

WARD: Filwood

SITE ADDRESS: Inns Court Open Space Hartcliffe Way Bristol BS4 1XD

APPLICATION NO: 22/02345/F Full Planning

DETERMINATION DEADLINE: 6 April 2023

**Erection of a part single (double height), part two storey building to provide a Class D2 Youth Zone facility with associated disabled and mini bus parking and service access road, 5 a-side (MUGA) pitch, a single storey storage building, and associated boundary treatments and landscaping. Planning for new site access and turning head, amendments to A3029 central reservation, signalling and crossing.**

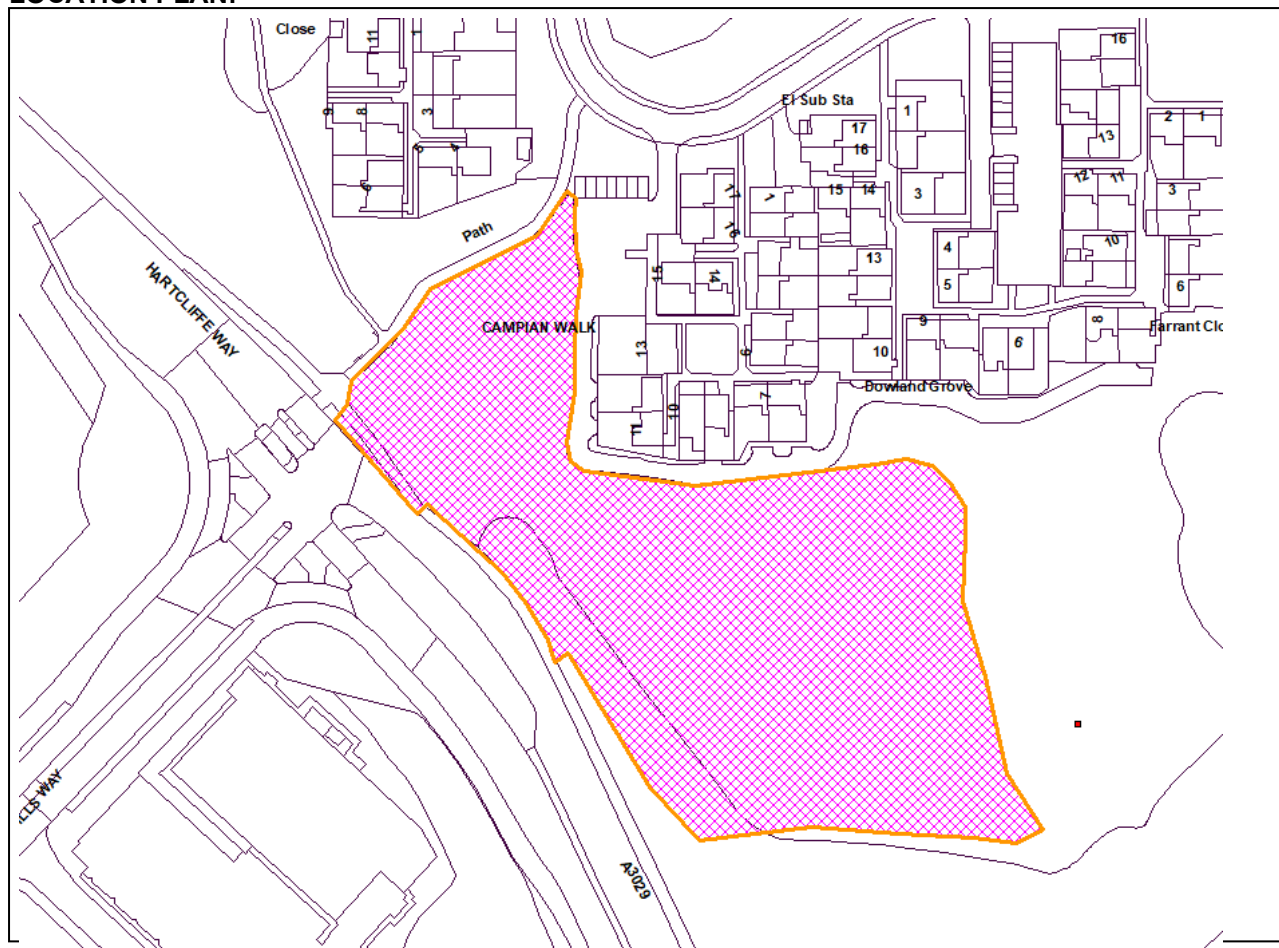
RECOMMENDATION: Refer to the Secretary of State

AGENT: Seven Architecture  
1.3 Waulk Mill  
51 Bengal Street  
Manchester  
M4 6LN

APPLICANT: OnSide  
Atria  
Spa Road  
Bolton  
BL1 4AG

*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 is brought to Committee on the grounds of the significance of the application proposal to Knowle West and to the city overall.

This is an application for full planning permission for the erection of a part single (double height), part two storey building to provide a Class D2 Youth Zone facility with associated disabled and minibus parking and service access road, 5 a-side (MUGA) pitch, a single storey storage building, and associated boundary treatments and landscaping. Planning for new site access and turning head, amendments to A3029 central reservation, signalling and crossing.

The application has been submitted by OnSide. OnSide was established as a charity in 2008 with a vision of creating a network of Youth Zones which give young people top quality, safe and affordable places to go in their leisure time.

More than 50,000 members are making around 500,000 visits to OnSide's existing network of 14 Youth Zones every year. They are drawn by the array of activities and support on offer seven days a week, 52 weeks a year, from DJ'ing to climbing, basketball coaching through to support into employment.

Youth Moves will run South Bristol Youth Zone and become a member of the OnSide Youth Zone Network.

Based on data collated from 4 Youth Zones which opened between 2017 and 2019 we anticipate that 5,000 young people will join the Youth Zone within 12 months of opening.

The proposed Youth Zone will cater for young people between the ages 8 and 19 and up to 25 for those with additional needs.

Open over 40 hours a week, young people will be able to access over 20 activities every night, ranging from sports such as football, boxing and climbing, to creative arts, music, drama and employability training.

**DESCRIPTION OF THE SITE**

The application site is located in the Filwood Ward in the south of the city on land close to the junction of Hartcliffe Way and Hengrove Way and to the immediate south of residential properties in Campian Way, part of the Inns Court housing estate.

The site is currently informal open space.

The site is allocated for housing (BSA1109). Therefore, if Members are minded to approve this application it will have to be referred to the Secretary of State (Refer to Key Issue A).

The site is not subject to any other statutory designations.

**APPLICATION DETAILS**

The proposed building is a two storey flat roof building with access from Hartcliffe Way, by way of the addition of an arm to the junction of Hartcliffe Way with Wills Way.

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The building will accommodate meeting rooms, a climbing wall, storage space, kitchen and toilet accommodation on the ground floor and a gymnasium, performing arts space, meeting rooms and toilet accommodation at first floor level.

The building will be clad with rainscreen cladding in a variety of colours including orange, red and yellow.

The flat roof will incorporate a plant area and 250 square metres of PV.

The application proposal also includes an outdoor Multi Use Games Area (MUGA) surrounded by 4m high rebound fencing. The application proposal includes no lighting for the MUGA. There is also provision for 273 square metres of external recreation space.

Provision is made for 4 parking spaces (including 2 disabled spaces). The entrance to the Youth Zone would be gated. Details of the proposed automated barrier will be secured by condition.

Cycle parking is proposed – there will be 24 covered cycle parking spaces to the frontage. Showers, lockers etc will be provided within the facility by its nature.

A landscape masterplan has been submitted which includes compensatory planting to compensate for the loss of three trees on the site.

**RELEVANT PLANNING HISTORY**

There is no relevant planning history.

**COMMUNITY INVOLVEMENT**

A Statement of Community Involvement (SCI) was submitted with the application.

Process: A public consultation exercise was undertaken in December 2021. This was advertised by leaflet drop and on social media.

Outcomes:

The SCI states that the following changes were secured as a result of this process:

- Commitment to the preparation of a Construction Management Plan
- In response to concerns about the privacy of neighbouring properties, were addressed by moving the building back into the site to create further distance between the buildings of Inns Court. The building has been redesigned the windows to avoid overlooking. Further planting along the elevation of the building has been incorporated to soften the views looking out from Inns Court.
- In response to concern about the lack of parking, the Applicants comment: "As part of a sustainable travel policy, there is only visitor parking and staff are encouraged to use public transport. We have several sites where arrangements have been made with retail car parks for parking for staff if needed (for example Asda supermarket). We have increased minibuses spaces for visiting groups and have 2 DDA spaces close to the front entrance."

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**COMMUNITY CONSULTATION**

82 neighbouring properties were consulted directly. As a result 11 representations were received, 10 objecting and 1 in support.

**Principle of the development (Key Issue A)**

Concern that this is the wrong location for a youth facility

“The proposed times are completely inconsiderate to people living locally to it and will only add to ongoing issues in the area of vehicles constantly being vandalised and property being damaged. Along with this we are struggling to keep our green spaces which are rife with wildlife etc. I can't believe this council feel the need to constantly build on our green spaces when brown land and properties remain derelict. I would love to know how this is going to be policed correctly given ongoing problems that don't get dealt with in timely manners.”

Concern about the loss of a valuable green space. This is a green space that contributes the city's climate and ecology goals.

If it must be on this site there needs to be more consideration to wildlife. The building should move back from the main road, leaving a wider space of trees so that wildlife can move through undisturbed. There should be more trees and planting to hide the huge building from the housing which is very close to it.

**Design (Key Issue B)**

“I am concerned that not enough people will comment on how incredibly ugly the mockup is”

“The building design is obtrusive to nearby housing and does not leave enough of a green space a 'wildlife corridor' along the road. It should be moved to another location.”

**Amenity Issues (Key Issue C)**

“We have not been appropriately approached to discuss any of this plan when we are the ones who live here and have paid for our houses to live in this area specifically for the green space, and the off road walks for keeping our children safe. As a mother with children having additional needs I am very concerned of the impact this is going to have on my children from the construction to the life long chaos this building is going to bring.”

Concern about the impact of the proposal on local infrastructure (sewerage pipes)

Concern about light and noise pollution.

Concern that the proposal will lead to increased crime.

Concern about the disruption that will be caused during construction.

**Transport (Key Issue D)**

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The drop off point for cars is a really bad idea. It breaks the green corridor and will massively increase polluting vehicles on an already very busy junction into Imperial Park. This is very unfair to the residents in housing nearby. You should insist that parking/drop off happens over the road in the large car parks. There are adequate pedestrian crossings at the junctions to ensure safe movements across the roads.

**EXTERNAL CONTRIBUTION**

**Avon and Somerset Fire Service**

Avon Fire & Rescue Service request the provision of a single Fire Hydrant.

This has calculated the cost of installation and five years maintenance of a Fire Hydrant to be £1,500 + vat per hydrant.

**INTERNAL CONTRIBUTORS**

**BCC Drainage Team**

Current calculations have used a 30% allowance for climate change. 40% climate change allowance needs to be used and storage requirement calculations/drainage plan updated for the site based on this higher climate change allowance figure. Full Microdrainage calculations need to be provided to confirm that the proposed storage provision on site is adequate enough so that there will be no flooding of the site during the 1 in 30 year event and no flooding of buildings and leaving the site boundary during the 1 in 100 year +40% climate change. The storage provided by the kick pitch also needs to be confirmed, alongside detailed designs of the pitch.

The requirements outlined in the BCC L1 SFRA will need to be adhered to. That is addressing three out of four of the benefits identified in the four pillars of SuDS design highlighted in the SuDS Manual; this includes improving water quality, enhancing amenity value, increasing biodiversity and reducing water quantity. This site has not met these requirements and as a result, we, as LLFA object to the proposals.

Officer Note: A relevant condition to ensure that an adequate drainage strategy is agreed is recommended.

**BCC Ecology**

Comments are incorporated into the Key Issue on ecology below.

**BCC Sustainable Cities Team**

Comments incorporated into the Key Issue E.

**BCC Building Bristol**

Should planning permission be granted a condition requiring a timetable for the implementation of an Employment and Skills Plan should be included.

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**BCC Archaeology**

A condition requiring an archaeological watching brief is recommended.

**BCC Pollution Control**

Having reviewed the submitted reports in support of the application, including the acoustic report, Pollution Control raise no objection to the application.

**EQUALITIES ASSESSMENT**

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equality Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development.

Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

**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 all relevant policies of the Bristol Local Plan and relevant guidance.

The non-statutory City Centre Framework (June 2020) is relevant to the consideration of this application. The CCF was approved and adopted by the Council's Cabinet in July 2020.

**KEY ISSUES**

**(A) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?**

Section 70(2) of the Town and Country Planning Act 1990 Act requires the decision-maker 'in dealing with an application for planning permission or permission in principle to have regard to:

(a) the provisions of the development plan, so far as material to the application...

Section 38(6) of the Planning and Compulsory Planning Act 2004 ("the 2004 Act"), states that:

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“If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”

The application site forms part of a wider allocation for housing (BSA1109). This designation states that the site has the site has an estimated capacity of 430 homes.

The allocation continues to be included in the emerging local plan under draft Policy DA1. This policy retains existing allocations (other than those proposed to be removed through the November 2022 consultation).

It is noted that since the Development Plan was adopted in 2014, no application for residential development for any part of this allocated site has been received.

The portion of the allocation that now forms the subject of this application is far smaller than the area that has been allocated. The remainder of the site continues to be available for housing development, consistent with the requirements of the allocation.

It is considered that the provision of an important community use is a sufficient material consideration to outweigh the allocation for housing on this site.

*The provision of an important community use*

The application proposal will provide an important community use for the benefit of the local area and the city overall.

BCS11 states that development and infrastructure provision will be coordinated to ensure that growth in the city is supported by the provision of infrastructure, services and facilities needed to maintain and improve quality of life and respond to the needs of the local economy.

BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible community facilities should be located within existing centres.

The preamble to Core Strategy Policy BCS12 of the Core Strategy (2011) states that community facilities are wide-ranging and can include, among other uses, community centres, cultural centres and places of worship. Policy BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible, the policy states that community facilities should be located within existing centres. The preamble to the policy states: “The location of a community facility will depend upon its function and service users. Day-to-day facilities will need to be within the communities they serve and should be located within local centres. Higher-level facilities should be located within the most accessible parts of the city.

Paragraph 2.5.3 of the Site Allocations and Development Management Policies – Adopted July 2014, states that “Community facilities include all uses, commercial or non-commercial, that provide a social or welfare benefit to the community. Whilst protection is sought for all uses that meet this definition, community land and buildings are particularly important

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In support of their application, the Applicants state that South Bristol Youth Zone is to be a pioneering youth charity whose mission that will address the childhood crisis of social isolation and disadvantage. In common with all Youth Zones in the OnSide Network, South Bristol Youth Zone will be a separate Registered Charity, a standalone organisation receiving support and encouragement from OnSide.

The Youth Zone is being developed by OnSide Youth Zones with Bristol City Council as a strategic partner. Local youth charity, Youth Moves, will run the facility as part of the membership of the OnSide Network or Youth Zones.

It is noted that the project is in the early stages, but the capital funding and the initial years of operating costs will be secured by contributions from the council and funding coming from local businesses, in common with other Youth Zones, which are shining examples of true public/ private sector partnerships.

For these reasons, the proposals are consistent with Policy BCS12.

Taking the policies of the development plan as a whole, it is concluded that the proposal is not in accordance with the development plan because the application site is allocated for housing. However, the provision of this valuable community facility is regarded as a sufficient material consideration to indicate that a decision otherwise than in accordance with the development plan.

**(B) IS THE DESIGN OF THE SCHEME ACCEPTABLE?**

The NPPF and NPPG identify good design as a key aspect of sustainable development and establish the importance of local distinctiveness. Development should seek to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation.

The Bristol Core Strategy contains a number of policies relating to design that require development to be of the highest standard in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure and protecting key views (BCS2). In particular policy BCS21 'Quality Urban Design' requires development to deliver high quality urban design that contributes positively to an area's character and identity, through creating or reinforcing local distinctiveness.

Policy DM26 'Local Character and Distinctiveness' further reinforces the importance of local character and distinctiveness; it lists a number of general design principles that contribute towards this. Also material to assessing the design of the proposal are policies DM27 'Layout and Form' which requires development to have a quality urban design that results in healthy, safe and sustainable places; DM28 'Public Realm' which requires that development creates or contributes to safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and DM29 'Design of New Buildings' which requires new buildings to be designed to a high standard, setting criteria to assist in achieving this.



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The application proposal the proposal will respond appropriately to local patterns of movement and the scale, character and function of streets and public spaces surrounding the site. This will be reinforced by a detailed landscape scheme for the site.

The application proposal responds appropriately to the height, scale, massing, shape, form, and proportion of existing buildings surrounding it.

Overall, the design of this building has been assessed to be appropriate for this location.

**(C) WOULD THE APPLICATION PROPOSAL HAVE AN ACCEPTABLE IMPACT ON NEIGHBOURING AMENITY?**

Policy BCS21 expects development to safeguard the amenity of existing development and create a high quality environment for future occupiers.

In respect of local infrastructure, the imposition of a relevant condition will ensure that there is an adequate sustainable drainage system for the site. There is work to be undertaken to finalise the details of this, but Officers have no grounds of concern that this cannot be achieved and therefore do not consider that planning permission should be recommended for refusal at this time.

In respect of concerns about noise and light pollution, conditions are recommended to control the operational hours of the proposed Youth Zone and that details of the lighting for the site be submitted.

Concern about the disruption that will be caused during construction can be addressed through the implementation of a Construction Management Plan. A condition to secure this is recommended.

There is no evidence to suggest that the application proposal would give rise to an increase in crime and this fear could not be sustained as a grounds for refusing a planning application.

Overall, it is considered that through the imposition of relevant conditions, the amenity of surrounding residents can be safeguarded both during construction and operation of this use.

**(D) HAS AN ACCEPTABLE TRANSPORT SOLUTION BEEN FOUND?**

**Summary**

By virtue of creating a new signalised arm of the junction at Wills Way / Hartcliffe Way to create a turning head and drop off facility associated with the Youth Zone, the existing facilities for pedestrians and cyclists will be less convenient. The applicants have outlined why they require such a facility and demonstrated that mitigation measures will be undertaken to offset the worst of the consequences, and why alternative provision for dropping off cannot be made.

On balance, the Applicants have satisfied the Highways Authority are content that road safety will not be compromised to a severe level as to warrant a refusal, subject to several conditions and mitigation measures, which are set out in the recommendation.

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The proposed drop-off facility will necessitate a new arm on the existing traffic signal junction.

*Local Conditions**Walking and cycling network*

Hartcliffe Way has a shared use footway / cycleway across the frontage of the site. These are lit.

There are crossing facilities on all arms of the junction. There is also a pedestrian / cycle route to the north west of the boundary of the site, between Inns Court and Hartcliffe Way. Hartcliffe Way is a strategic cycling route and is identified in the West of England Local Cycling and Walking Infrastructure Plan 2020 – 2036 – Route 7.

*Public transport services*

The nearest bus stop on Hartcliffe Way is served by limited services – 515 is an hourly service and does not operate on a Sunday. 52 is a service between Hengrove Park and Old Market and only runs every two hours during the daytime on weekdays (no service after 6pm).

Route 96 is about to be withdrawn in April 2023. The 91 service terminates at Imperial Park, but is also about to be withdrawn in April 2023. Other services terminate in Hengrove Depot which is over 500m walk, which is outside of the generally accepted maximum walk distance for bus stops. These include services 75 and 76 from Cribbs Causeway via the City Centre, which have a better frequency, but the walk is via footways along the dual carriageways, a longer route through the Inns Court estate, or through an unlit unpaved open space south of Campian Walk.

It is therefore currently not easily accessible by public transport, and arrivals will be dependent on walking, cycling, e-scooter or private car.

It is likely that there will be increased demand on the stop arising from this proposal, and future increases to bus services are likely. To allow future users to be able to take advantage of public transport facilities and reduce their impact on the local network, improvements to the bus stop outside the site to make it more accessible and usable will be sought and secured through a relevant legal agreement.

*Road Safety record*

No injury collisions were recorded in the vicinity of the new access in the last three-year period (2019-2021). The Hartcliffe Way roundabout has experienced 10 injury collisions in the years 2019-2021 inclusive, two of which were serious. Because of the size of the roundabout and the spread of the collisions this is not identified as a cluster site, but indicates that additional significant pressure on this roundabout should be avoided.

*Access**Vehicles*

Vehicular access is proposed from the new arm of the traffic signals junction for cars and servicing vehicles, including any parents / carers dropping off the young people using the facility.

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The car park / servicing yard will be closed to the public and parents by an automated barrier.

*Pedestrians and cyclists*

Pedestrian and cycling access is provided from the new arm of the junction. There is also an additional proposed link to the adjacent foot/ cycle path towards Inns Court Road.

*Traffic Impact**Trip Generation*

It is anticipated that a fairly large proportion of users will be expected to arrive by foot, bicycle or public transport, given the age profile of the end-users.

As there is limited data for trip rate generation for similar facilities in the modelling system TRICs, the applicants have undertaken surveys of some of their other facilities throughout the country and applied a similar trip generation breakdown to this proposed facility.

The other similar facilities surveyed elsewhere have been predominantly in City Centre locations with better access to public transport than this site, so it is likely that the vehicular trip rate will be higher than suggested for this facility. It is therefore necessary that all modes of transport are considered, not just car users.

*Drop off facility*

The applicants propose a large drop off and turning area, necessitating a new junction arm and full traffic signal refurbishment of the Hartcliffe Way / Imperial Park junction. The need for a drop off facility is a requirement for the end-use operators, who have stated a requirement for at least 4 cars to be able to drop or collect young people at any time, and for safeguarding reasons they have also outlined a need to have unobstructed visibility between the site entrance and young people arriving by car.

Highway colleagues have reservations about this proposal, as it is considered an unnecessarily large facility to provide for a small number of movements, which could be accommodated elsewhere. After discussions about the size of the drop off and turning facility, the applicants were asked to assess alternative options. Other proposals were assessed but dismissed for number of reasons.

Other alternatives to this drop off facility which were explored included (but were not restricted to) the following:

Vehicular access from Inns Court – not considered acceptable by the applicants – the facility is to cater for all of the young people from South Bristol, and the access was designed to reflect this. Furthermore, consultation exercises indicated a high level of opposition from residents of Inns Court to a main vehicular access from this location.

Extension of existing bus layby to create additional space to accommodate drop off movements – not considered acceptable by the applicants, mainly for the operators' safeguarding requirements.

Access from other parts of the Hartcliffe Way / Hartcliffe Way Roundabout area – this

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would have proved too costly, and potentially blighted future development of the rest of the site for housing.

*Traffic Signals – design*

The new junction will sever the existing walking / cycling shared route along Hartcliffe Way. This will inconvenience pedestrians and cyclists to the extent that there will be a maximum wait of up to 80 seconds for a green light to cross the new junction arm, whereas before this movement would have been unobstructed.

The new crossing will be a toucan crossing in two stages. Pedestrians and cyclists will have a central island similar to the other arms of the junction. The width has been increased to meet minimum requirements for an island for a two-stage toucan crossing. It is not possible to make this a single stage crossing, as the width of the overall crossing would be too great to allow for this, leading to safety and capacity concerns.

A new right turn lane will be created in the existing verge on the south arm of Hartcliffe Way. This will lengthen the width of the pedestrian crossing on to the central refuge on the north-eastbound arm of Hartcliffe Way (the crossing between Aldi and the central refuge). This would reduce the refuge to below 5m, which is less than the minimum required width for a cycle crossing, so this would no longer be suitable as a toucan (shared use) crossing, which it is at present. This crossing would therefore be downgraded to a Puffin (pedestrian only) crossing.

Shared use cycle crossings would remain available across Hartcliffe Way on the north side of Wills Way.

A safety audit (Stage 1) has been undertaken, and issues which have been picked up in this have been resolved or will be accommodated in the detailed design of the scheme. Officers have raised additional concerns about the arm of the crossing across the entry of the new drop off facility, which will be very lightly trafficked. Because of the low levels turning in (particularly outside of evening and weekend peak times), regular users may become complacent about no turning movements at this location and risk crossing on a red light. This may have an additional impact due to the increased number of younger people at this location.

To reduce these risks and concerns about the inconvenience to pedestrians and cyclists using Hartcliffe Way, officers have requested the consideration of a diversion to the walking / cycling route away from Hartcliffe Way, up the new embankments and across the drop off facility, with a raised table affording priority to the ped / cycle movement. This would be a minor diversion from the existing route, but would allow a priority to the straight-through movement. However, the applicants have assessed this, as well as a less impactful hybrid option, and considered these unfeasible due to concerns about the potential impact on the drop off bays, impact on the retention tank, additional surface water drainage, potential effects on biodiversity net gain and existing green areas, as well as additional cost, and further excessive earthworks and hard surfacing.

The detailed design of the traffic signal junction would take place post any permission being granted. The Highways Authority are satisfied that there is adequate space available to accommodate the proposals.

*Traffic Signals – capacity (Novers Lane / Hartcliffe Roundabout)*

It is necessary to retain acceptable level of capacity at this junction. Should the junction be

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pushed over capacity, this would have the following impacts:

Queues on Hartcliffe Way towards Novers Lane junction, to the detriment of the metrobus operation and reliability.

Queues onto the Hartcliffe Way roundabout, leading to an increase in conflict and exacerbation of collisions to the detriment of safety

*Queues exiting Imperial Park car park*

These are considered unacceptable impacts, so it has been necessary to carefully scrutinise the proposals in terms of capacity.

The traffic signal model has been reviewed by Officers, and some alterations made to ensure that the model is robust both now and into the future in terms of capacity and to limit as much as possible the inconvenience for pedestrians and cyclists.

The model was also subjected to an additional uplift of 20% in traffic volumes to ensure a level of robustness. This should take into consideration the includes the relatively low trip generation used, the fact that the traffic surveys were undertaken before the opening of the Hartcliffe Waste Recycling Centre which has increased traffic in the area, and the impact of future housing and economic growth in the area into the future.

To keep the traffic signal cycle time as low as possible, the turning movements from the new junction have been incorporated into the existing signal staging as much as possible, rather than creating a whole new traffic signal stage plan purely for the new arm. This reduces wasted time between stages, and reduces additional inconvenience. However, this does require the removal of any straight ahead and right turn out of the new junction. The geometry of the junction has been altered to enforce this movement. Any users wishing to travel north-west would be required to use Hartcliffe Way Roundabout to turn around, which is a short and easy diversion. It is not considered that this movement will add any unacceptable increases to volumes at the roundabout.

*Impact on Pedestrians / Cyclists*

As the existing cycle route will be severed, this will inconvenience pedestrians and cyclists.

This is acknowledged by the applicants. At worst, a pedestrian / cyclist wishing to travel over the new junction arriving just as the green crossing lights went red would have to wait an additional 80 seconds for another green signal.

This inconvenience to existing users of this route, new users of the Youth Zone, and future users associated with additional housing and employment growth, and is contrary to policies DM23 and BCS10.

The test in NPPF required to refuse a planning application on transport grounds is whether the impact of the proposal will be 'severe'. The applicants have put forward reasons that suggested mitigation (outlined above) is unfeasible and do not consider the proposals to warrant a refusal on the grounds of severe impact.

On balance, the safety issues have been managed as much as they can be in this instance, and on balance your Officers do not consider that there are grounds to refuse this application on highways safety grounds.

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*Drop Off Facility – internal arrangement*

The internal layout can accommodate a 3.5m shared use path to the south, with associated buffer to protect cyclists from car doors opening out, as well as a parking layby for 4 vehicles, and a turning head for a standard waste collection vehicle. The unused central section of the turning head will be planted.

The swept paths for the refuse vehicle have determined the space required. Due to levels on the site, earthworks will be necessary to bring this up to a higher level, but there are no proposed structural retaining features.

It is not intended that the drop off facility and turning head will be adopted as this does not serve a highway function, and responsibility for maintenance will be determined between the operators and landowners. The extents of adoption will be determined during detailed design stage, as it will be necessary to adopt the traffic signal infrastructure.

There is an additional private parking and servicing area accessed from the turning area, which will be kept closed to vehicles except for disabled parking, minibuses and servicing vehicles.

*Parking and Servicing*

*Car Parking*

Four parking spaces are provided which consist of two disabled parking spaces and two minibus spaces. EV charging facilities are proposed. The applicants anticipate that staff would park offsite and this will be enabled by a robust travel plan. No Travel Plan has been submitted. It is unlikely that this will deter driving sufficiently to prevent any staff parking on-street. It is noted that staff would be most likely to want to park in Campian Walk, which is not adopted, and therefore any inconsiderate parking will not be enforceable or preventable by the Highway Authority. It is recommended that the Travel Plan contains an undertaking that staff will not park in Campian Walk.

Furthermore, any on-street parking will be likely to take place on the bend of Inns Court Road.

Whilst there is plenty of space to do this, there is a risk that this will cause obstruction to visibility at the crossing point and will also impact on junction safety. It will therefore be necessary to implement waiting restrictions in Inns Court to deter this.

A contribution of £12,000 to install waiting restrictions will also be required. The contribution would be returned if unspent.

The car parking area would be closed by an automated barrier.

*Cycle Parking*

Cycle parking is proposed – there will be 24 covered cycle parking spaces to the frontage. Showers, lockers etc will be provided within the facility by its nature.

*Loading / Servicing*

Loading and servicing (low levels of deliveries and waste collection) will take place from the

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private parking / servicing area. Swept paths have been provided demonstrating that the arrangement is workable. This can also accommodate any emergency vehicles.

*Travel Planning*

A Travel Plan has not been submitted. This will need to contain more robust measures than outlined in the Transport Statement. The submitted Travel Plan outlines the strongest deterrent to driving as the lack of available parking on site. However, there is ample uncontrolled parking nearby in the Inns Court estate, and it is likely that this will merely result in on-street parking nearby. The Travel Plan will need to be resubmitted and strengthened. A Travel Plan will therefore be secured by a pre-occupation condition and will need to be in line with the Travel Plan Guidance (available on the BCC Website). An Audit and monitoring fee will also be required and secured by a relevant legal agreement.

*Construction Management*

There are significant concerns about the buildability of this proposal and the impact on the highway network, particularly with regard to the large number of construction vehicles associated with the earthworks and construction onto an unsignalised junction. It is highly unlikely that the junction will be fully completed to enable the movement of construction traffic, and a phasing plan and temporary access arrangements will need to be put in place to accommodate construction. It is imperative that a Highway Network Management plan is progressed with urgency in discussion with Highways Network Management, before ANY building works are commenced, including site clearance. A pre-commencement condition will be essential.

It will also be necessary to ensure that construction traffic does not cause damage to the existing road infrastructure.

A condition survey of the existing highway network will need to be undertaken prior to commencement to ensure that any remedial works are quickly and easily identified and rectified once construction is completed. The scope of the survey will depend on the proposed routing and construction management phasing. A pre-commencement condition will be required to determine the state of the roads and footways, and the scope of the works, before any works take place.

*Mitigation*

Works will be secured through a highway condition and an agreement between the Transport Service and Capital Projects (the latter are anticipated to be delivering the highway works). An update on this will be provided at the Committee Meeting.

The mitigation works would include (as indicated in principle on plan 14935-MMD-XX-00-DR-C- 001 Rev P002):

- Improvements to wayfinding (local signing alterations)  
New links to existing cycle track / footpath between Hartcliffe Way and Inns Court Road
- New junction into site
- Right turn lane into the site from Hartcliffe Way

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- Full Traffic Signal junction refurbishment
- Upgrading of the bus stop to include shelter, raised kerb and real time information
- Any remedial works associated with damage to the highway arising from the construction traffic
- Associated ancillary works
- Contribution towards TRO to prohibit turning movements from new junction arm (£6310)
- Contribution for Council to introduce waiting restrictions to deter obstructive parking in Inns Court Road area (£12k)
- Contribution for Travel Plan Monitoring and Audit Fee (£5693)

**(E) DOES THE APPLICATION PROPOSAL ACCORD WITH POLICIES ON SUSTAINABILITY?**

An update on compliance with relevant sustainability policies will be provided at the Committee Meeting. At the time of preparing the report, there is not full compliance with Core Strategy Policies BCS13, BCS14 and BCS15.

The current position in respect of Sustainability is as follows:

- Potential for Overheating

BCS13 requires that development integrates measures into the design to adapt to climate change. The submission at present does not include an assessment of how future climate will impact the performance of the development. It is noted that under BREEAM credit HEA04 (Thermal Comfort), it is proposed that a dynamic thermal model will be carried out to inform the building services design. Full advice on this was provided at the pre-application stage.

The applicant should submit an overheating risk assessment. This can be secured by condition.

- Securing a 20% reduction in Co2 emissions

In respect of compliance with Policy BCS14, whilst the energy statement states that PV will be utilised to achieve a 20% reduction in Co2 emissions on residual emissions, an energy table has not been submitted, so it is not possible to properly assess compliance with the policy.

There is a need for the Applicant to submit a completed energy table showing emissions at each stage of the energy hierarchy

- Energy efficiency



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The Energy Statement confirms the proposed energy efficiency measures.

- Heat Hierarchy

An update on the heat hierarchy for the building will be provided at Committee.

Renewable energy

The proposed PV is supported. However, as above an energy table is required to demonstrate that a 20% CO2 reduction is attributable to the PVs (or other renewable technologies).

A BREEAM Excellent rating is proposed in accordance with policy BCS15.

Waste

It is noted that the proposal will involve a significant amount of earthworks (CUT) and limited fill, so presumably the excavated material will require transporting off site.

Whilst the sustainability policies don't require that the scale of earthworks is limited, it should be borne in mind that this will have an environmental impact, including construction emissions and emissions associated with moving the excavated material off site.

It's noted in the BREEAM assessment that 4 credits will be targeted under credit WST01 (construction waste management), which will include a resource management plan including excavation waste showing waste arisings and management routes. However no targets are required to be set for excavation waste for the credits currently targeted.

Broadband

Evidence has been provided demonstrating that the site has been registered with a recognised provider to receive superfast broadband in accordance with policy BCS15.

**(F) DOES THE APPLICATION PROPOSAL ACCORD WITH POLICIES ON ECOLOGY?**

An update on ecology and biodiversity will be provided at the Committee Meeting.

**(G) PLANNING CONDITIONS**

An update on the planning conditions will be provided ahead of the Committee.

**CONCLUSION**

This report has been completed with compliance with some elements of sustainability and ecology still outstanding. Nevertheless, your Officers are content that compliance with these relevant policies can be secured, and an update will be provided at the Committee Meeting.

It is concluded that the proposal is not in accordance with the development plan policies related to the allocation of the site for housing but that, on balance, the provision of this valuable community facility is a sufficient material consideration to indicate that a decision otherwise than in accordance with the development plan can be made.

**Development Control Committee B – 10 May 2023**

**Application No. 22/02345/F : Inns Court Open Space Hartcliffe Way Bristol BS4 1XD**

This is an exciting project to secure a valuable community use for the benefit of residents of the city. It will provide a facility that will create a valuable resource for young people in the area. The proposal complies with Development Plan Policies related to community facilities.

It is recommended that this application be referred to the Secretary of State with a positive committee resolution.

## **Supporting Documents**

Inns Court Open Space Hartcliffe Way

1. Proposed Elevations
2. First Floor GA Plan
3. Ground Floor GA Plan
4. South Bristol Youth Zones Proposed Turning Head & Junction



NOTE:  
1. DO NOT SCALE FROM THIS DRAWING - USE FIGURED DIMENSIONS ONLY.  
2. TO BE READ IN CONJUNCTION WITH ALL OTHER CONSULTANTS' SPECIALISTS DRAWINGS. REPORT ANY DISCREPANCIES BEFORE AFFECTED WORK COMMENCES.  
3. ALL SETTING OUT DIMENSIONS TO BE CHECKED ON SITE BY CONTRACTOR BEFORE WORK COMMENCES.

Elevation Legend

Materials Key

1. Rainscreen cladding panel Colour ref: Orange
2. Rainscreen cladding panel Colour ref: Russet Red
3. Rainscreen cladding panel Colour ref: Yellow Ochre
4. Rainscreen cladding panel Colour ref: Goosewing Grey
5. Rainscreen cladding panel Colour ref: Black
- 5a. Rainscreen cladding panel Colour ref: Anthracite Grey
6. Kingspan KS1000PL (plank), Anthracite Grey
7. Rainscreen Metal feature panel- splayed Colour ref: Telemagenta
8. Aluminium doors and windows (and spandrels), Bronze RAL 8080
9. Blockleys Windermere Grey Brick with grey recessed mortar
10. Metal plant screen louvres Colour ref: Anthracite Grey
11. Metal Brise soleil Colour ref:
12. Light grey single ply covering to roof stair
13. Metal coping Colour ref: Anthracite Grey
14. Polycarbonate Roofdome Colour ref: White
15. Windcatchers Colour ref: White
16. Solar PV panels on Sports Hall Roof
17. Glazed Bridge Link to MUGA Pitch with mesh and lid
18. Black upvc rainwater pipe and hopper
19. MUGA pitch with 4m high green rebound fencing with mesh lid
20. White rendered blockwork to allow for future mural



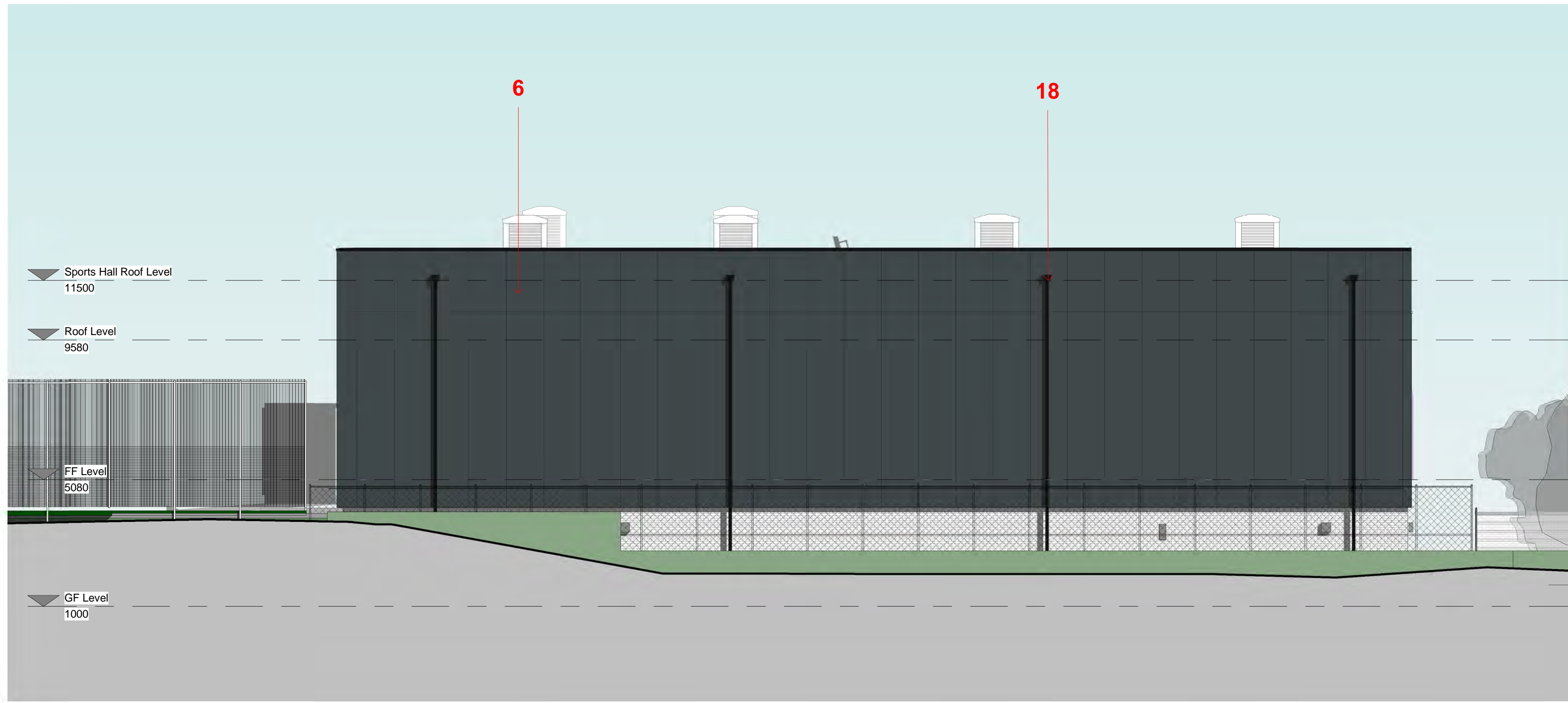
North Elevation  
1:100



South Elevation  
1:100



West Elevation  
1:100



East Elevation  
1:100

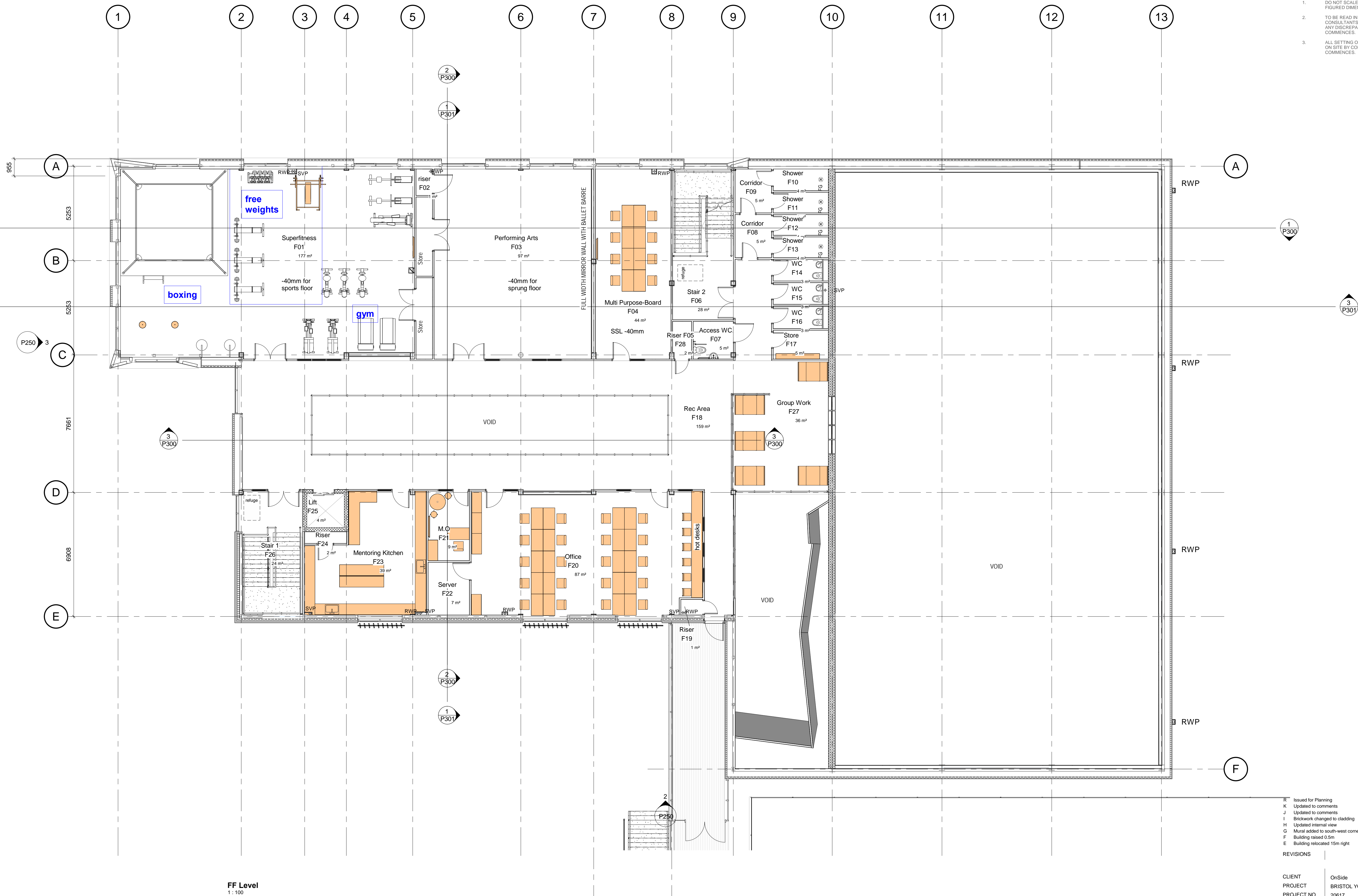
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R	Issued for Planning	22.04.22	LM	OS
K	Updated to comments	28.02.22	LM	OS
J	Updated to comments	07.02.22	LM	OS
I	Brickwork changed to cladding	03.02.22	LM	OS
G	Mural added to south-west corner	27.01.22	LM	OS
F	Building raised 0.5m	15.12.21	LM	OS
E	Building relocated 15m right	11.11.21	LM	OS
C	Updated following BRE/AM review meeting	06/08/21	LM	OS
B	Amended window proportions	27/08/21	LM	OS

CLIENT	OnSite
PROJECT	BRISTOL YOUTH ZONE
TITLE	PROPOSED ELEVATIONS
NUMBER	20617_P250
REVISION	R
STATUS	Preliminary
SCALE	As Indicated
DATE	11/06/21
DRAWN BY	TB
CHECKED BY	LM

seven.

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11 0163 709 807  
Gallerie 6, Dec Pictoria,  
CAERNARFON, LL55 1UG  
01208 685 253  
24 Greville Street,  
LONDON, EC1M 6SS  
1: 0203 036 0691





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  - ALL SETTING OUT DIMENSIONS TO BE CHECKED ON SITE BY CONTRACTOR BEFORE WORK COMMENCES.

R	Issued for Planning	22.04.22
K	Updated to comments	28.02.22
J	Updated to comments	07.02.22
I	Brickwork changed to cladding	03.02.22
H	Updated internal view	02.02.22
G	Mural added to south-west corner	27.01.22
F	Building raised 0.5m	15.12.21
E	Building relocated 15m right	7.11.21

REVISIONS DATE; DRAWN; CHECK

CLIENT	OnSide
PROJECT	BRISTOL YOUTH ZONE
PROJECT NO.	20617
TITLE	First Floor Plan
DWG NUMBER	-P252
REVISION	R
STATUS	Planning
SCALE	1 : 100 @ A1
DATE	09/13/21
DRAWN BY	SK
CHECKED BY	SG

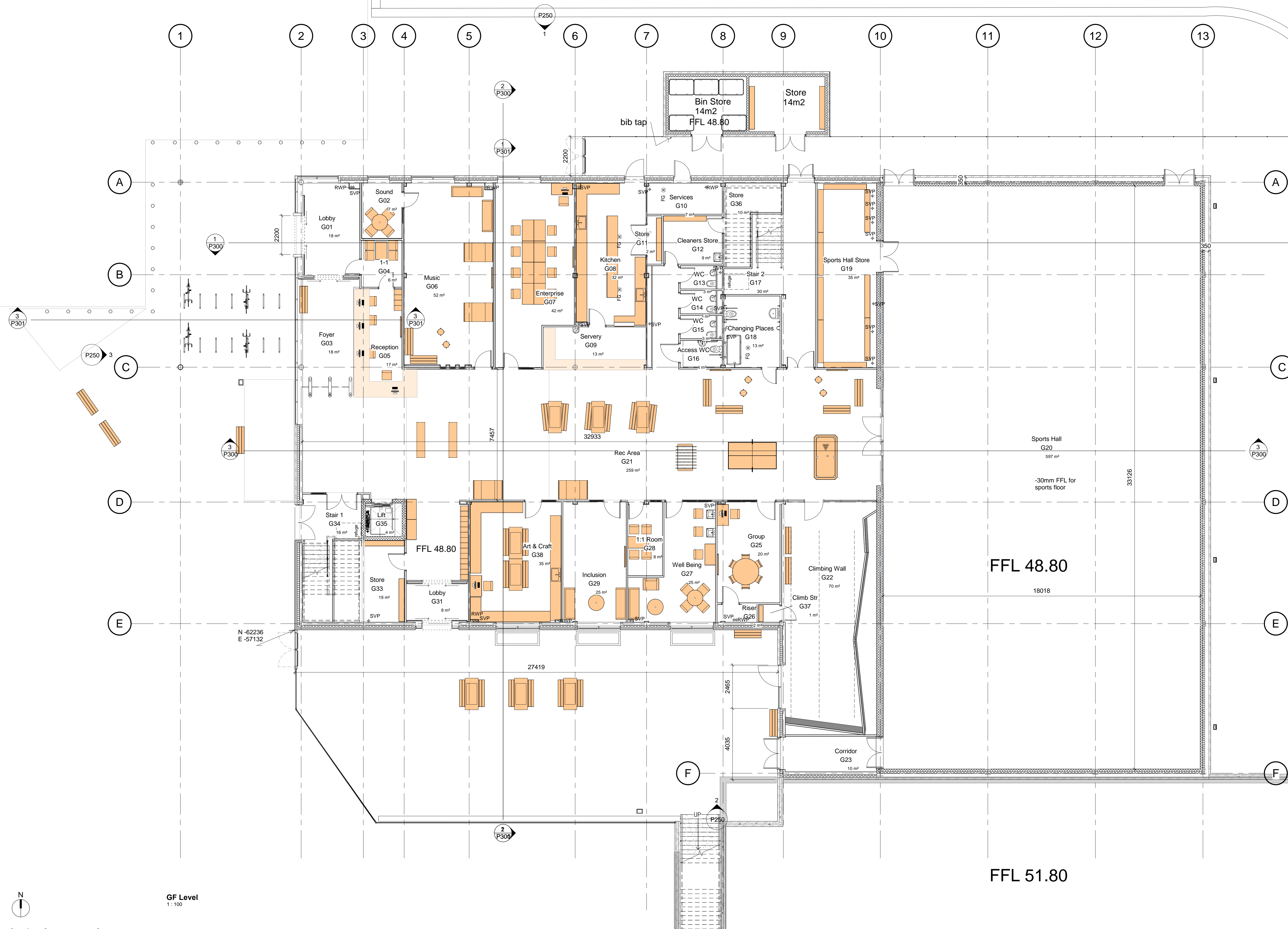
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Studios at :

Unit 1.3 Waulk Mill 51 Bengal St MANCHESTER M4 6LN t: 0161 236 5655	Clarendon House Victoria Avenue HARROGATE HG1 1DY t: 01423 709 807	Y Neuadd Lwyd Dolwyddelan CONWY LL25 0BJ t: 07772819425	24 Greville Street Clerkenwell LONDON EC1N 8SS t: 0203 036 0691
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- Notes:
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  - TO BE READ IN CONJUNCTION WITH ALL OTHER CONSULTANTS / SPECIALISTS DRAWINGS. REPORT ANY DISCREPANCIES BEFORE AFFECTED WORK COMMENCES.
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GF Level  
1:100

K	Issued for Planning	22.04.22		
K	Updated to comments	28.02.22		
J	Updated to comments	07.02.22		
F	Building raised 0.5m	15.12.21		
E	Building relocated 15m right	7.11.21		
D	updated to comments	2.11.21		
C	Updated following BREEAM review	08/09/21	LM	OS
B	Amended window proportions	27/08/21	LM	OS
REVISIONS		DATE; DRAWN; CHECK		
CLIENT	OnSide			
PROJECT	BRISTOL YOUTH ZONE			
PROJECT NO.	20617			
TITLE	Ground Floor Plan			
DWG NUMBER	-P253			
REVISION	R			
STATUS	Planning			
SCALE	1 : 100		@ A1	
DATE	09/13/21			
DRAWN BY	SK			
CHECKED BY	SG			

seven.

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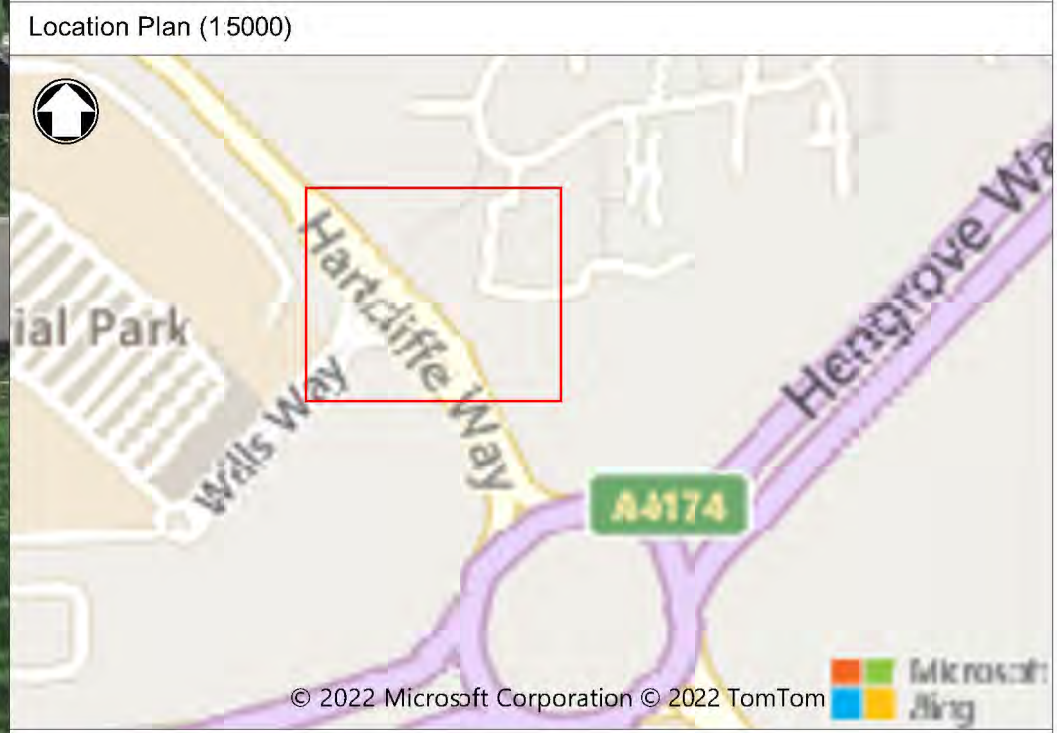




- Notes
1. This drawing is for outline design purposes only and should not be used for construction. Design may be subject to further change.
  2. All dimensions are in metres unless otherwise stated.
  3. Do not scale any items of information from this drawing.
  4. Drawing scaled at paper size A1.
  5. The existing junction will be expanded into a 4-way controlled junction. Traffic signals design and detailed layout to be developed during subsequent project stages.
  6. Vehicle tracking has been carried out using swept path analysis of vehicles representative of those expected to use the access arrangement shown.
  7. Signs and Traffic Signals to be developed in accordance with the Traffic Signs Regulations and General Directions 2016.
  8. Lighting and drainage designs to be developed during subsequent design stages.

Key to symbols

	Bitumen-based full depth carriageway construction
	Soft landscaping
	Shared use path
	Proposed earthworks (indicative extents)
	Youth zone main building
	Shared Youth Zone access (refer to OnSide design)
	External Youth Zone area (refer to OnSide design)
	Pedestrian guardrails
	Drop-off zone
	Rumble sets
	Traffic island
	Area of works to be designed and delivered by MotMcD and BCC



P02	13/03/23	OB	For planning: updated following Highways review	CK	AG
P01	14/03/22	TB	Outline design for planning	CK	JW
Rev	Date	Drawn	Description	Ch'kd	App'd

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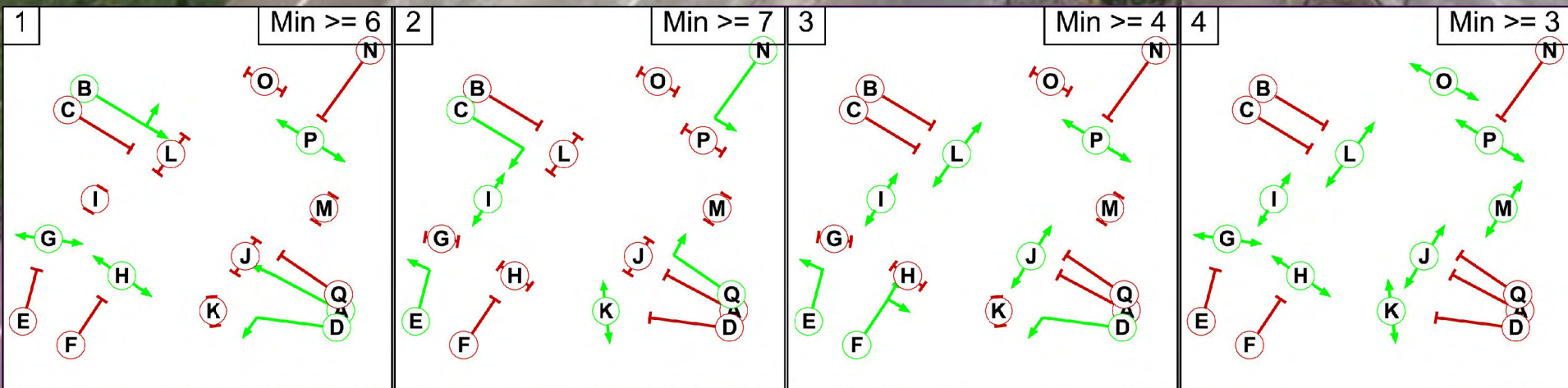
Client

**Bristol City Council**  
Council House  
College Green  
Bristol  
BS1 5TR

Title

**South Bristol Youth Zone  
Access Arrangements  
Proposed turning head and junction  
alterations  
General arrangement**

Designed	J Woodrow	JW	Eng check	C Kennedy	CK
Drawn	T Burden	TB	Coordination	C Kennedy	CK
Dwg check	C Kennedy	CK	Approved	J Weeks	JW
Scale at A1	Status	Rev	Security		
As Shown	PRE	P02	STD		
Drawing Number	104935-MMD-XX-00-DR-C-0001				



NTS

Typical Private Car

Overall Length	4.369m
Overall Width	1.802m
Overall Body Height	1.424m
Min Body Ground Clearance	0.265m
Track Width	1.802m
Lock to lock time	4.00s
Kerb to Kerb Turning Radius	5.400m

Bus (also envelops refuse vehicle and other delivery/service vehicles)

Overall Length	11.950m
Overall Width	2.550m
Overall Body Height	3.076m
Min Body Ground Clearance	0.473m
Track Width	2.550m
Lock to lock time	5.00s
Wall to Wall Turning Radius	10.771m

Access Arrangement

Scale 1:250

