate account of Bristol City Council's published 'green' strategies notably:

Bristol Parks and Green Space Strategy,
Bristol Allotments and Food Growing Strategy 2023-2038
(which are linked to Bristol's Local Plan)

also Bristol's flagship initiative:
One City Ecological Emergency Strategy

The Zoo site and Former west car park sites are prime 'showcase' sites for Bristol to demonstrate commitment to Bristol's One City Ecological Emergency Strategy, i.e. to invest in nature, for citizen health and well-being, (not just another housing development).

The proposed development (62 dwellings) is still much too dense.
Any proposed development of the former Zoo Car Park needs to include green/outdoor space for every dwelling, and should retain as much of the existing mature infrastructure (i.e. trees) as possible.

Some extracts from BCC published reports / policies / strategies

a) One City Ecological Emergency Strategy (24/9/2020) - Marvyn Rees: 'We are proud Bristol was the first city in the UK to declare an Ecological Emergency, and this strategy is an important step in taking concrete action to address nature's decline. Investing in nature is good for wildlife and our health and well-being, '

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b) Bristol Development Framework Core Strategy (adopted June 2011) section 4.9, Policy BCS9: Individual green assets should be retained wherever possible and integrated into new development.

c) BCC Scrutiny Commission Report (dated 15/9/2022) highlighted the importance of local green spaces for mental health, see section 1 'growing public awareness of the health and wellbeing benefits of food-growing and spending time outdoors'

d) BCC Communities Scrutiny Commission public report (dated 3/10/2022) highlighted how all proposed 'housing' or other developments need to incorporate local and accessible green spaces.

See the BCC Officer's response, section 14 'recognition that green spaces are vital to the health and wellbeing of its citizens.'

Parking

"The number of dwellings proposed for this development is out of proportion to the number of proposed parking spaces. This development and that of the main zoo site to follow will vastly increase the population density of this small area. The result will be a considerable increase in street parking and a consequent large deficit of spaces and cars hunting for them."

"The coming and going of residents' cars occupying the new development will coincide with children arriving and being picked up from the school. This is likely to increase the collision risk to children arriving and leaving both on foot and in cars."

"It seems absurd that the plans for parking for this development are not to be considered in conjunction with the future plans for development of the main zoo site. This is a prescription for chaos."

Concern that the proposal makes insufficient parking provision.

Sustainability

Concern that the application proposal fails to comply with "outdated BCS14 (which now lags some way behind what the National Planning Policy framework, and statements of policy in Government White Papers require)."

"As well as placing the Council in an embarrassing position should it decide to recommend granting of consent, the proposal - along with that for the main site - raises serious questions regarding the applicant's commitment to conservation objectives."

"A key conclusion that I draw is that if all organisations were to act as the Zoo intends, regarding the use of its assets and the associated increases in greenhouse gas emissions (and I have used the applicant's own figures in this respect), then the net effect of the planned construction would be to shift the world from a path that is potentially consistent with limiting climate change to 1.5 degrees, to a world in which a 2.2 degree temperature rise becomes distinctly possible. The Global Biodiversity Outlook noted that global warming has

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to be kept well below 2 degrees C above pre-industrial levels, and preferably, close to 1.5 degrees C above pre-industrial levels, 'to prevent climate impacts from overwhelming all other actions in support of biodiversity.' “

Embodied Carbon and Energy

Regarding the resubmitted application, nothing has been done to improve the embodied greenhouse gas emissions associated with the build.

Solar PV - The inclusion of solar PV in the amended proposal is baffling.

- The scheme has not responded positively to all policy - it fails completely to grapple with the issue of embodied carbon generation, as it would have done had it sought to respect the design requirements of the NPPF (through para 134). It has not minimised carbon emissions on the operational side either.

- Sustainability has obviously not been a golden thread in the design (if it had been, it would be well-designed, as per the NPPF); and

- The report has not 'demonstrated' anything: a series of numbers have been placed in a Table with no supporting calculations.

The modifications proposed fail to do much to address the deficiencies in the scheme's design. Indeed, the only positive change on the CO2 side - the solar PV - has probably been prompted by the Part L revisions, but the inclusion of the solar PV seemingly contradicts the applicant's consultants' own earlier statements. Indeed, if the applicant is including solar PV on one part of the proposal, why is it not everywhere else?

Concern that the application proposal fails to meet the requirements of the National Design Guide in respect of well-designed places and buildings to conserve natural resources.

“There is no mention of the public impact of the build itself or the impact associated with the use of the materials and energy will be the associated emissions of air pollutants, such as NOx.

“A reasonably conservative estimate of the health damages, therefore, associated with construction might be of the order £1 million.”

The effect of construction noise on health and wellbeing will be felt by those living in proximity to the site.

Loss of Trees

15 mature trees will be lost in a conservation area.

Provision of amenities

Concern about the lack of “local amenities for social housing. Lack of school space, lack of NHS dental facilities, lack of low price shopping combined with high bus fares.”

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Other comments

“Local residents' house values can be expected to be impacted, especially in the construction period. The properties on College Road, Cecil Road and College Fields have an estimated value of the order £2-4 million.”

“This application needs to be considered together with that for the main Zoo Gardens. It might very well be needed as a car park for that site”.

“It is not the council's job to help out the finances of the zoo, nor to maximise the profits of developers. I may be naïve but I thought the council would be looking after the interests of its citizens - it is a mystery to me why that does not appear to be happening.”

“Clifton village has no municipal car park and as this one has already proved its worth it could reduce the number of vehicles parked in the narrow Clifton roads providing parking facilities for a public garden to be developed on the old Zoo site rather than another inappropriate ugly housing estate”.

“The site should be turned into a nature reserve to help with the climate crisis, not draining all our resources further to create unsightly dwellings. This means, more exhaust fumes and traffic from vehicles entering and exiting the site throughout the duration of the build / construction and once complete.”

Concern that this application proposal is not being considered with the main zoo site.

“Could I ask that the planning committee reflect on the massive number of objections about this proposal and try their best to ensure that the legacy of their decision is one they can be proud of because it enhances the area rather than the opposite. I gather that at the original planning meeting one of the officers publicly stated that he had never received so many objections and yet the plans were passed and would have been carried out had there not been a judicial review.”

“If this application is granted it would set a dangerous precedent for the redevelopment of the main zoo site and all planning applications in the surrounding area.”

“The claim that The Zoological Society must sell this site for the highest price has been shown to be a fallacy: highest value should focus on the buildings contribution to the improvement of its immediate neighbourhood.”

Comments of 3 residents who support this application

Following the submission of revised plans on the 27th September 2022, three representations have been received in support has been received to the application:

“I support this application as it provides much needed housing and makes good use of a brown field site. it also supports Bristol Zoo in their future plans.”

“It looks much better than the car park.”

Following the revisions made to the previous applications, further detailed improvements have now been made to Block A on College Road.

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These significantly improve its articulation and character, make it more compatible with the adjacent Victorian terrace and modify its scale.

The height of the new cornice to Block A is lower than the roofline of all nearby buildings, including the Pavilion, Cecil Road semis and Auburn House etc, etc. The fifth storey of Block A (above the cornice) extends the height by under 2 1/2 m., that is to just over 1 m. higher than 3 Cecil Road's roofline, under which I live.

But this fifth storey is within a well-recessed mansard roof, which is barely visible from street level. On Clifton Down, bordering the site, Auburn and Sutton House are the lowest of the sequence of grand semi-detached mansions, all of which exceed the full height of Block A.

The surrounding Conservation Area is impressively various in building type, style and scale and this restrained development represents a positive improvement on the 'large brownfield car park' it succeeds.

There have been further improvements to the development's sustainability. There will be a decrease in traffic in comparison with times when the Zoo was open and there will be a slight increase in the number of trees and of biodiversity

EXTERNAL CONTRIBUTORS

Historic England

Historic England have commented on the application at each stage of its evolution. On the 27th July 2021, in relation to the previous iteration of design, they commented that:

“Further to our advice of 22nd June 2021, we have had opportunity to discuss our concerns with the applicant's agent, highlighting the need for consideration to be given to the wider Zoo site and progressing a full master plan. We now understand that a separate design and planning team are engaged with the principal zoological gardens and we have offered to provide advice and guidance in assessing the heritage significance associated with the entire site.

The amended scheme primarily involves two changes to the previous iteration: the setting back of the College Road apartment block footprint by approx. 1m, so that a lowered portion of the boundary wall can be retained, and secondly the stepping of the northern end of the same block by a storey.

We do not consider that these amendments suitably or meaningfully address our concerns over the impact of the proposed development on the character and appearance of the Conservation Area.

In summary, we previously advised that while the principle of development is acceptable in heritage terms, the massing of the College Road block was dominant and did not articulate the traditional form of development that defines the Conservation Area. For development to be better informed and contextual, clear breaks within the linear block would provide a more defined character, reducing overall massing and allowing the views through to open space beyond.

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As it stands, the proposed terraced approach to massing against the existing late C19 terraced properties to the south does not meet the requirements to enhance or better reveal the significance of the Conservation Area (para 206 of the revised NPPF). We therefore advise that your authority would still be justified in recommending refusal, given that these amendments do not represent a meaningful change to the previous the scheme.

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the act refers to the council’s need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 194 of the revised NPPF, the significance of the asset’s setting requires consideration. Para 199 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be. Para 200 goes on to say that clear and convincing justification is needed if there is loss or harm.

Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraph 206 of the revised NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas and section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the development plan unless material considerations indicate otherwise. Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice.”

Historic England’s comments on the amended scheme

In response to these comments and in consultation with Historic England, the Applicants have amended the scheme. Historic England have been reconsulted and have provided the following comments on the 5th October 2022, which are set out in full:

“Historic England Advice

As you are aware, Historic England has previously expressed concerns at these proposals. We felt that by virtue of their detailed design, the proposals failed to reflect the character and appearance of the conservation area. We were of the view that amendments to the proposals could reduce the level of harm without compromise to any other wider public benefits offered by the proposals. We considered, therefore, that the justification for the harm caused failed to be “clear and convincing” as required by National Planning Policy Framework (NPPF) paragraph 200.

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We also advised that the application should be considered in the context of the proposed redevelopment of the wider zoological gardens. At the time of the original application, these proposals had not been submitted as a planning application. However, the proposals for the residential development of the zoological gardens have now been submitted as a planning application, which enables the plans for the West car park site to be considered in a wider context.

We had previously expressed a view that the character and appearance of this part of the Clifton and Hotwells Conservation Area is derived from its detached, paired and terrace Victorian villas set in relatively mature, landscaped, surroundings. However, we acknowledge the proposition put forward by the applicant that the roads which front the walls of the Zoo are slightly different in their character.

While there are some large villas on College Road, Guthrie Road, and Northcote Road, there are also terraced townhouses, and a number of school buildings and associated ancillary structures. The grain of the streets immediately adjacent to the Zoo is tighter than other streets in the conservation area, with buildings typically set closer to the back edge of the pavements. This is not to suggest the streets fronting the zoo are any less valuable in terms of the contribution they make to the character and appearance of the conservation area, but more to acknowledge their differences.

The applicant proposes a series of minor amendments to the West car park proposals to address our previously expressed concerns. We feel that the amendments are positive, and help the proposals better respond to the conservation area context. The additional articulation to the roofscape helps break the mass of the proposed building. The parapet detail and horizontal stone coursing acknowledges the detailing of nearby historic property, although the parapet detail could be improved with a little more depth. The proposed hierarchy of fenestration, with smaller windows to the upper floors, better reflects the general character of historic buildings in the area.

We consider that the proposals will still cause a degree of harm to the character and appearance of the conservation area. This is principally through the introduction of built form into an area which historically has always been open space or low-rise ancillary buildings. The characterful stone boundary wall will also be removed, or at least substantially reduced. A glimpsed view from Clifton Down towards the spire of Christ Church will be lost. However, the harm is towards the lower level of the spectrum of impacts comprising “less than substantial harm” under the NPPF definition.

If your authority considers that the quantum of development proposed on the site is justifiable in wider planning terms, we are satisfied that the harm to the character and appearance of the conservation area has been minimised as far as possible. We therefore advise that you may proceed to the ‘balancing exercise’, weighing the harm that we have identified against any wider public benefit associated with the proposals, in accordance with NPPF paragraph 202.

If you are minded to recommend approval of the proposals, we suggest you impose suitably-worded planning conditions to ensure the details are of an appropriate quality. This should include the details of the fenestration and the parapet detail drawn at a scale of no less than

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1:20, and samples of the proposed materials to be used in the construction of proposed buildings.

Recommendation

Historic England has no objection to the application on heritage grounds.

Your authority should take these representations into account in determining the application. If there are any material changes to the proposals, or you would like further advice, please contact us. Please advise us of the decision in due course

BCC Sustainable Cities Team

The Council's Sustainable Cities Team make the following comments in respect of each of the Council's core sustainability policies.

BCS14 Heat Hierarchy

The proposal is for communal Air Source Heat Pumps to the apartments and individual Air Source Heat Pumps to the Mews Houses which is in accordance with the BCS14 Heat Hierarchy.

The location of the ASHPs is shown in the floor plans for Block B. The application needs to show where the ASHPs are to be located on the drawings for the Mews and Block A to demonstrate feasibility i.e. that there has been a suitable space allocated for these – It's not currently clear from the drawings. This could have a material impact on the scheme so needs to be considered upfront rather than via a condition.

In addition, for the communal ASHP(s) confirmation of how this system will be managed, metered and billed should be provided to demonstrate that the practicalities have been sufficiently considered and factored into the scheme proposals.

BCS14 Renewable Energy

The proposals for ASHPs and PV will achieve a 51% CO2 reduction on residual emissions and together with energy efficiency measures, a total 53% reduction in CO2 emissions beyond Part L 2021, which accords with policy BCS14. This should be conditioned (as per below).

The PV (approx. 100m2 achieving approx. 20.4kWp) will be located on Block A.

BCS15 Sustainable design and construction

The proposals include sustainability measures in line with BCS15

The utilities statement confirms that Speeds of 67 Mbps will be available with the BT Fibre 2 Broadband package, which is in line with the standards set out in the Broadband Connectivity Practice Note March 2018. This should be secured by condition.

BCS13 Climate change adaptation – overheating risk

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Overheating risk analysis has been undertaken. The analysis confirms that no additional mitigation measures are required to eliminate overheating risk in the units tested (as assessed under 2020 and 2050 climate change scenarios).

The analysis shows that additional measures will be required in some units (as assessed under the 2080 climate change scenarios). The applicant should:

- Confirm what measures will be required to mitigate the overheating risk;
- Provide updated overheating risk analysis to verify that once these measures are included the units pass the overheating criteria; and
- Demonstrate that the design can accommodate these measures - either as a retrofit measure(s), or provided upfront wherever it makes sense to do so.

Relevant conditions on Energy and Sustainability, Renewable energy (Air Source Heat Pumps and PV) and Broadband are incorporated into the recommendation.

EARLIER COMMENTS RECEIVED

The following comments were made on the application proposal before it was amended on the 27th September 2022:

Conservation Advisory Panel

The Conservation Advisory Panel made the following comments on the original proposal, prior to amendments being made to the scheme.

This is the first phase of the redevelopment of the Zoo and its associated sites. It is noted that there is no overarching Masterplan that sets out and governs development. While the principle of residential development of this site is accepted, the Panel considers this application to be over intensive development.

Area 2 of the Conservation Area is defined in the Character Appraisal as being characterised by "Large Victorian villas of 3 storeys plus basement, up to 4 storeys, detached and semi-detached, two to three bays wide".

New development must respect and respond to this scale and form. The large monolithic block on College Road would be overbearing in nature, primarily due to its height and position close to the front of the site, and is disappointing in design, particularly the inappropriate form of the mansard. Although the stairwell sections of the building are set back slightly from the facade, the building still reads as a single block, and lacks the characteristic permeability of the historic development of the area.

There is insufficient parking provision on this site. The scheme removes 15 trees with very limited tree replacement. This proposal does not respond to the character of the conservation area and consequently does not enhance the character and appearance of this part of the conservation area.

In summary it is considered that there are no positive elements of the scheme. Consequently, the Panel considers the proposal does not accord with relevant up to date Local Plan heritage policies nor the requirements of the NPPF and provides insufficient

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public benefits to outweigh the harm caused by the impact of such a poor scheme on relevant heritage assets.

Bristol Waste

The Waste Management & Servicing Strategy shows the correct numbers of containers and the developer has liaised with Bristol Waste over this development. We have no comment but welcome ongoing dialogue with the developer as the scheme develops so issues can be addressed as they arise.

Crime Reduction Unit (CRU)

The CRU indicated that they are content with access control, CCTV, cycle security and lighting in general.

Officer Note: All the recommended security measures are to be secured by relevant condition.

INTERNAL CONTRIBUTORS

Bristol CC Transport Development Management (TDM)

Make the following comments:

- 1) Adoption - We cannot confirm at this stage whether we adopt the internal road or not – there isn't enough detail - not a showstopper for planning but just so you know, it appears there may be an irregular approach to drainage which, whilst do-able isn't necessarily adoptable.
- 2) Overspill parking – this will require Advice IO44 to be applied, otherwise the surrounding streets will be swamped with overspill parking. Advice IO44 states:

“You are advised that the Local Planning Authority has recommended to the Highways Authority which administers the existing Controlled Parking Zone/Residents Parking Scheme of which the development forms part that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Residents Parking Scheme.”

- 3) Off-site Works – we will require a section s278 agreement (and condition B1B) for the construction of the new access, the making good of redundant accesses and the refurbishment of the footways around the site.
- 4) Any excavation adjacent or within 6m of the highway requires a structural approval.
- 5) Likely conditions / obligations as follows (but not to be written now)

- a. Secure Cycle Parking
- b. Waste / Refuse Collection Strategy
- c. B1B – Highway works (description to follow – but will include new access, reconstruction of redundant accessways, Sheffield stands and footway refurbishment – may need to move a zebra crossing but depends on what's happening across the road at the zoo.
- d. Electric Vehicle Charging Condition

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- e. Construction Management Plan
- f. Method / Management statement for when car park is permanently closed whilst zoo is still operational – ie: use of Downs temporary car park?
- g. Section 106 for TROs
- h. Section 106 (or condition) for Travel Plan

Bristol CC Design Advice

Prior to the consideration of the application in September 2021, amendments were made to the design of the proposal, specifically:

1 Block A: reduce massing to northern end of block (reduction by 1 storey);

2 Block A: revise roofscape to more traditional mansard with lower eaves height;

The advice received was that:

- The revised massing to the north and more traditional mansard with lower eaves height have addressed the concerns raised in City Design Group (CDG) comments dated 24.06.21.
- 3 Block A: step back building line and increased planting to College Road;
- An additional setback of 1m appears insufficient to address the concerns related to building line along College Road. Please see CDG comments dated 24.06.21 for further understanding of this issue.

Bristol CC Housing Enabling Team

Policy BCS17 in the Core Strategy requires 40% affordable housing for residential developments of 15 dwellings or more in Inner West Bristol. However, in accordance with Bristol Affordable Housing Practice Note (AHPN) 2022 the Council has introduced for an interim period a 'threshold' approach to policy BCS17 that applies in Bristol Inner West and Inner East zones. In these zones applications meeting or exceeding 20% affordable housing can follow a 'Fast Track' route."

As stated in the AHPN the following general terms will apply to these applications.

The applicant will agree to:

- commence the development of the scheme within 18 months of the permission being granted;
- a viability testing process if no confirmation of commencement of the development of the scheme has been received within 18 months of the date of grant of the planning permission.

The Council will:

- waive the requirement for a viability appraisal to be submitted with the application;
- consider greater flexibility regarding tenure requirements;

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- provide an effective application process by encouraging the use of enhanced Planning Performance Agreements; model Section 106 agreements with standard affordable housing clauses to speed up the completion of s106 agreements.

Tenure Requirement

The preferred approach is for 77% of the affordable housing units to be 'Social Rent' and, 23% as 'Shared Ownership' units. BCC policy is that shared ownership units are sold at an average of 40% equity sale and up to 1.5% rental on retained equity. However, given the potentially high values for units in this area, a lower initial share may be considered in this instance.

Where the applicant has agreed to meet the 'threshold' of at least 20% affordable housing, the Council may consider alternative forms of affordable housing tenure to those normally prioritised above. Such tenures must be demonstrated as affordable. Acceptable alternative tenures can include the following:

- 20% affordable housing - Affordable Rent (up to 100%): Homes to rent let by local authorities or private registered providers of social housing at an agreed percentage of open market rent (inclusive of service charges) which is below the prevailing Local Housing Allowance limits for different property types in the Bristol Area.
- 25% affordable housing - 50% Social Rented affordable housing and 50% Intermediate affordable housing as defined in the National Planning Policy Framework.

Service Charges should not exceed £250 per annum for a house and £650 per annum in respect of an affordable flat index linked.

The developer is expected to provide affordable homes on site without any public subsidy. The affordable units should be transferred to a Registered Provider who is a member of the Homes West partnership.

An Enabling Fee of £550 per affordable home will be payable when each home is substantially completed.

Officer Note: These matters will be secured through negotiation by Legal Agreement in a new Legal Agreement.

Bristol CC Drainage

BCC Drainage Team would welcome seeing details of the SuDs features once finalised. This can be secured by condition.

BCC Tree Officer

The BCC Tree Officer comments that:

- A high quality landscape plan containing tree locations, species, planting stock size (Minimum 12-14cm Girth)
- maintenance schedule for watering and aftercare to ensure establishment of newly planted trees.
- For trees located within areas of hardstanding an engineered tree pit detail.
- Calculation of financial contribution for off-site trees in accordance with the Planning Obligations; tree replacement standard.

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A hard surfacing removal and replacement plan that includes:

- A plan of the existing hard surfacing
- A plan of the proposed extent of new hard surfacing
- An arboricultural method statement to achieve the new hard surfacing within the RPA of retained trees utilising industry best practise.

Officer Note: These matters will be secured by relevant conditions.

RELEVANT POLICIES

National Planning Policy Framework – July 2021

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

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

KEY ISSUES

IS THIS AN ACCEPTABLE LOCATION FOR HOUSING IN PRINCIPLE?

Section 5 of the NPPF sets out the approach to 'Delivering a sufficient supply of homes'. It states the importance of having a sufficient amount and variety of land coming forward to meet housing requirements.

Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas to contribute towards accommodating a growing number of people and households in the city. Between 2006 and 2026, 30,600 new homes will be provided in Bristol.

Policy BCS12 states that existing community facilities should be retained, unless it can be demonstrated that there is no longer a need to retain the use or where alternative provision is made.

Policy BCS18 supports a neighbourhood with a mix of housing tenures, types and sizes to meet the changing needs and aspirations of its residents.

Policy BCS20 states that development should maximise opportunities to re-use previously developed land.

The application site is not subject to any policy designations. It is not allocated for housing.

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In view of the fact that the LPA is not able to demonstrate a five year housing land supply, paragraph 11(d) of the NPPF is engaged, and the tilted balance potentially applies (subject to the conclusions reached on heritage matters). 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. whether the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [6]; or
- ii. whether 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 (this approach is generally referred to as the tilted balance).

It is noted that in respect of paragraph i. heritage assets, including listed buildings and conservation areas are included as 'assets of particular importance', and therefore the tilted balance does not apply where these are harmfully impacted by the development and that harm is not outweighed by public benefits such that the NPPF's heritage policies provide a clear reason for refusing the proposal.

Since the LPA cannot demonstrate a five year housing land supply and the proposal is for housing provision, the Local Plan's policies that are most important for this application are to be regarded as out of date, in accordance with footnote 8 to paragraph 11 of the NPPF. This does not mean that such policies are to be disregarded or that they cannot carry any weight but it does mean that the tests in paragraphs i and ii above should be applied.

Notwithstanding this, the application site is a previously developed site. It is in a sustainable location for development, with good access to shops, services and public access routes. Given the car park is not allocated for other uses, and the identified need to bring forward windfall housing development, the principle of provision of housing on the site is considered acceptable

IS THE DESIGN OF THE PROPOSAL ACCEPTABLE IN THIS LOCATION?

Policy BCS20 sets out that an appropriate density should be informed by the characteristics of the site and the local context.

Policy BCS21 advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development.

Density

There is no evidence to suggest that the application proposal would give rise to an over intensive development of the site.

The Council's Adopted Urban Living Supplementary Planning Document (SPD), August 2018, notes that in Clifton densities are typically over 90 dwellings per hectare (dph). For the purposes of density, the SPD locates the site in the Inner Urban Area where development of 120 dph is considered to be a minimum. The application proposal would give rise to development at 121 dph. This is regarded as entirely appropriate for this location.

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There are no amenity issues arising from the proposal that would support a refusal of this application. The proposed Blocks (A and B) would have an acceptable relationship with their surroundings.

Several representations have been received from surrounding residents concerned about the proximity of the application proposal to their properties. For example there is concern that “the proposed development incorporates three storey housing close to Cliftonbank and Sutton House, directly abutting the garden wall, with windows looking across our garden towards our home”.

The proposed development would be located at an appropriate distance from surrounding residential properties. For example, at its closest point, new development (Block B) would be located at least 25m from the rear of Cliftonbank.

Amenity of future residents

The proposed housing would give rise to an acceptable living environment for future residents.

All the homes provide sufficient internal space. The majority of units (69%) are dual aspect or southerly facing. North-east and north-west facing single aspect units (31%) are within 45 degrees of south and receive adequate daylighting. The proposed apartments performance is deemed to be acceptable based on the density of the development and the context of the site, as set out within submitted Daylight and Sunlight Assessment (30 March 2021), Daylight & Sunlight Addendum (21 July 2021), and Daylight & Sunlight Addendum - Proposed Apartments (26 September 2022) prepared by Hydrock.

Particular concern has been raised about the absence of play areas within the site. Concern has also been expressed about the absence of parking to accommodate a development of 62 homes on the site. While the density of development is appropriate, it is not possible to achieve both parking and a safe play area. Accordingly provision has been made for an appropriate level of parking on the site at the expense of a safe play area on site. In mitigation for this, it is noted that there are significant areas of public open space in relatively safe walking distance from the site at the end of the opposite end of Cecil Road to the site.

IS THE IMPACT ON HERITAGE ASSETS (INCLUDING THE CLIFTON AND HOTWELLS CONSERVATION AREA) ACCEPTABLE?

A key material consideration in assessing whether the design of this proposal is acceptable in this location is whether it will have a harmful impact on the Clifton and Hotwells Conservation Area and/or on any listed buildings and their settings.

In determining this application, there is a requirement set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 at Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the Act refers to the need for the Local Planning Authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties.

When considering the current proposals, in line with Paragraph 194 of the NPPF (2021), the significance of the asset's setting requires consideration.

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Paragraph 195 states:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”

Paragraph 199 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be.

Paragraph 200 states:

“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. Substantial harm to or loss of:

(a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional.

(b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”

Therefore, clear and convincing justification is needed if there is loss of or harm to the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting).

Paragraph 201 provides advice where there would be substantial harm to a heritage asset and, essentially, requires it to be necessary to cause that harm to deliver substantial public benefits outweighing the harm or the nature of the heritage asset makes this the only practical option. As explained below, it is not considered that this is a ‘substantial harm’ case.

Paragraph 202 provides advice where there would be less than substantial harm to the significance of a heritage asset and requires that harm to be weighed against the public benefits of the proposal. As explained below, it is considered that this is a ‘less than substantial harm’ case.

Paragraph 206 of the NPPF states that local planning authorities should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting, that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

The Heritage Assets

The application site sits along the northern edge of the Clifton Conservation Area close to the boundary of the Downs Conservation Area. The character of the former is predominantly derived from large detached or semi-detached Victorian Villas set within generous gardens and set back from the pavement line. The exceptions to this pattern of development are Clifton College and Bristol Zoo Gardens.

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The Zoo is visually contained behind high stone and brick walls with the Locally Listed Clifton Pavilion inserted within this wall immediately opposite the application site. There are listed buildings within the Zoo grounds. Clifton College Grounds are immediately to the south of the zoo and aren't considered to be impacted by the proposed development.

Immediately north of the site unlisted villas face north towards the Downs Conservation Area across Clifton Down road. The character of the Clifton Conservation Area is well contained by this road, with the verdant and wild character of Durdham Downs replacing it on the north side. The distinction between the two Conservation Areas is also felt topographically, with an abrupt rise in slope.

Unusual for this part of the Clifton Conservation Area is the short terrace of Edwardian houses immediately to the south of the application site facing onto College Road, built after 1902, and occupying the corner at the junction of Cecil Road.

The Grade II Listed villas to the west of the application site are large, opulent Victorian Mansions with gardens larger than the general trend for the area, and with high private walls and green boundaries. The length of the plots of each of these residences is sufficient that the observer on the road frontage here is at a significant distance from the application site beyond and behind the Listed houses. The rear gardens of these villas once stretched back to College Road, but were significantly foreshortened in the post-war era and no longer contribute to the significance of the listed Villas in a direct or meaningful way.

The south side of the site bounds Cecil Road. Parts of the rubble stone boundary wall here is curtilage Listed with Auburn House, the southernmost of the Listed line of Edwardian villas. The wall is largely continuous, with gate openings along its length, some openings with taller gate piers. Behind this wall a post-war house breaks above the coping but is of a smaller scale than any of its neighbours, and is a background presence in the street. Boundary walls also define the eastern edge of the site, opposite the Zoo. Here the rough rubble stone is materially distinctive and responds to similar textures of the zoo walls.

The site further contributes to the character of the conservation area through the number of large and mature trees that grow within it and can be seen from surrounding streets. Aside from the boundary walls, there are no built structures on the site that are considered as contributing to the special architectural or historic character of the Conservation Area.

The use of the site principally as a car park, and the extent of tarmac hard surfacing does not contribute positively to the Conservation Area character. The site is overlooked by residential properties and behind the boundary walls the car park is considered a negative feature and an underutilisation of land in this location.

The contribution of the site to the overall architectural and historic character of the Conservation Area is low. It differs from the general residential development forms of its surroundings and presents blank boundary walls to the public. There is considerable scope to enhance and better reveal the significance of the Conservation Area through development.

Application Proposals

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The proposed form of development focuses built form on the east side of the site, visually extending the building line and general mass and development form of the Edwardian terrace immediately to the south.

Behind the eastern blocks, back from the road, the scale of development is reduced to around 2.5 storeys, with two low terraced blocks aligned north-south. The southernmost gable end of this short street abuts the existing boundary to Cecil Road, and the traditional gabled form is extruded up through the site. The architectural approach adopted for these terraces looks towards replicating a mews style development, through their use of a scale and form that's visually subservient to the larger Victorian villas and the eastern blocks.

A final block, of houses, is in the far south-west corner of the site, and scale is reduced again to just two storeys with attic rooms in a pitched roof. Further amendments have been made to the design of Block A, specifically:

- Relief added to the roofscape
- The pushing back of the middle element of the roofscape by 1m
- Addition of a stone cornice parapet added
- Amendments to the window hierarchy and window articulation
- Stone horizontal banding
- PVs added to roof

The development would have no direct fabric impact on listed buildings. The proposed massing would be visible behind and at a moderate distance from the single storey zoo lodges. Substantial and mature evergreen specimen trees would mask the scale of new development viewed from the east across the roof of the lodges, and create a clear visual separation between the zoo buildings and the application site on the other side of College Road. Development would not intrude behind the Listed villas to the west, where long gardens and specimen trees further obscure the development from view between villas and across gardens.

The proposed materials for the new façade would be informed by the grey limestone of the immediate locality, with buff stone dressings. Slate tiles approximate the replacement grey concrete tiles of the Edwardian terrace. The stone boundary wall to College Road would be reduced and development set back, again responding to the Edwardian terrace.

Following issues raised by City Design, the northern end of the site has been reduced in scale, to reduce any impact on views southwards from the Downs, and minimise overbearing scale. The material and design quality of the northern elevation has also been better considered.

A new road entrance on the southern boundary would access the site. Whilst there are existing openings in the boundary wall this one would be wider, and break the visual continuity of the boundary. Some of the existing trees would be retained as part of the proposals, but many would be lost, and their contribution to the special character reduced where their visibility from the public realm impaired.

Assessment and potential mitigation

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The NPPF requires the Local Authority to place “great weight” in conservation of the historic environment, defining the historic environment as an irreplaceable resource. This additional weighting in comparison to other planning considerations means it is of fundamental importance in determining development proposals that would affect it.

It is the assessment of the Local Planning Authority that the development would not negatively impact the settings of the Grade II Listed villas to the west, and there is adequate distance from the Grade II Listed Zoo lodges that massing of the new development would not impose itself on these more diminutive buildings. We recognise that the settings of these Listed buildings might be somewhat changed, but that change is limited, and would not affect the protected architectural or historic character for which they’re listed. Any degree of harm is negligible.

The lower scale of development within the body of the site would not visually compete with the more opulent and grand houses surrounding it. It would appear subservient and analogous with mews style buildings elsewhere in the immediate area. A low degree of impact can be identified in the loss of continuity of the southern boundary wall and the new road opening. The view from Cecil Road into the site will represent a visual change from the closed boundary but does not unnecessarily undermine the overall special character. Materials and overall architectural character would maintain continuity into the site in a meaningful way.

It’s recognised that the Edwardian terrace facing College Road is atypical of the Italianate villa type development dominant in much of this part of the Conservation Area. The narrow plots, repeated facades, closely arranged 2-storey bay windows, castellated details, and use of pennant stone mark these out as different. They are, however, a component of the Conservation Area as it stands, and should be considered as important for the variety they bring.

The use of the terrace as a starting point for the new block to College Road repeats the visual incongruity of its Edwardian precedent in the Conservation Area. If we are considering the terrace as a positive element, then it is reasonable to consider that the translation of those characteristics into a new building form could equally be seen as positive. The proposed massing does increase the scale set by the historical terrace, and the additional height and visual bulk on College Road tend to emphasise the new building in the streetscape. Although the bulk of the building has been broken up with bays, breaks in the frontage, and reduced scale in the north, there is a degree of harm posed by amplified height on this site, and from extending the terrace form up the street.

The impact of the design has been reduced by revised proposals, with the overall height of the College Road block being reduced, and the northern end brought down a whole storey; this helps mitigate between the scale of the Victorian villas and zoo lodges on Clifton Down and the Edwardian Terrace. Further mitigation would be achieved through achieving a high quality, well detailed development and an insistence on high quality materials, detailing, and finishes, to be secured through condition.

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In assessing the degree of harm, the Local Planning Authority are in agreement with the assessment of Historic England, who comment that they:

“... consider that the proposals will still cause a degree of harm to the character and appearance of the conservation area. This is principally through the introduction of built form into an area which historically has always been open space or low-rise ancillary buildings. The characterful stone boundary wall will also be removed, or at least substantially reduced. A glimpsed view from Clifton Down towards the spire of Christ Church will be lost. However, the harm is towards the lower level of the spectrum of impacts comprising “less than substantial harm” under the NPPF definition.”

Considering the impact of the proposals overall there is less-than-substantial harm posed to the special character of the Conservation Area under the definitions of the NPPF. It is not considered that there would be harm caused to the significance of any of the listed buildings in the vicinity because there is an adequate sense of separation maintained, but even if the changes introduced to their settings by reason of the presence of the development was seen as harm, any such harm would be negligible and at the very margins of less-than-substantial harm.

The architectural treatment and materials would preserve the general character of the area where the existing Edwardian terrace has already created a strong and unbroken street frontage on this stretch of road.

Has clear and convincing justification been given for the harm? (NPPF para 200):

The NPPF also requires Local Authorities to “look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably”. Whilst the site is not identified as an allocated development site in the adopted Local Plan, or the Local Plan Review it is reasonable to assume that the car park site has strong potential to afford development without adversely impacting on heritage assets.

The Local Authority are required to take a balanced approach in assessing applications brought before it. Whilst development that posed no heritage harm is most desirable, where development would pose harm the NPPF sets tests, to ensure the degree of harm is justified and whether it would be offset in the overall planning balance by public benefits.

Some justification can be established by the housing shortage in the city and the urgent need for new homes. The use of this site for residential development is in its favour and the way the design has been developed has been based on clear principles informed by the character of the Conservation Area. The design approach has been clearly articulated and is a logical and practical approach that has prioritised the historic environment whilst acknowledging that some change might be inevitable.

The revision of proposals has reduced the impact of development and has demonstrated that there were ways in which the development could better respond to the heritage context whilst securing a proportionately reduced quantum of residential provision. The resultant

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proposals are not unreasonable and are a proportionate response to the context. In balance, the low degree of harm resulting from development is justified.

What are the purported public benefits? (NPPF para 202)

The NPPF requires public benefits to be tangible, resulting direct from the development and be genuinely of a public nature. Benefits must conform with the criteria of being, social, environmental, or economic.

This proposal will contribute to the unmet need for homes, including affordable homes, within the city. The commitment to 20% affordable homes on the site increases the supply of homes to those most in need, and within an area with low social housing provision. The affordable M4(3) unit also provides an opportunity for a person/household in need of an accessible home to be supported in the locality

There is permanent economic benefit recognised in the increased spending by new residents on local businesses and services. The economic benefit to the construction industry during development should also be considered.

The site is in a sustainable location, where new housing can be built to modern environmental standards. The existing car park contributes poorly from an environmental perspective, encouraging car use, lacking sustainable drainage, and with low ecological value.

There is a clear package of tangible benefits that would be of advantage to the public at large and would be of a permanent nature.

Do public benefits outweigh harm where that harm has clear and convincing justification? (NPPF para 202)

The NPPF allows public benefits to be considered in the planning balance where less-than-substantial harm would arise, and where the Local Authority is satisfied that there is clear and convincing justification for that harm. In this instance the public benefits are significant and attract significant weight. Even though the degree of harm identified is at the lower end of less-than-substantial harm, great weight must be placed in favour of conservation. In this instance we are satisfied that the benefits of development tip the planning balance in offsetting the low degree of harm.

Development is supported, subject to conditions designed to safeguard the design and material quality of the development. It is noted that, having considered the most recent revisions to the proposal, Historic England has now been able to confirm that it has no objection to the development on heritage grounds. Historic England has made it clear that it too considers this to be a case of less-than-substantial harm and that it is content for the LPA to undertake the balancing of harm against any public benefits. It is the LPA's assessment that the public benefits outlined above do outweigh the harm and provide a clear and convincing justification for it because they flow directly from the development.

DOES THE APPLICATION PROPOSAL COMPLY WITH SUSTAINABILITY POLICIES?

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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 or low carbon energy supply systems.

Core Strategy Policy BCS13 encourages developments to respond pro-actively to climate change, by incorporating measures to mitigate and adapt to it.

Policy 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%.

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.

Policy 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 (July 2020) provides further advice on these matters.

Bristol City Council is developing a city-wide heat network and already has a network in place in some parts of the city. 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. A centralised boiler is proposed, and the Sustainable City Team has confirmed that this is acceptable in view of the fact that the installation of the heat network is not imminent. The Heat Hierarchy in policy BCS14 is therefore considered to be met.

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 Applicants have incorporated air source heat pumps (ASHP) in the scheme. Both the applicants and the Council's Sustainable City Team are confident that it will work. Detailed design for this element can be a matter for post determination, via condition.

There is sufficient space for ASHPs. ASHP units would need to sit in either an acoustically treated external plant enclosure or within a well-ventilated internal plantroom and in respect of the Mews houses this is considered achievable via external plant enclosure and associated internal store space shown on house type plans. We consider this to be capable of being addressed via condition. The current architectural design allows for an internal ground floor

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plant room in Block B with louvred wall to allow for suitable airflow and these will serve both Block B and Block A. The overall energy strategy is formed of a centralised ASHP system for the apartment blocks and an individual ASHPs system per Mews House. We note mechanical, electrical and public health (MEP) design will be developed in later stages of the project.

The scheme has been designed taking a fabric first approach to reduce energy demand focussing on optimal form, high performance building fabric and highly efficient low carbon heating via air source heat pumps. The building fabric design is in line with the indicative Future Homes Standard specification.

Under current Building Regulations requirements, the development is predicted to achieve a 53% total reduction in carbon emissions (using SAP 10.2 carbon factors).

Solar PV panels have also been included on Block A.

The Applicants' calculations of a 53% reduction in emissions is set out at Table 11 of the Bristol Zoo - West Car Park Energy and Sustainability Statement (dated 27 September 2022), produced by Hydrock and reproduced as follows:

	Energy Demand (kWh/year)	Energy Saving Achieved (%)	Regulated CO2 Emissions (kgCO2/year)	Savings Achieved on Residual (%)
Building Regulations Compliance	372,575		55,440	
Proposed after energy efficiency	334,910	10%	53,405	4%
Proposed after on-site renewables	296,585	10%	25,905	51%
Total saving on residual emissions		20%		53%

Overall it is considered that an acceptable balance has been struck between the need to adhere to sustainability and heritage policies.

WOULD THE PROPOSAL GIVE RISE TO UNACCEPTABLE CONGESTION AND PARKING ISSUES IN THE AREA?

Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

Policy DM23 of the Site Allocations and Development Management Policies outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network.

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It is considered that in the light of the scale of development proposed. The development site is in a sustainable location. It is served by nearby public transport. The development would not give rise to unacceptable traffic conditions. The development site can comfortably accommodate the scale of development proposed and the access to the site on to Cecil Road will be safe. This is demonstrated by the absence of any objection from Transport Development Management (TDM).

Parking

A number of representations received have identified the lack of parking in the surrounding area as a major area of concern. Officers have sought to strike a balance between achieving an acceptable density of development on the site and achieving an acceptable tree cover and parking.

In so far as the LPA can limit parking in the surrounding area, an Advice Note is recommended. This Note states that the Local Planning Authority has recommended to the Highways Authority (which administers the existing Controlled Parking Zone/Residents Parking Scheme of which the development forms part) that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Residents Parking Scheme.

In respect of the scheme, 45 spaces have been retained in the scheme. This is considered to be an acceptable level of parking for the site and the proposal will not give rise to unacceptable congestion and parking issues in the area.

WOULD THE PROPOSAL GIVE RISE TO AN UNACCEPTABLE LOSS OF TREES?

The application proposal would not give rise to an unacceptable loss of trees.

In response to the representations received expressing concern at the loss of trees on the site, additional tree planting of 17 trees has been proposed within the development. This has been achieved through re-distributing parking bays along the rear elevation of Block A, creating additional room for soft landscaping. The amendments to the design of Block A submitted in September 2022 make no change to this.

However the removal of trees associated with the development triggers the obligations for replacement trees (as set out within the adopted Planning Obligations SPD). The LPA will therefore seek financial contributions as part of the S106 of the number of replacement trees not able to be accommodated as part of on-site replacement (11 trees). The total number of replacement trees in open ground (28no) or equivalent financial contribution is agreed and the Council will require a financial contribution totalling £8,417.31 (£765.21x 11no trees) within the S106 for the purposes of off-site replacement tree planting.

So 17 replacement trees will be provided on site and there will be an off-site contribution for 11 trees to meet the 28 tree requirement.

LEGAL AGREEMENT

On the 23rd February 2022 the Applicants entered into an agreement with Bristol City Council. Paragraph 3.4 states that: "This agreement shall cease to have effect (insofar only

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as it has not already been complied with) if the planning permission shall be quashed.”
Therefore, a new agreement is required.

The wording of the new agreement will secure the following:

The provision of affordable housing: 13 homes (10 social rented units and 3 shared ownerships) through the fast track route (as set out above) is therefore considered to be acceptable.

A contribution of £8,417.31 in respect of off-site replacement tree planting.

CONCLUSION

Consistent with the terms of Section 38(6) of the Planning and Compulsory Purchase Act 2004 (PCPA 2004), the Local Planning Authority consider that this application proposal complies with Development Plan Policy.

Having weighed up all the material planning considerations, this is an acceptable location for housing in principle. New housing should be directed to brownfield sites in sustainable locations.

There is a clear package of tangible benefits that would be of advantage to the public at large and would be of a permanent nature. It will create new homes, including affordable homes in sustainable location for the benefit of Clifton and the city. The less than substantial harm to identified heritage assets is outweighed by these benefits. The heritage tests in the NPPF are satisfied, and in applying those tests the LPA has met its legal duties under the Listed Buildings Act 1990 in relation to listed buildings and conservation areas.

RECOMMENDATION

GRANT subject to the completion of a Planning Agreement (details as set out above) and the following conditions:

Time limit for commencement of development

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

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

Pre commencement condition(s)

2. Construction Management Plan - Major Developments

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

- A construction programme including phasing of works;
- 24 hour emergency contact number;
- Hours of operation;
- Expected number and type of vehicles accessing the site:

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- Deliveries, waste, cranes, equipment, plant, works, visitors;
- Size of construction vehicles;
- The use of a consolidation operation or scheme for the delivery of materials and goods;
- Phasing of works;
- Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction):
 - Programming;
 - Waste management;
 - Construction methodology;
 - Shared deliveries;
 - Car sharing;
 - Travel planning;
 - Local workforce;
 - Parking facilities for staff and visitors;
 - On-site facilities;
 - A scheme to encourage the use of public transport and cycling;
 - Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
 - Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
 - Locations for storage of plant/waste/construction materials;
 - Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
 - Arrangements to receive abnormal loads or unusually large vehicles;
 - Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
 - Any necessary temporary traffic management measures;
 - Measures to protect vulnerable road users (cyclists and pedestrians);
 - Arrangements for temporary facilities for any bus stops or routes;
 - Method of preventing mud being carried onto the highway;
 - Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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

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No development shall take place until general arrangement plan(s) to a scale of 1:200 showing the following works to the adopted highway has been submitted to and approved in writing by the Local Planning Authority. Where applicable indicating proposals for:

- Existing levels of the finished highway tying into building threshold levels
- Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works
- Signing, street furniture, street trees and pits
- Structures on or adjacent to the highway
- Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement)

No development shall take place over the route of any public right of way prior to the confirmation of a Town & Country Planning Act 1990 path diversion/stopping up order.

Prior to occupation these works shall be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

4. Highway to be Adopted

No development shall take place until plans to a scale of 1:200 showing the following information has been submitted to and approved in writing by the Local Planning Authority.

- Long sections
- General arrangement
- Threshold levels to buildings
- Drainage
- Structures
- Swept path for two directional movement of a 11.4m long refuse vehicle passing a 4.98m long large saloon car

Prior to occupation detailed technical plans to a scale of 1:200 setting out how the internal access road(s) will be constructed to the Highway Authority's adoptable standard shall be submitted and approved in writing by the Local Planning Authority.

These works shall then be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.

Reason: To ensure the internal roads are planned and approved in good time to a satisfactory standard for use by the public and are completed prior to occupation.

5. Protection of Retained Trees During the Construction Period

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No work of any kind shall take place on the site until the protective fence(s) has (have) been erected around the retained trees in the position and to the specification shown on Drawing No. A-E10-002 Existing Site Plan 1:200 @ A0 P1.

The Local Planning Authority shall be given not less than two weeks prior written notice by the developer of the commencement of works on the site in order that the council may verify in writing that the approved tree protection measures are in place when the work commences.

The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site.

Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes.

If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the council.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area.

6. Sustainable Drainage Strategy

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. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

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

7. Submission of material samples before specified elements started

Samples of the building materials shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. This should include the details of the fenestration and the parapet detail drawn at a scale of no less than 1:20. The development shall be completed in accordance with the approved samples before the building is occupied.

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

8. Energy and Sustainability in accordance with statement

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The development hereby approved shall incorporate the energy efficiency measures, renewable energy, sustainable design principles and climate change adaptation measures into the design and construction of the development in full accordance with the Hydrock Energy and Sustainability Statement dated 27th September 2022 prior to occupation. A total 53% reduction in carbon dioxide emissions beyond Part L 2022 Building Regulations in line with the energy hierarchy shall be achieved, and a 51% reduction in carbon dioxide emissions below residual emissions through renewable technologies shall be achieved.

Reason: To ensure the development incorporates measures to minimise the effects of and can adapt to a changing climate in accordance with policies BCS13 (Climate Change), BCS14 (sustainable energy), BCS15 (Sustainable design and construction), DM29 (Design of new buildings).

9. Renewable Energy (Air Source Heat Pumps and PV)

Prior to implementation, details of the renewable energy technology (including the exact location, dimensions, design/ technical specification) together with calculation of energy generation and associated CO₂ emissions to achieve 51% reduction on residual emissions from renewable energy in line with the approved energy statement (Hydrock, West Car Park Energy & Sustainability Statement, 27th September 2022) should be submitted to the Local Planning Authority and approved in writing. The renewable energy technology shall be installed prior to occupation of the dwellings and thereafter retained unless the Local Planning Authority gives written consent to any variation.

Prior to occupation the following information shall be provided:

- Evidence of the ASHP and PV system as installed including exact location and technical specification in accordance with the approved details.

Reason: To ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

Advisory note

The projected annual yield and technical details of the installed PV system will be provided by the Micro-generation Certification Scheme (MCS) approved installer.

The impact of shading on the annual yield of the installed PV system (the Shading Factor) should be calculated by an MCS approved installer using the Standard Estimation Method presented in the MCS guidance.

10. Overheating Risk Assessment

Prior to the commencement of development, the Local Planning Authority's written approval shall be obtained to an overheating risk assessment against the 2080 weather file. Such assessment shall include identifying the measures that are likely to be needed in the future to mitigate overheating and must demonstrate to the Council's reasonable satisfaction that

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the design can accommodate such measures (either as a retrofit measure(s) in future, or provided up front).

Reason: To prevent overheating in the future.

11. Broadband

Prior to the commencement of development, evidence of the provision of 'next generation broadband' shall be provided to the Local Planning Authority by providing evidence that the development has been registered with a provider. Registration should show the speed rating/specification of the connection in accordance with the broadband connectivity practice note March 2018, or subsequent replacement.

Prior to occupation, the development shall be connected to the broadband infrastructure to achieve the speeds stated.

Reason: To show that residents and businesses will have access to ultrafast broadband.

12. Groundworks Watching Brief

To secure the conduct of a watching brief during development all groundworks, including geotechnical works, must be monitored and recorded by an archaeologist or an archaeological organisation to be approved by the Local Planning Authority and in accordance with the Written Scheme of Investigation approved prior to the commencement of works.

Reason: To record remains of archaeological interest before destruction.

Pre-occupation condition(s)

13. Submission and Approval of Landscaping Scheme

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

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

14. Lighting

No building or use hereby permitted shall be occupied or use commenced until a report detailing the lighting scheme and predicted light levels at neighbouring residential properties has been submitted to and approved in writing by the Local Planning Authority. The lighting

Development Control Committee A – 16 November 2022**Application No. 21/01999/F : Former Car Park College Road Clifton Bristol BS8 3HX**

scheme must thereafter be implemented and retained unless the Local Planning Authority gives written consent to any variation.

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

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

15. Management and Maintenance of Private Streets

No building or use hereby permitted shall be occupied or use commenced until details of arrangements for the future management and maintenance of proposed carriageways, footways, footpaths and landscaped areas not put forward for adoption within the site has been submitted to and approved in writing by the Local Planning Authority. Following occupation of the first dwelling on the site, the streets shall be maintained in accordance with the approved management and maintenance details unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that all private streets and landscaped areas are appropriately managed and maintained to ensure the safety of all users.

16. Electric Vehicle Charging Points

No building or use hereby permitted shall be occupied or use commenced until details of the total number of car parking spaces, the number/type/location/means of operation and a programme for the installation and maintenance of Electric Vehicle Charging Points and points of passive provision for the integration of future charging points has been submitted to and approved in writing by the Local Planning Authority prior to construction of the above ground works.

The Electric Vehicle Charging Points as approved shall be installed prior to occupation and retained in that form thereafter for the lifetime of the development unless the Local Planning Authority gives written consent to any variation.

Reason: To promote sustainable travel, aid in the reduction of air pollution levels and help mitigate climate change. List of approved plans

17. List of approved plans and drawings

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

A-E10-001 Site Location Plan 1:1000 @ A4 P2

A-E10-002 Existing Site Plan 1:200 @ A0 P1

A-E10-003 Existing Street Scenes 1:200 @ A0 P1

A-E10-004 Existing Site Sections 1:200 @ A0 P1

A-P10-001 Proposed Site Layout 1:200 @ A0 P3

A-P10-002 Proposed Street Scenes 1:200 @ A0 P3

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A-P10-003 Proposed Site Sections 1 of 2 1:200 @ A0 P3

A-P10-004 Proposed Site Sections 2 of 2 1:200 @ A0 P3

A-P11-001 Proposed Ground Floor Plan 1:200 @ A0 P3

A-P11-002 Proposed First Floor Plan 1:200 @ A0 P3

A-P11-003 Proposed Second Floor Plan 1:200 @ A0 P3

A-P11-004 Proposed Third Floor Plan 1:200 @ A0 P3

A-P11-005 Proposed Fourth Floor Plan 1:200 @ A0 P3

A-P19-A-1 Block A Floor Plans 1 of 2 1:100@A0 P3

A-P19-A-2 Block A Floor Plans 2 of 2 1:100@A0 P3

A-P19-A-EL Block A Elevations 1:100@A0 P3

A-P19-B Block B Floor Plans 1:100@A1P2

A-P19-B-EL Block B Elevations 1:100@A1 P2

A-P19-MHA Mews House - Type A (floor plans, elevations) 1:100@A1 P2

A-P19-MHB Mews House - Type B (floor plans, elevations) 1:100@A1 P2

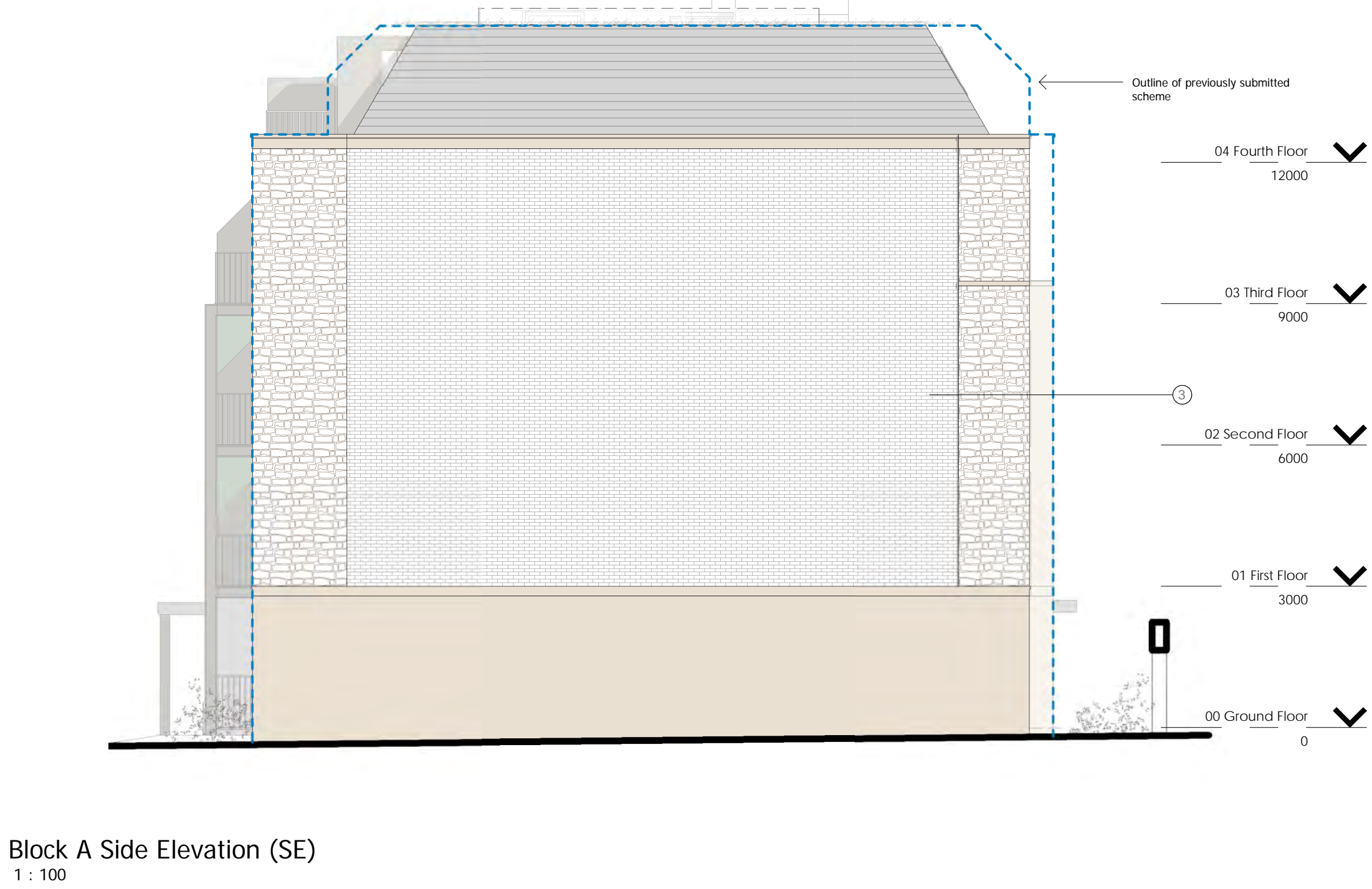
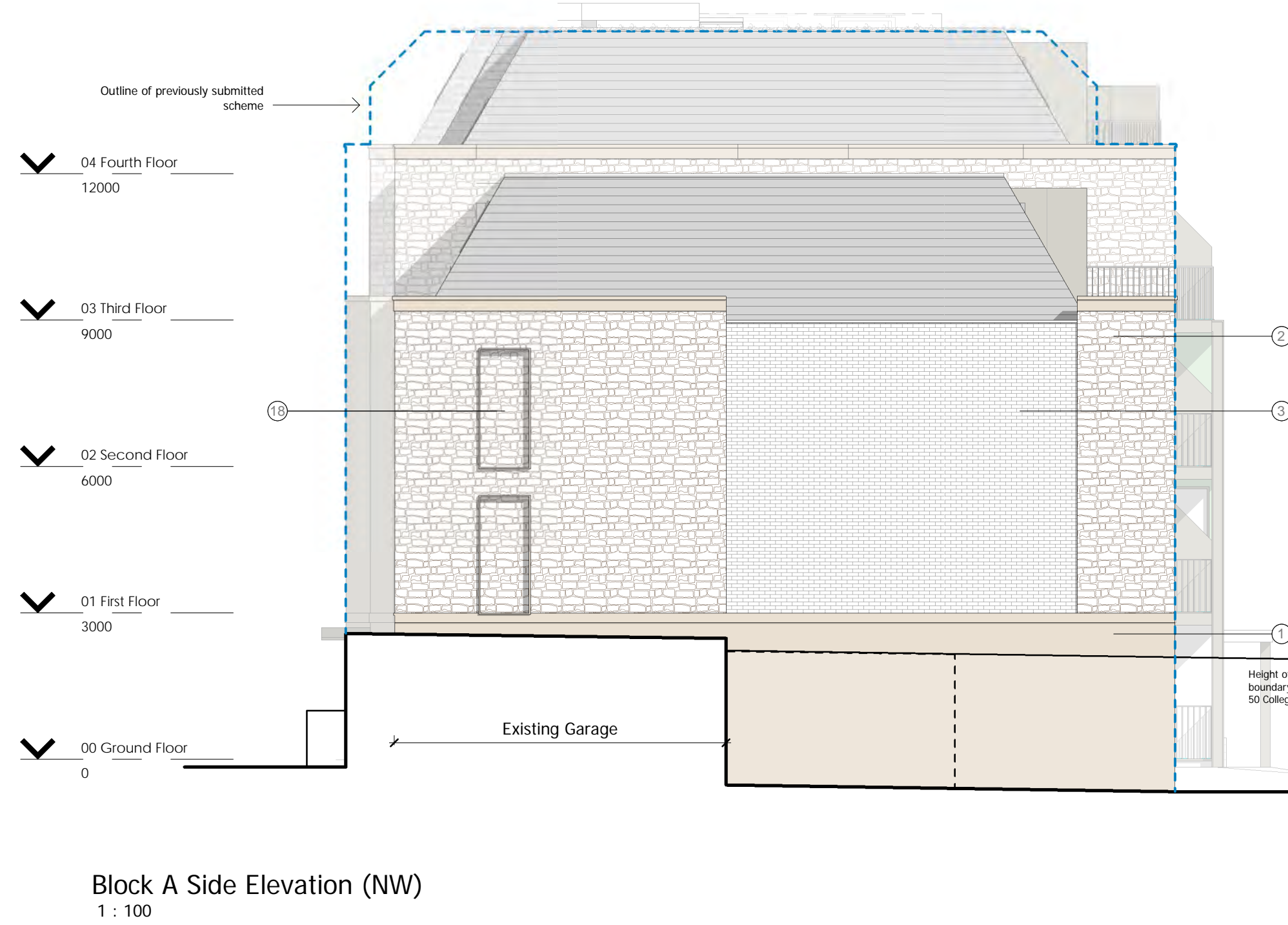
AS-01 Schedule of Accommodation NTS P3

Reason: For the avoidance of doubt.

Supporting Documents

- 2.** Bristol Zoo West Car Park
 1. Block A Elevations
 2. Design & Access Statement Addendum

The scaling of this drawing cannot be assured					
Revision		Date	Dm	Ckd	
P1	PLANNING REVISION	31/03/21	AP	TM	
P2	General revisions following consultation with LPA	14/07/21	AP	TM	
P3	Amendments to address HE comments - elevation changes, revisions to roofscape with PVs to Block A	23/09/22	AP	TM	



Materials Key:

- | WALLS | DETAIL |
|--|---|
| 1. Smooth ashlar stone | 13. Vertical stone fins |
| 2. Permanent rubble stone | 14. Recon stone window surround trim |
| 3. Buff brickwork | 15. Steel framed projecting balcony (Grey/Green colour) |
| 4. Living wall | 16. Metal railings |
| 5. Rainscreen cladding panel (Grey/Green colour) | 17. Aluminium canopy (Green/Grey Colour) |
| 6. Natural slate | 18. Stone surround with recessed stonework (false window) |
| ROOF | 19. Cornice parapet |
| 7. Natural slate | 20. Stone banding |
| 8. Sedum Roof | 21. Stone detail to bay window |
| 9. Roof mounted PV panels, 0 degree pitch | |
| WINDOWS/DOORS/ROOFLIGHTS | |
| 10. Windows - Grey/Green colour | |
| 11. External Door - Grey/Green colour | |
| 12. Louvered Door - Grey/Green colour | |

PLANNING

Project
West Car Park
College Road, Clifton
Block A Elevations

Date	Scale	Drawn by	Check by
01/19/21	As indicated @ A0	AP	TM
Project No	Drawing No	Revision	
30418	A-P19-A-EL	P3	



College Road

WEST CAR PARK • CLIFTON

DESIGN & ACCESS STATEMENT
ADDENDUM - REV P3
SEP 2022

Introduction

This Design & Access Statement Addendum has been prepared in coordination with a set of revisions to the proposed development at West Car Park, College Road (21/01999/F)

Following the feedback received by a range of stakeholders, notably Historic England (HE) and through extensive consultation with Bristol City Council (BCC), a series of amendments have been made to the application which are presented within this document, which should be considered alongside the updated reports and drawings.

The amendments (which are limited to Block A) have meant a minor reduction to the NIA and GIA but have not impacted the number or mix of residential dwellings (shown on 30418 AS-01 - Rev P3) which remains at 62no. dwellings. Therefore the affordable housing provision, car parking ratio and density have not been impacted by the proposed amendments to the application.

The further revisions outlined in this document and supporting drawings/reports are in relation to the application 21/01999/F, which was submitted to BCC in March 2021 and subsequently revised in July 2022 following consultation.

A summary of the amendments are described below;

- 1 Refinement to the College Road elevation of Block A;
- 2 Further articulation to roofscape of Block A;
- 3 Inclusion of PV panels to Block A



College Road

DESIGN EVOLUTION



View along College Road looking South
Rev P1 Scheme (March 21)



View along College Road looking South
Rev P2 Scheme (July 21)



View along College Road looking South
Rev P3 Scheme (Aug 22)



Relief added to
roofscape

Middle element of roofscape
pushed back by 1m

Stone cornice parapet
added

View along College Road looking South
Rev P3 Scheme (Aug 22)

--- Rev P2 Building outline

Stone horizontal
banding

Window hierarchy
amended

Further articulation
added to bay windows

Block A Elevation

Following on-going consultation with Historic England, a number of amendments have been made to the College Road elevation of Block A to further embed the development within the Conservation Area: Clifton & Hotwells (Character Area 2: The Zoo & College).

1 WINDOW HIERARCHY

The cills to the windows for the third floor accommodation have been raised. This is to respond to the traditional approach of the upper storeys having smaller windows to emphasise the principal floors which is apparent within the Character Area.

2 BAY WINDOW ARTICULATION

Further articulation has been included within the design of the bay windows. The inclusion of a stone header further emphasises the chamfered design coupled with the introduction of stone detailing which responds to the adjacent terrace properties on College Road. The detail of this design has been developed to take design inspiration from the canopy of The Clifton Pavilion opposite.

3 CORNICE PARAPET

A detailed stone cornice parapet has been added to create a stronger parapet line which visually further masks the mansard roof behind, more typical of the Character Area. This defines the buildings termination at roof level to the sky.

4 HORIZONTAL BANDING

Stone banding has been included to break the elevation up further. The bands have been included to further emphasise the stone base and also to highlight the principle storeys with the top banding course sitting at the cill of the shorter third floor windows.



Block A Roofscape

Amendments have been made to the roofscape of Block A to add further articulation to the roof form through a series of set backs to the mansard roof.

Additional relief to the roofscape has been created through setting back the mansard roof over the circulation cores. This provides a visual break, further emphasising the building rhythm which responds to the terrace properties adjacent of 40-48 College Road.

The roof form above the central smooth stone element of the elevation has been recessed further (by 1m). From longer views along College Road, including views outlined in the Conservation Area appraisal, this creates a visual break between the blocks, better responding to the surrounding context.



To facilitate the amendments to the roofscape, minor amendments have been made to the building form resulting in a minor loss of GIA and NIA. The revisions have been outlined below and highlighted on the plan;

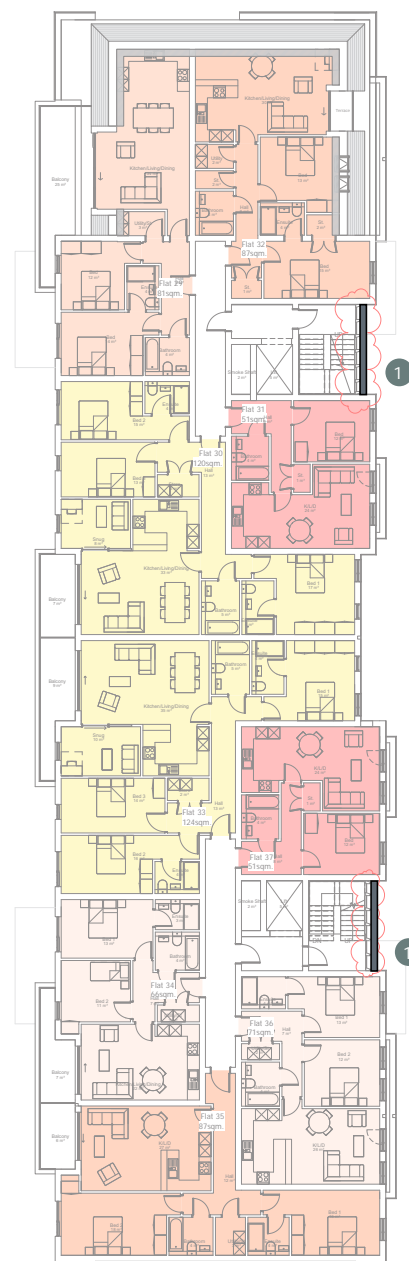
- 1 Circulation cores recessed 200mm (to ensure compliant headheight at set back roof)
- 2 Central element of Fourth floor recessed 1000mm

The changes have had a minor impact on the size of some of the flats, these have been outlined below for clarity;

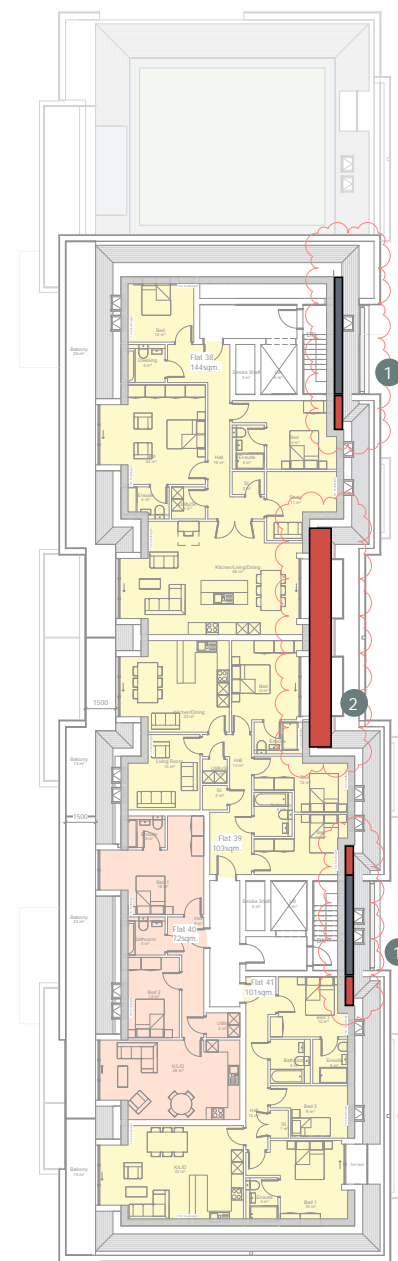
- » Flat 38 - 144sqm (previously 151sqm)
- » Flat 39 - 103sqm (previously 109sqm)
- » Flat 41 - 101sqm (previously 102sqm)

The below schedule outlines the change in NIA/GIA between the previous design iteration and the proposed;

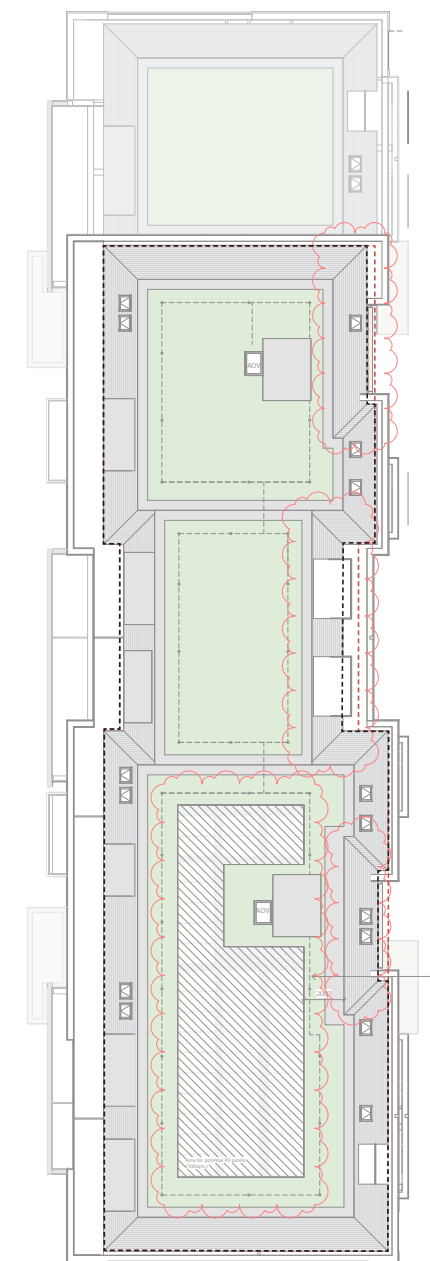
	NIA (sqm)	GIA (sqm)
Rev P2	5308	6514
Rev P3	5294	6485
Difference	14	29



03 Third Floor Plan



04 Fourth Floor Plan



Roof Plan

PV Panels

The inclusion of photo-voltaic (PV) panels has been evaluated in order to provide sustainable energy generation in a sensitive, considered manner in the historic setting of the site.

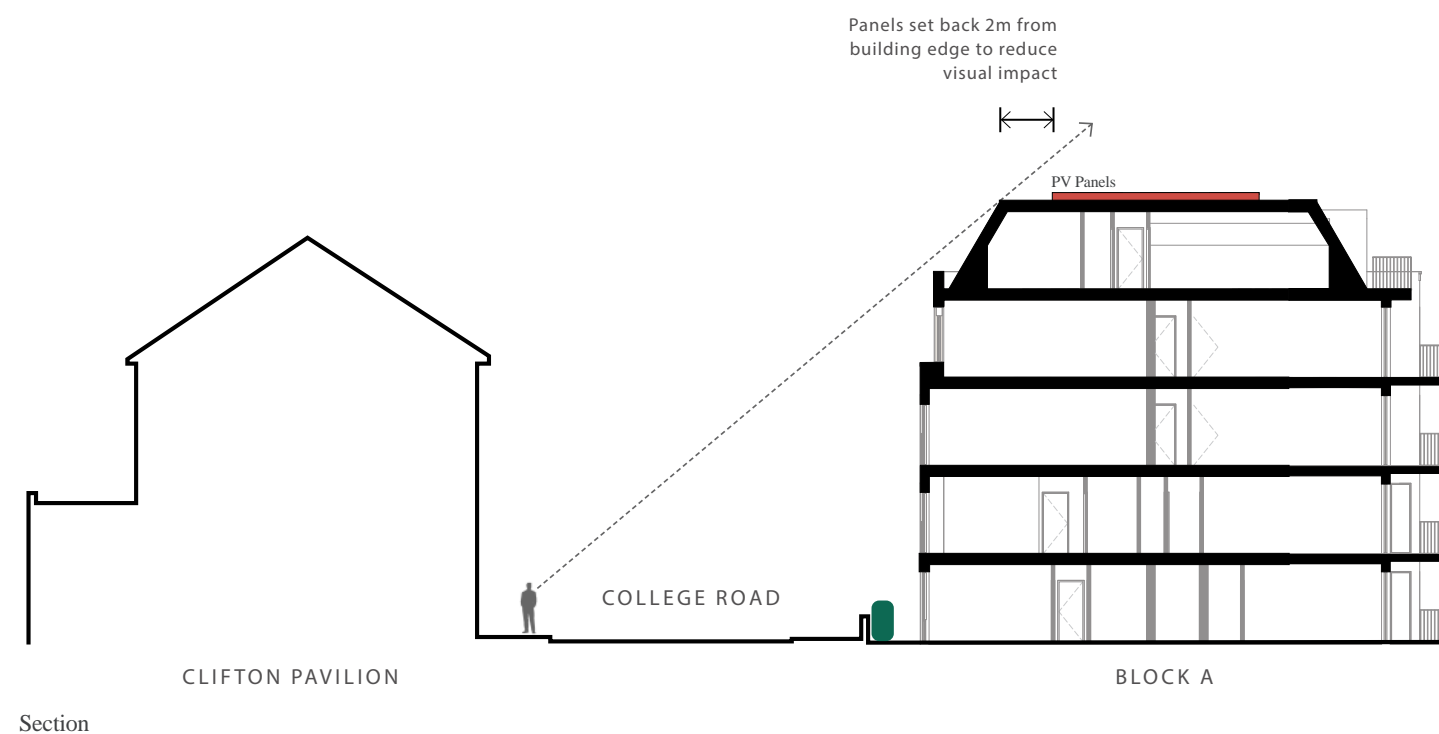
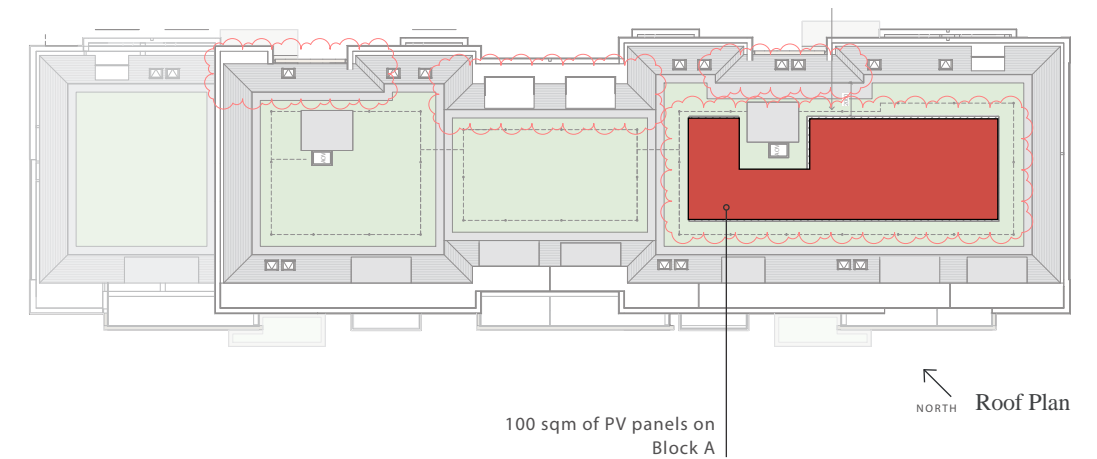
PV Panels have been included on the flat roof element of the mansard roof for Block A. The inclusion of PV panels on the scheme has been carried out in accordance with HE guidance alongside the heritage consultants Cotswold Archaeology and energy consultant Hydrock. Historic England guidance document 'Energy efficiency and Historic Buildings' has been used to ensure that the proposals are appropriately designed for the historic context, considering the inter-visibility of the panels and views from heritage assets.

They have been positioned on the tallest element of Block A to both maximise sunlight but also to minimise their visibility from within the conservation area and the surrounding buildings. This has been demonstrated on the section (right) showcasing how the panels have been designed to not be visible from the College Road. To achieve this, the panels have been designed to be set back from the building edge by approx 2m to reduce visibility, which coupled with the tiering of the building, limits the visibility of the panels.

The PV panels are also proposed to be horizontal with a 0-degree pitch. As these low-profile panels won't be angled the additional height has been minimised and the design is integral to the roof with no unsightly profile. The area of PV panels has been sized using best practice to provide electricity to the communal areas

The area that has been proposed for PV panels is 100sqm, which has been calculated by Hydrock to achieve approx. 20.4kWp.

The addition of PV panels has been assessed alongside the site energy strategy in the Energy and Sustainability statement which demonstrates compliance with BCC policy BCS14 and a total saving of 53% reduction in carbon emissions (51% through on site renewables).



Block Structure Justification

In response to HE's feedback, further justification is outlined below to demonstrate the appropriateness of the design in respect to the block structure.

The character of the buildings on the immediate roads surrounding the Bristol Zoo Gardens site varies to the rest of the Conservation Area: Clifton & Hotwells. The buildings on College Road, Guthrie Road and Northcote Road are a variety of developments of differing scale and block structure, notably with the grade II listed Clifton College buildings.

The nature of the Victorian walled zoo with blank boundary wall has resulted in the buildings opposite and adjacent streets taking on a different character to the rest of the Conservation Area. This has resulted in a variety of building sizes and footprints and these streets are therefore experienced differently when you move through them.

The typical villa typology is also less apparent in the immediate context and terrace buildings can be found including the adjacent Edwardian terrace 40-48 College Road and 3-6 Northcote Road.

The plots become larger as you move away from the Zoo gardens and south into the Conservation Area. The block structure becomes more apparent with large detached and semi detached villas which characterises the area.

"It is the case that the specific characteristics of this part of the Conservation Area influenced the evolution of design of 'Block A'. The structure is located within the two-plot width of the two pairs of villas to the west, and thus suitably reflects the established layout of space. The structure itself is broadly of a ratio length of two times the terrace/villa pairs, and the same broad width; with a comparable rectilinear layout. Thus whilst of course longer than the 1850s-1916 buildings, it reflects the proportionality and layout closely in its influence."

(Cotswold Archaeology, Heritage Addendum Note 2022)

Further justification can be found in the Heritage Addendum produced by Cotswold Archaeology.

