

WARD: Hotwells & Harbourside

SITE ADDRESS: U Shed Canons Road Bristol BS1 5UH

APPLICATION NO: 22/00933/F Full Planning

DETERMINATION DEADLINE: 21 June 2023

Redevelopment of site involving the demolition of existing building to facilitate the erection of a four storey building comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E), cycle parking, servicing arrangements, public realm works and landscaping (Major).

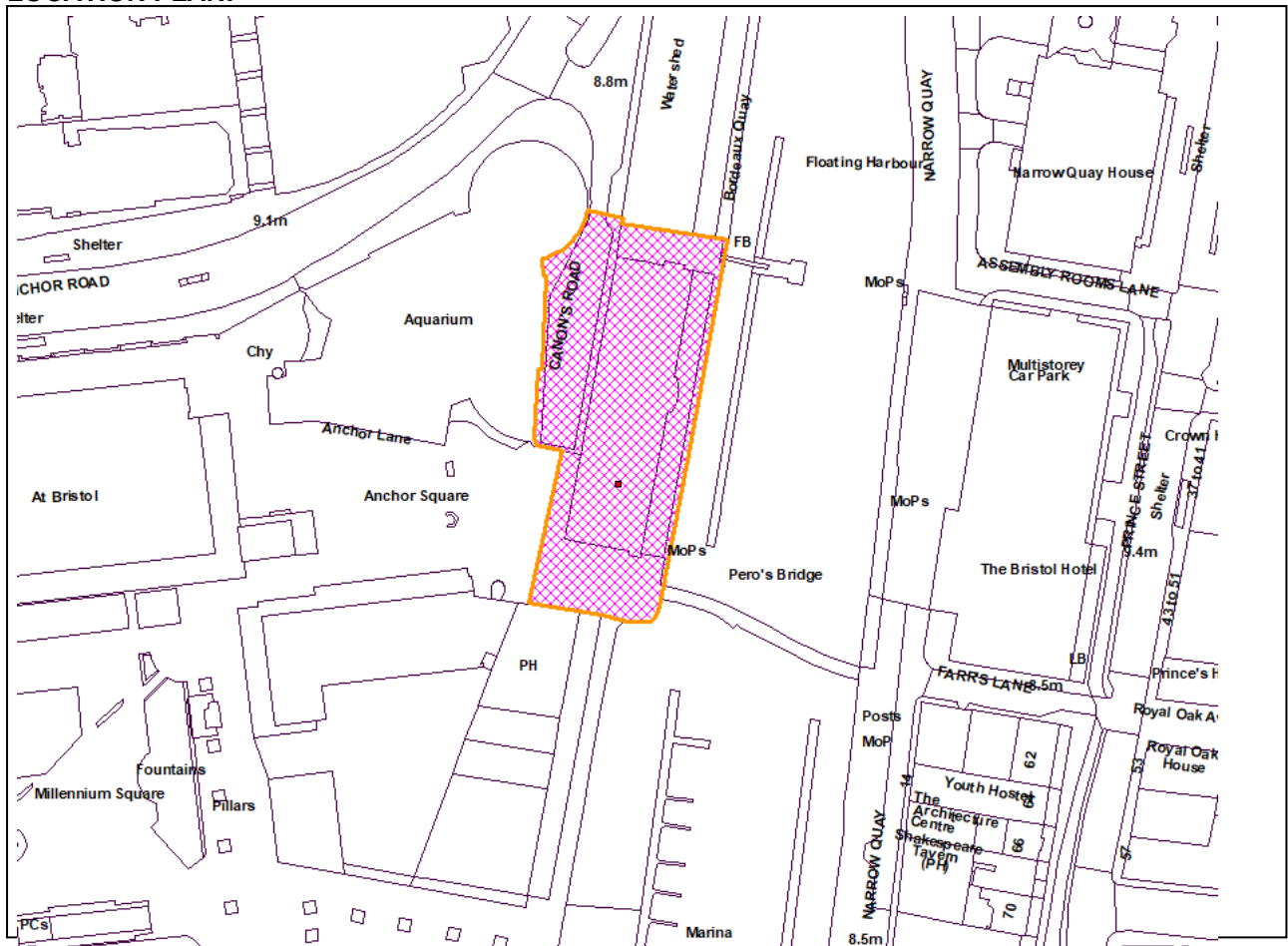
RECOMMENDATION: Refuse

AGENT: Avison Young
St Catherine's Court
Berkeley Place
Bristol
BS8 1BQ

APPLICANT: BEGG (Nominees) Limited
C/O Agent

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

LOCATION PLAN:



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SUMMARY

This is a full major planning application for the demolition of the existing building and construction of a four-storey building with plant room above comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E) and associated cycle parking, servicing arrangements, public realm works and landscaping. The application has not been referred to a Development Control Committee by a Ward Member, however it is considered given the level of public interest, the scale of the proposal, prominence of the site and nature of the relevant key issues that the consideration of the application by Committee would be appropriate.

The application is recommended for refusal on the grounds that the proposed development, by way of design, scale and massing would result in unacceptable harm to the City Docks Conservation Area, setting of the College Green and City and Queen Square Conservation Areas and setting of nearby Listed Buildings including the Grade I Listed Bristol Cathedral.

The proposed development would appear as a modern office block and sit discordantly within the Bordeaux Quay maritime building setting. It would be of an unacceptable, excessive height and would fail to respond to the special character of this part of the City Docks Conservation Area and would harm the setting of the adjacent City and Queen Square Conservation Area on the opposite side of the Floating Harbour.

It would dominate and therefore harm the setting of the adjacent Grade II Listed W Shed (Watershed Building) and would interrupt key views within the City Docks Conservation Area, views into the College Green Conservation Area and out of the City and Queen Square Conservation Area. It would harm or remove views of the Grade I Listed Cathedral and Grade II* Listed Cathedral School compound and views of the cascading topography from the south and east sides of the Floating Harbour.

The design and materiality would fail to respond to the setting of the area and would therefore fail to preserve or enhance the special character of the City Docks Conservation Area.

The public benefits offered are considered to be limited and fail to outweigh the harms identified.

SITE DESCRIPTION

The application relates to a building known as U-Shed on the west side of the Floating Harbour, immediately to the north-west of Pero's Bridge. The unit is currently occupied as two separate units, Za Za Bazaar restaurant and BSB The Waterside bar / restaurant. The site falls within a designated leisure frontage, as shown on the Central Area Plan proposals map.

The site is located in the City Docks Conservation Area, close to the boundaries with the City and Queen Square and College Green Conservation areas. The U Shed building is identified (with the adjoining W shed to the south) as a Character building in the City Docks Conservation Area Appraisal (2008). The Watershed buildings (E and W sheds) to the immediate north of the site are both Grade II listed and identified as Landmark buildings within the Conservation Area.

Other listed buildings in close proximity to the site are the 'We The Curious building' which is Grade II listed and the Grade II Listed Wildscreen Trust Limited building and attached chimney (former leadworks). The Grade I Listed Cathedral and Grade II Listed Wills Memorial Buildings are also set above the existing building in views across the Floating Harbour from the south. The site lies within Flood Zones 2 and 3. The building fronts onto (and overhangs) the pedestrian walkway identified

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as a Primary pedestrian route in the Central Area plan.

APPLICATION

Planning permission is sought from the demolition of the existing building and construction of a four-storey building with plant room above comprising offices at upper levels (Use Class E) with flexible active ground floor uses (retail, commercial, food and beverage, drinking establishment, hot food takeaway) (Sui Generis/Use Class E) and associated cycle parking, servicing arrangements, public realm works and landscaping.

Please refer to full plans, supporting documents and technical notes of file for full details.

RELEVANT PLANNING HISTORY

There is an extensive planning history relating to this site. The most relevant applications of which are:

20/05085/PREAPP: Change of use and extension of the U-Shed building from café/ bar/ restaurant use to Class E (office) alongside sui generis (restaurant/ café) uses at ground floor level. The proposals seek to retain retail/ leisure uses at ground floor level and to provide approx. 3,790m² of new office floorspace. CASE CLOSED 14.05.2021

11/02083/F: Conversion of nightclub (Use Class D2) at first floor level and bar/restaurant (Use Class A3) at ground floor level into one restaurant over two floors with bar at ground level, and associated external alterations. GRANTED on 29.02.2011.

96/01481/F: Refurbishment of V Shed and erection of new U Shed. APPROVED on 28.08.1996, DECISION NOTICE dated 26.11.1997.

93/01483/F: Conversion & refurbishment of buildings to facilitate the use as mixed retail, food & drink and leisure uses. GRANTED on 12.02.1997.

93/01409/L: Part demolition of U and V sheds. GRANTED on 6.10.1993.

PRE-APPLICATION COMMUNITY INVOLVEMENT

i. Process

The application was accompanied by a Statement of Community Involvement, which outlines the measures taken to engage with local communities prior to the submission of the application. The following measures were identified:

- The Bristol Neighbourhood Planning Network was consulted at the outset. The Ward councillor was briefed on site.
- Meetings were held with representatives of We The Curious and Watershed to discuss the public realm works and to brief them on the overarching proposals for the U-Shed
- The applicant held an online briefing for Bristol Civic Society (BCS) and Bristol Walking Alliance (BWA) (BCS had also responded in May 2021 as part of the pre-application planning advice process).
- City Centre Business Improvement District was briefed.
- A slot to present to Bristol Harbourside Forum was secured.
- The applicant ran a well-promoted online consultation. Media coverage promoted the proposal;

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981 A5 postcard invitations were posted to homes and businesses in the area; 13 feedback forms were received.

- The applicant states that most of the limited number of respondents support the proposals, though some questioned the demand for office space and two suggested the height should remain the same as Watershed. Public realm improvements were widely welcomed, but attention was drawn to the need to ensure conflict between pedestrians, cyclists and diners is avoided.

ii) Fundamental Outcomes

In response to the feedback, the applicant has:

- Repositioned the bike stands from the Harbourside to declutter this prime area of public realm. Six of the twelve bike stands have been relocated to the south of UShed, and six moved further west to Anchor Square.
- Repositioning all twelve to Anchor Square was discounted as it will be important to have some bike stands remaining within the public realm at a key active travel node near Pero's Bridge.
- In liaison with Watershed, the project team has sought to create an active frontage to Anchor Square to ensure this space is enhanced, with better natural surveillance;
- Reviewed the positioning of the Canon's Road bollards in response to consultation feedback, including from Avon and Somerset Crime Prevention Design Advisors.

It is understood that no direct consultation or communication with the existing occupier (Za Za Bazaar) has taken place and an objection from the Director of Operations has been submitted which includes reference to this.

RESPONSE TO PUBLICITY AND CONSULTATION

127 Neighbouring properties were consulted by letter. In addition, a site notice was posted and press advertisement published.

In total 443 of representations have been received, with 438 objections and 4 in support as of 10am on Monday 5th June 2023. Given the large number of objections being received on a daily basis at the time of writing this report, an updated figure will be provided on the Amendment sheet.

It is noted that a large number of objections include what appears to be standard text about 'loss of 200 jobs'. The applicant asked Officers to verify that these objections were legitimate and it does appear that they are from separate individuals and not one person with multiple email addresses. The applicant has indicated that this is as a result of information being shared with visitors to Za Za Bazaar, the occupant of the existing building.

The key reasons for objection are summarised as:

Design and Impact on heritage assets

- The height of the proposed building is too tall and blocks views within the City Docks Conservation Area.
- The height of the building is too tall in comparison to other dockside buildings and would seriously detract from the character of this side of the Floating Harbour.
- Loss of the visual and historic unity of the Bordeaux Quay waterfront.
- Blocking of views of the Cathedral.
- Loss of the gabled roof form mirroring that of V Shed.
- Loss of views and heritage would negatively impact Bristol as a tourist attraction destination
- The area should be kept for leisure use, offices should be nearer the train station.
- Road closures in the area make it harder for people to get to work in offices in this location

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Impact on the use and economy of the area

- The City Centre is dying and needs leisure outlets to keep it as a destination for residents and visitors
- The current building and occupant serves up to 15,000 customers every week from the local community and tourists from outside the city
- Plenty of existing vacant office space in Bristol already with more people working from home.
- Harbourside is a leisure destination and not a place for offices.
- Loss of 230 existing jobs and a successful business
- The loss of many evening jobs would negatively impact the student community who fill many of the jobs.
- The staff and visitors to the current business is far larger than the number of regular office workers that would be employed in the new development.
- Loss of a key and destination business (Za Za Bazaar) and a go-to venue for community and family events
- Loss of a much-loved restaurant with deep community ties
- Loss of existing use would have a detrimental effect on the area as a leisure destination and evening economy
- The offices would only provide footfall during the day. The current development provides a greater footfall during the day and also at night
- Impact on neighbouring businesses during construction
- The welfare of existing staff, employees and supply chain must be considered and socio-economic impacts if the existing business is forced to close.
- Development would benefit private investors at the cost of the city, social scene, tourism offer and employees at the existing building.
- With remote and hybrid working, the new office would be largely empty at the expense of a busy leisure destination.
- There is already a shortage of outdoor seating in the area on sunny/warm days. This would result in further loss of choice and outdoor seating areas.
- Za Za Bazaar has trained many chefs and managers that have gone on to open restaurants around Bristol. The loss of this business would negatively effect the food industry.

Sustainability and environmental concerns

- Harm to the environment by way of demolition of a safe, young building.
- Focus should be on refurbishing the many existing vacant office buildings rather than demolishing a young building in active, sustainable use.
- The Carbon cost of demolition and reconstruction needs to be considered and by this alone this proposal should be turned down.

Amenity Concerns

- Office use in this location would prejudice the large number of restaurants and bars in the leisure frontage and would be negatively impacted by noise and odour from the kitchens and plant machinery.
- Harm to the amenity of the area during construction and negative impact on the tourism offering and local businesses.

In total 4 representations have been made in support of the application. The key reasons for support are summarised as follows:

- The area is tired and needs public realm investment
- The area would bring more active frontage and greenery to Canon's Road
- U Shed is a tired building
- Additional footfall from office workers would be welcomed

Bristol Civic Society has objected to the proposal, commenting as follows:

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'Bristol Civic Society OBJECTS to this proposal. The proposed development is of excessive height in this sensitive Harbourside location, and its design is not of sufficient quality.

Harbourside is one of Bristol's most significant destinations. Residents and visitors alike are drawn by the compelling mix of maritime activities, heritage buildings, leisure facilities and iconic views. U-Shed occupies a central position. Although a relatively modern addition, the gritty nature of the existing building successfully links today's harbourside vibrancy with what was a working dockside. This is exemplified by the building's roofline with its echoes of the location's maritime past.

Bristol is a hilly city and the views out from the Dockside Conservation Area are a significant part of the conservation area's character and appearance. The proposed building's height inserts itself into the views from Narrow Quay and M-Shed, shrinking the topography to the detriment of the views and overall character of the conservation area. The height also adversely interrupts the cascade of buildings that is critical to the views enjoyed from these vantage points. This adverse impact is exacerbated by the proposed roof design. The proposed design bins the M-shaped gables that are a significant characteristic of the existing building and, instead, introduces a horizontal slab that is reflective of the disappointing Bristol Hotel and severs the link with the architecture of the adjoining Watershed. This adverse impact is not mitigated by the faux, fenestrated pitches inserted under the enormous expanse of flat roof.

Sadly, and irrespective of any urban design merits, the replacement building is "anywhere architecture" that does a disservice to its location. It is not the good design demanded by national planning policy and cuts across local design objectives.'

The Conservation Advisory Panel has objected to the proposal, commenting as follows:

'Although the building is relatively recent, its robust nature successfully refers to what was a working dockside. This includes the building's roofline with its references to the quay's maritime past.

The height of the proposed building blocks views out from the Dockside Conservation Area which are a significant part of the conservation area's character and appearance. The height would also adversely interrupt the topography of buildings that is critical to the character of the conservation area. The building would have an adverse impact on the setting of listed buildings including Grade I and II* buildings in the Cathedral precinct.

The vertical character of the upper storey would not relate to the low horizontal nature of the original transfer sheds which was repeated in the existing building. The demolition of a building constructed in the 1990s is contrary to Local Policy DM26.'

The City Centre Business Improvement District (BID) has written in support of the application, commenting as follows:

'The City Centre Business Improvement District (BID) fully supports this application. Harbourside is one of Bristol's most important and iconic destinations, there are many marvellous and successful attractions, restaurants and cafes as well as the open spaces and office based businesses.

We will always welcome positive investment in the area and the development at U-Shed and the associated public realm investment will make a significant improvement to an area that can feel unloved and unwelcoming. Opening up the building onto Canons Road will address this and is very much to be welcomed as will improve the feel of the area and build confidence in the safety of the area. Retaining the opportunity for restaurants and cafes on the ground floor will help to retain the

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lively and vibrant feel and keep the area animated and safe at all times.

The actual design and use of the proposed building is also beneficial as it brings further employment opportunities to the area and the additional storey sits well in the surrounding landscape of existing buildings.

The added employment within U-Shed will also contribute to the overall success of the area by increasing the numbers who would use local hospitality and leisure businesses providing a much-needed fillip to many small, independent businesses in the immediate vicinity.'

OTHER COMMENTS:

Historic England has commented as follows:

Initial Comments (12th May 2022):

'Significance of Designated Heritage Assets The proposals to increase the height of U-Shed are located within the former industrial Canon's Marsh area and Bristol Docks. The area retains some historic industrial buildings (some as designated heritage assets), including The Watershed and the eastern half of a railway goods shed for the Great Western Railway (now converted as We the Curious). This area is now thoroughly re-developed into a leisure and key visitor hub within the city centre. The success of the harbourside area is as a result of the focus of the city's cultural activities and attributed to the repurposing of historic buildings in a way that hasn't compromised the maritime industrial character of this part of the city. The area is rightly protected through Conservation Area designation.

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

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

The application proposed the redevelopment of site, involving the deconstruction/demolition of existing building to facilitate the erection of a four-storey building comprising offices at upper levels with flexible active ground floor uses.

Impact of the Proposed Development

The existing building was constructed in the 1990's and from the photo taken of the original building in the mid 1980's, it takes a steer from the former, low-slung building fronting Bordeaux Quay, albeit it with a series of parallel pitched roofs. The height of the replacement structure was deliberately restrained on account of the importance of key views of the Cathedral from the Floating Harbour

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and the overriding character traits of the Conservation Area.

The existing building appears to have an over-sized upper floor which prevents further subdivision by inserting mezzanines or a full intermediate floor. Therefore, the proposals seek to address the existing floor to ceiling heights and insert an additional storey for office accommodation. A series of options were tabled for pre-application discussions including previous iterations that appeared more assertive with a series of asymmetrical pitches. We advised that the discounted design options would counter the character and appearance of the Conservation Area and possibly compete visually with the primacy of the Cathedral tower which appears behind U-Shed from certain vantage points.

The submitted application is for a more linear approach to form with a set-back additional storey over a raised principal building with a change to the articulation of glazing of the upper floors. The retention of the deep fascia would help to emphasise the expressed concrete frame, which we consider to be a valid structural aesthetic.

This represents a change in the more horizontal proportions of the existing building and the original 1920's transit shed for that matter.

We previously advised on the pre-application proposals that the greater verticality given to the 'piano noble', by virtue of an increased eaves height and additional vertical divisions in the façade, would counter the existing and former ground-hugging character of the full elevation along the entire quayside, by virtue of the resulting step in the extended dockside elevation. This is a key and important characteristic of the full elevation along St Augustine's Reach, providing a strong and consistent roofline. While measured drawing were not submitted as part of the pre-application submission, it would appear that the principal eaves height of the proposed building is a little higher than that previously tabled for discussion. While we understand the rationale for the additional floor, we consider that the impact of the additional eaves height could be mitigated through a modest reduction.

The form of the upper storey appears more recessive than other previous options and does not draw undue attention against the rising historic city behind, particularly from closer views where it becomes less prominent due to its set-back position. The façade treatment of this upper storey has evolved since the pre-application submission to include an externally expressed truss frame. Other design developments since the previous iteration include geometric and more abstract metal faced panels with inspiration taken from the crane frame construction found on the south side of the Floating Harbour. This will provide a degree of context and solidity where this better responds to the post-industrial aesthetic of the Conservation Area.

Regarding the proposed concrete frame approach, we previously expressed a preference for a previous option that better articulated the column heads. However, this option has since been discounted and therefore the detailing of column and beam thresholds will need careful thought in terms of detailing to better emphasise the architectural form and function.

In summary, we do not consider that the proposals will result in a significant or harmful degree of change on views of the tower of the Cathedral from the south side of the Floating Harbour or more pertinently, the view from Narrow Quay (as this is more of a glimpsed view). However, the principal impact and harm will be on the character and appearance of the Conservation Area and setting of closer, Grade II assets, which we defer to your specialist conservation advice.

NPPF 206 requires Local planning 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. We advise that a reduction in the building height would help preserve the character and appearance of the Conservation Area.

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Planning Legislation & Policy Context

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 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.

Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)) including in particular The Setting of Heritage Assets (GPA3).

Heritage assets are an irreplaceable resource NPPF 189 and consequently in making your determination your authority will need to ensure you are satisfied you have sufficient information regarding the significance of the heritage assets affected, including any contribution made by their settings to understand the potential impact of the proposal on their significance NPPF 194, and so to inform your own assessment of whether there is conflict between any aspect of the proposal and those assets' significance and if so how that might be avoided or minimised NPPF 195.

The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. As heritage assets are irreplaceable, any harm (whether substantial or less than substantial) is to be given great weight, and any harm to, or loss of, the significance of a designated heritage asset (or site of equivalent significance) should require clear and convincing justification.

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 paragraphs 199, 200 and 206 of the 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 and 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.

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.'

Further comments received on 11th April 2023 in response to an email from the LPA Conservation Officer to Historic England:

'Impact of the Proposed Development

You have consulted us on some additional visual representations of the scheme, produced by your

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Conservation Architect, following identification of greater visual impact, particularly from views of the Cathedral from Narrow Quay.

We have reviewed this additional information against the advice given in our letter of 14th May 2023. We identified the view of the Cathedral from Narrow Quay, just south of Pero's Bridge, to be a glimpsed view (although certainly of significance, given its historic relationship with the Floating Harbour), with the more significant views experienced from the southern side of the Float Harbour. While the visual representation of the proposed development in your alternative representation of the view in the submitted TVIA indicates greater coalescence of the upper parts of the building with the silhouette of the Cathedral, we do not believe this alters our previous view. However, in our advice, we identified harm to the character and appearance of the Conservation Area, by virtue of the height and massing of the replacement building countering the low-slung character and appearance of the run of buildings fronting Narrow Quay. We therefore advised that this should be adjusted accordingly to minimise or omit the harm completely. In doing so, the impact of the proposed development on this view of the Cathedral will be reduced and minimised. We therefore maintain our view that a reduction in height should be sought before the application is determined.

Planning Legislation & Policy Context

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 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.

Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)).

The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. As heritage assets are irreplaceable, any harm (whether substantial or less than substantial) is to be given great weight, and any harm to, or loss of, the significance of a designated heritage asset (or site of equivalent significance) should require clear and convincing justification.

Position

Our previous advice and concerns remain valid, given the additional information provided. We believe that both impacts of the scheme on the setting of the Cathedral and the character and appearance of the Conservation Area can be reduced in the building height is lowered.

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 paragraphs 199, 200 and 206 of the 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

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buildings or their setting or any features of special architectural or historic interest which they possess and 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.

Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice. If there are any material changes to the proposals, or you would like further advice, please contact us.'

A final additional comment from Historic England was received via email following a request for clarification from the applicant. This was sent to the applicant and Officer on 16th May 2023:

'Thank you for your email and I fully appreciate that there could be considered some ambiguity in our advice to BCC, for which I am happy to clarify. Since the submission of pre-application schemes, we have identified that the key view from Narrow Quay only affords only a glimpse of the Cathedral, as while this is intrinsically important to the character and appearance of the conservation area, we have been consistent in advising that proposals would not result in a significant or harmful impact on this view. It could be argued that the glimpsed view also provides waymarking for pedestrians moving through this part of the city, which is important in heritage terms. However, it is the character and appearance of the conservation area that we have identified as being the primary impact.

The concluding comment in our most recent letter to BCC (April 2023) relating to the potential benefits if the building height were to be adjusted, we identified that this would also reduce the impact on the view of the Cathedral from this particular viewpoint. We would confirm that we are not raising a concern to the proposals in terms of harm caused to the Cathedral as a single asset, but rather to the character and appearance of the Conservation Area and the way in which the legibility of the Cathedral contributes to this character. '

The Conservation Officer has provided full illustrated comments which are provided on file and in supporting documentation. These comments should be read in full in conjunction with this report. The applicant has responded to these comments in a technical report uploaded to the case file on 24th May 2023.

The summary of the comments is set out as follows:

'The proposals pose harm to the architectural and historic character of Listed buildings through a negative impact on their settings, and would fail to preserve or enhance the special character of the Conservation Area. This harm is less than substantial under the definitions of the National Planning Policy Framework (NPPF), but due to its sensitive location and strength of existing character, harm would be towards the higher end of a sliding scale. It remains we are required to place "great weight" in the conservation of those assets and their significance. Proposals are considered to lack the required level of clear and convincing justification for the harm posed or attract a degree of tangible public benefits that would outweigh permanent harm to the historic environment.

We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26, and DM31.'

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The Urban Design Team has commented as follows:

Urban Context

The site forms a part of prominent, and sensitive set of buildings along the western edge of Bordeaux Quay. The collection of buildings and the harbour forms highly valued cultural and heritage assets. It is a defining feature of the city's townscape and forms the heart of historic and cultural identity of the city.

The set of buildings is characterised by low slung transit sheds. The uniform height of the buildings, industrial design character with simple structural and roof form are its key defining.

The existing building is identified as a character building in the City Docks Conservation Area Appraisal. It was built in 1990s as a replacement of the older transit shed which was found to be structurally unsound. The design of the existing building reflects the character of the original transit shed however its height, scale and massing has been increased to provide more generous floor height with services and plant equipment enclosed in the roof form.

Proposal

The proposal seeks to demolish the existing building and erect a building of larger scale to accommodate additional usable floorspace. Further, the proposal seeks to change the uses and access arrangement for the building. The proposal puts forward a package of public realm improvements to enhance the context of development.

Questioning Demolition

The urban design team questions the demolition of the existing building. Loss of character building within conservation area should be resisted. Further, the building is less than 30 years old and is structurally sound. It can be refurbished to accommodate change of use and internal reconfiguration. The generous first floor offers opportunity to introduce mezzanine level and provide more floor space. The demolition of existing building will result in loss of embodied carbon in its fabric. It cannot be supported especially considering its character-building status, the age of the building, its sound state, flexibility for reconfiguration and the state of climate emergency declared by Bristol City Council. Applicants are recommended to consider options for refurbishment and reuse of the existing building.

Assessment of Harm

The proposal presents building of additional height, scale and massing. It will diverge from the uniform low-slung scale of transit sheds along the harbour. Further, it will have adverse impact on and obstruct the views of significant buildings like Bristol Cathedral from the harbourside. It will appear as an unsympathetic addition to the well-formed built environment and will not be in keeping with the highly valued composition of cultural and heritage assets by virtue of disrupting the uniform low-slung development along the Quay and masking the cascade of buildings in the backdrop.

The proposed building will harm the character and settings of a number of heritage assets (conservation area, listed buildings and buildings of merit). The level of harm is less than substantial however, high degree of harm is caused. There is no justification for this harm to be necessary or unavoidable and the benefits from the proposal do not outweigh the harm.

Public Realm

The benefits in terms of public realm improvements are noted. The office entrance facing Anchor Square will offer improved activity and frontage to the space.

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The improvement to the paving materials and public realm enhancements are welcome. However, these improvements are of limited significance as the current landscape is of reasonable quality.

Some aspects of proposed reconfiguration and soft landscaping along Canon's Rd is uncertain due to functional requirements and underground services.

Along similar lines strategic tree planting along the south of U-Shed and the relocation of legible city signage are questionable from design perspective and may be difficult to deliver.

Reduction in height of colonnade space along the harbourside will more constrained environment and have a negative impact of user's experience.

Overall, the benefits and harm caused by the proposed public realm measures is considered to present a moderate positive impact.

Use

The Conservation Area Appraisal shows the site to be within cluster of Culture-Leisure uses. The proposal seeks to retain public facing food and drink use on the ground floor but changes the upper floor to office use. The change will dilute the leisure and culture focused offer in the area and offer reduced activity, especially outside office hours. The change of use is also likely to reduce the floor space that will be accessible to public along the prime leisure frontage.

TVIA Assessment

It should be noted that clarification on additional views was provided to the applicants on special request and the current TVIA assessment does not include all the views that need to be assessed.

The proposed scheme presents detrimental impact on the design and character of the area as noted above. The views from the opposite side of the quay which present the proposed scheme as part of low-slung transit sheds addressing the harbour, along with cathedral and other notable historic building rising in backdrop are of primary importance.

Architecture

The proposal presents modular bay structure which is reminiscent of the industrial character. The proposed design shows strong vertical character and does not reflect the dominance of horizontal proportions of transit sheds.

The design opts to remove the bracket detailing at junction of column omitting part of the local character. The addition of the metal lattice structure and triangular cladding system offers some visual interest. The design misses a key opportunity to express the structural frame and opts to insert derived references within the bays. Overall, the design approach is less successful in reflecting the local character and should be amended to include the obvious features of the transit shed proportions and construction.

The materials and details of the proposal are not fully clear. These however can be reasonably requested through planning condition. Pre-commencement conditions are recommended considering the sensitivity of the site.

Summary and Recommendations

Overall, there is no clear or sufficient justification for the harm caused to the designated heritage assets. The benefits presented by the proposed development fail to mitigate the harm caused by

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increase scale and massing. The proposal fails to preserve or enhance the character and settings of the designated heritage assets and cannot be supported.

The Urban Design Team objects to the current proposal. The applicants are recommended to consider option for refurbishment and reuse of existing building.'

The Sustainable Cities Team has commented as follows:

Initial Comments (June 2022):

'Demolition proposals

Though some strong sustainability proposals have been brought forward, we are concerned about the carbon impacts of demolishing a large building that was only built 30 years ago.

Bristol has declared a Climate Emergency and has a target of becoming carbon neutral by 2030, Local Plan policy BCS15 aims to drive sustainable design and construction, and draft Core Strategy Policy CCS4 is designed to encourage resource efficient and low impact construction. The impact of demolishing a building that is only halfway through its expected design life is difficult to reconcile with these policies and objectives.

According to the current submission, the feasibility of re-use or recycling of the steel frame is being investigated and a full embodied carbon analysis is being undertaken to assess material selection.

Though not required by policy, to provide a clear and full understanding of the proposals we recommend that a whole life carbon assessment is undertaken of the current proposals vs retaining and upgrading the existing building, and we encourage further investigation into the retention of more of the existing building, over and above the reuse of steels that is currently being investigated.

Development proposals

Notwithstanding the above comments, based on the current submission there are some areas where policy requirements are not being met or information has been not provided. As such we request that a revised energy strategy is submitted that addresses the issues detailed below.

The proposals represent a high standard of energy efficiency, with a strong 'fabric first' approach and U-Values aligned to current industry best practice.

Connection to the heat network is proposed for the office floors, with air source heat pumps proposed for heating and cooling to the commercial units. In line with the heat hierarchy the full heating load for the building, including the commercial units, should be connected to the heat network. Has the use of chillers to provide cooling on the ground floor been considered? As well as prioritising the heat network, which is a key BCC policy objective, this would potentially result in lower embodied carbon when compared to implementing both heat pump and heat network systems.

Extensive PV alongside the heat pumps will exceed the requirement for 20% carbon emissions saving through renewable energy. However, if heat pumps are removed this may need reassessment.

BREEAM Excellent is targeted for the offices and BREEAM Very Good for the commercial units. As Excellent is a longstanding policy requirement, and is within reach for the commercial units, we recommend this is still to be targeted and required via condition.

According to the energy statement, dynamic thermal modelling has been undertaken and shows compliance to overheating targets, however the assessment has not been provided. In order to

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assess compliance with BCS13, the overheating assessment should be provided prior to planning decision. This should cover the lifetime of the development (taken to be 60 years) and therefore requiring weather files for 2050 and 2080 medium emissions scenarios to be assessed.

Though green infrastructure proposed is very limited as a result of the constrained site and location, it is evident that positive outcomes for biodiversity and ecology are being pursued within the design proposals.'

Additional comments (December 2022):

'Further to comments provided in June and the request for a whole life carbon assessment to be undertaken, the applicant has responded that they "do not consider this is necessary, on the basis that it is accepted that any such assessment will undoubtedly demonstrate that upgrading the existing building would generate less carbon in comparison to the proposed development."

We note that the applicant is exploring opportunities to reuse elements of the existing structure. However, the submission states that including an additional storey or mezzanine within the existing structure is very challenging.

Though BCC does not currently have an adopted policy in relation to whole life carbon emissions, local Plan policy BCS13 requires development to mitigate climate change and reduce carbon dioxide emissions, BCS15 aims to drive sustainable design and construction, and draft local plan policy (currently out for consultation) states that development should prioritise the renovation or retrofit of existing structures. Bristol has declared a Climate Emergency and has a target of becoming carbon neutral by 2030.

In light of all the above, it remains difficult to justify the increased carbon emissions related to demolition of a building that is only halfway through its expected design life. Particularly as this challenge appears to be a result of design choices rather than driven by quality or condition of the existing structure.'

Final comments (April 2023):

'From the detail provided in the thermal comfort assessment it is not possible to determine whether the building meets policy BCS13, (particularly with reference to adaptation to future higher temperatures) which requires that:

"Development should mitigate climate change through measures including:

- High standards of energy efficiency including optimal levels of thermal insulation, passive ventilation and cooling, passive solar design
- Development should adapt to climate change through measures including:
- Site layouts and approaches to design and construction which provide resilience to climate change
- Avoiding responses to climate impacts which lead to increases in energy use and carbon dioxide emissions.

These measures should be integrated into the design of new development"

The applicant should also note the extract below from the draft local plan policy NZC2, which has been consulted on (Nov 2022) and as such now holds some weight in decision making, as well as representing a best practice approach to minimising cooling energy demand.

"Development should seek to eliminate the need for cooling systems throughout the lifecycle of the development and, where cooling systems are required, minimise their capacity and energy consumption in accordance with the following steps:

Minimise the amount of heat entering buildings during warmer months through orientation, form,

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shading, surface finish, glazing design and insulation; then
Minimise internal heat generation through energy efficient design and specification; then
Maximise the use of passive ventilation to manage internal temperatures; and then
Having minimised the need for cooling, meet any residual requirement through energy efficient
mechanical ventilation and active cooling systems

There are currently approaches to the design proposed which are likely to be contrary to policy BCS13 - largely the proposed glazing extents, which are significant and unshaded.

It has not been demonstrated that the passive solar design has been optimised to reduce energy demands whilst adapting to future climate change.

Large extents of glazing will increase solar heat gain, both during cooler months, when this will be beneficial, but also during warmer weather when this will increase cooling demand.

The passive design statement provided suggests that the large glazing extents reduce need for artificial lighting, however below desk height the glazing offers very little benefit from a daylight perspective. There will be some winter solar heat gain through the glazing below desk height but this will also increase heat loss due to the poor u-value of glazing compared to an insulated wall panel. Our main concern is that the large extents of glazing will be unnecessarily increasing solar heat gain during months when it will increase overheating risk and cooling demand, and that overall the energy demand will be increased as a result of this. The extent of glazing and lack of shading means that the glazing requires a low g-value, which also reduces beneficial solar gain in the winter and reduces light transmissions so limits the daylighting benefits.

The high levels of glazing also means the design does not include "optimal levels of thermal insulation" with the Passive Design Report showing that the average building u-value is 13% higher than the notional building and the heating energy use is 60% higher than the notional building.

Action for applicant

To demonstrate that policy BCS13 has been met the applicant should provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios.

To do this, I'd suggest that the building is assessed using a dynamic thermal simulation model against current and future weather files - DSY1 2020, 2050 and 2080 - 50th percentile medium emissions scenario.

The applicant should report on the cooling capacity required to maintain comfort based on the operative temperatures in Appendix D, annual sensible cooling demand for the office spaces, and a breakdown of the heat gains (e.g. solar gain, internal gains etc.) in the office perimeter zones at the times of peak cooling load (as W/m² and a percentage of total) for each climate scenario - 2020, 2050 and 2080.

The applicant should then test differing glazing extent and/or external shading scenarios and g-values with the aim of identifying the optimal solution. We'd suggest that a glazing ratio in line with the LETI Climate Emergency Design Guide is tested (i.e. 25-40%) alongside other scenarios (e.g. replacing glazing below desk height with a well-insulated panel/wall). Full specifications for each scenario tested should be provided so that these can be adequately reviewed.

If the current proposal is not found to be optimal in terms of energy demand and adaptation to future climate, a revised design that complies with BCS13 will be required/ full justification will be required in order that the council can take a view as to whether this is acceptable on planning balance.'

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The Pollution Control Officer has commented as follows:

'I have looked at the above application, including the Ventilation & Extraction Statement and have no objection to the development.

In line with the recommendations made in the Ventilation & Extraction Statement and conditions on the previous, 11/02083/F, consent I would ask that the conditions below be included on any approval.

1. Construction Management Plan

No development shall take place until a site specific Construction Management Plan has been submitted to and approved in writing by the Council. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting.

Advice

The Construction Environmental Management Plan should also include but is not limited to reference to the following:

- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and at no time on Sundays and Bank Holidays.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants .
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Procedures for maintaining good public relations including complaint management, public consultation and liaison.

2. Noise from plant and equipment

No commencement of use shall take place until an assessment to show that the rating level of any plant & equipment, as part of this development, will be at least 5 dB below the background level has been submitted to and been approved in writing by the Local Planning Authority.

The assessment must be carried out by a suitably qualified acoustic consultant/engineer and be in accordance with BS 4142:2014+A1:2019 Methods for rating and assessing industrial and commercial sound.

Reason: In order to safeguard the amenities of adjoining residential occupiers. The details are needed prior to the start of work so that any mitigating measures can be incorporated into the build.

3. Details of Kitchen Extraction/Ventilation System

No equipment for the extraction and dispersal of cooking smells/fumes shall be installed until details including method of construction, odour control measures, noise levels, appearance and ongoing maintenance have been submitted to and been approved in writing by the Local Planning Authority. The approved scheme shall be installed before the installation of any such equipment and thereafter shall be permanently retained.

Post commencement

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4. Noise from plant & equipment affecting residential

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level as determined by BS 4142:2014+A1:2019 Methods for rating and assessing industrial and commercial sound.

5. Use of Refuse and recycling facilities

Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles shall only take place between 07.00 and 20.00 Monday to Saturday and not at all on Sundays or Bank Holidays.'

The Transport Development Management Officer has provided final comments as follows:

'Principle

The application is for the change of use and extension of U-Shed to provide retail/leisure uses on the ground floor and offices above. A pre-application (20/05085/PREAPP) was submitted in 2021, which Transport Development Management (TDM) commented on. Four previous sets of comments have been submitted and a meeting was held with the applicants Planning Agent, Transport Consultant and Architect on the 1st of December 2022. Subject to conditions TDM considers the proposals acceptable on highway safety grounds.

Highway Network

The site is located on Canons Road which connects to Anchor Road (A4), via a priority junction and is in the Central Parking Zone. It is not part of the adopted highway. Whilst there are double yellow lines on both sides of the carriageway as well as on-street blue badge parking, a loading bay and a taxi stand for three taxis which operates from midnight to 5am, this is managed alongside an enforcement company by We The Curious. The area is well served by public transport, with bus stops on Anchor Road, College Green, St Augustine's Parade and Broad Quay. Anchor Road forms part of the Portway cycle route and Broad Quay is the starting point of Festival Way. The walkway in front of the site is a primary pedestrian route. To date there have been two recorded accidents within the immediate vicinity of the site. The first occurred on the 11th of February 2017 at 10.58pm. It involved a collision between a car that was undertaking a turning movement from the major road and a pedestrian, who sustained a slight injury. The second occurred on the 5th of May 2018 at 2.20am. It also involved a collision between a car and a pedestrian who sustained a serious injury.

Transport Statement

In support of the application a Transport Statement has been submitted which comprises the following seven sections: Introduction, Policy Context, Existing Conditions, Development Proposals, Future Travel Demand, Summary and Conclusions. The following sections consist of a breakdown of some of the key sections with the development proposals set out within the subsequent sections of these comments.

Existing Conditions

The Transport Statement sets out that the site is in a highly sustainable location with good pedestrian, cycle, and public transport links. All the cities key cycle routes can be accessed via the City Centre including Route Four of the National Cycle Network (NCN) which runs in a west/east alignment and Route Three which follows the northern bank of the River Avon. There are bus stops on Anchor Road, Princes Street, Broad Quay, Colston Avenue and St Augustine's Parade which are served by the X1, X2, X3, X3a, X4, X5, X6, X7, X8, X9, M1, M2, U2, 1, 2, 2a, 3, 4, 8, 72, Falcon and Portway Park & Ride. Within a short walk/cycle ride of the site is Temple Meads Station which

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is on the Great Western Mainline offering services to London and South Wales, as well as to the Midlands and beyond. TDM concurs with this analysis.

Recorded Accidents

To determine the number of recorded accidents that have taken place for key junctions and the highway network surrounding the site, accident data obtained from Crashmap for a five-year period from the 1st of January 2016 to the 31st of December 2020 has been consulted. This confirmed that during this period 14 collisions took place of which 12 resulted in slight injuries being sustained and two resulted in serious injuries. 11 of the recorded accidents took place in 2016 and 2017, with the remaining three in 2018 and 2019 within the vicinity of the Canons Road/Anchor Road (A4) and Anchor Road/College Green junctions. There is nothing to suggest that there is anything fundamentally wrong with the design/layout of the surrounding highway network.

Future Travel Demand

To determine the likely number of two-way trip rates for both the existing and proposed land uses, TRICS data has been consulted (an industry standard database of trip rates used to quantify the numbers of trips associated with new developments). Rather than show the overall number of two-way trips the site will generate, it has been broken down to provide a comparison between the extant and proposed retail, commercial, food and beverage, drinking establishment, hot food takeaway usages with a separate figure for the offices. When comparing the extant to the proposed uses, the mixed uses would generate 109 two-way trips during the AM peak and 205 during the PM peak. Utilising Travelwest's Travel to Work Survey undertaken in March 2020 multi-mode trip rates have been produced. These indicate that 61% of all two-way trips will be by walking, cycling, and using public transport with just 27% by car, equating to 29 two-way vehicle trips during the AM peak and 32 during the PM peak. These trips are likely to be distributed to the adjacent car parks. TDM considers this assessment to be acceptable and concludes that the proposals will not have a detrimental impact on the surrounding highway network.

Travel Plan

The Framework Travel Plan that was submitted has been reviewed by the Council's Travel Plan Coordinator. To avoid unnecessary work TDM is willing to accept it in its current form. A total Travel Plan Management and Audit Fee is £9,678 required. This would need to be collected via a Unilateral Undertaking or Section 106 Agreement if other non-highway contributions are required.

Public Transport

TDM welcomes the applicant's commitment of £15,000 towards installing a concrete pad on College Green and a further £13,000 towards the replacement of the landing stage at the Amphitheatre with a composite structure and new wayfinding signage. This makes a total contribution of £28,000.

Contributions

To implement the required highway works, promote public transport use and encourage a modal shift, the following contributions are sought. These must be collected prior to commencement via a Unilateral Undertaking or a Section 106 Agreement, to enable the works to be implemented prior to completion.

Footway / Public Realm / Access to Anchor Square / Highway Works

As a result of the increased footfall generated by the development TDM welcomes the increased width of the footway. TDM understands that the Watershed has plans to redevelop their site and

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that increasing the width of the footway to the rear of their site, would not be appropriate at this time. TDM welcomes the provision of a dropped kerb to serve the proposed bin store. TDM had assumed that the doors were fire doors, in which case their opening outwards whilst not ideal, is acceptable. Bollards would not be welcome in this location as they would restrict usable space for pedestrians. Such facilities must be provided within the applicant's own space, not that of the adopted highway. Whilst the principle of street trees is understood and welcomed, it is still unclear if they can be provided due to existing utilities. TDM is willing to condition their installation subject to the applicant demonstrating that this is feasible through the provision of a cross-section, evidence from statutory undertakers that they are willing either for the utilities to be moved or that they can be built over and a lighting design that demonstrates that lighting columns can be installed which will not be hindered by the trees.

Outdoor seating would not be permitted within the alleyway between the site and Mackenzies Café Bar as during last summer there was seating on the Mackenzies side. Seating on both sides would restrict pedestrian movement. In respect of access to Anchor Square, TDM has been advised by the Council's Civil Protection Manager that the existing droppable bollards which provide emergency access from Canons Road into Temple Square must be replaced with hostile vehicle mitigation (HVM). The applicant has agreed to do this, which can be secured by condition. Currently whilst the Council maintains Canons Road, it is not part of the adopted highway. Due to the scope of work required it is essential that it is overseen by one of TDM's engineers to ensure that if the application were to be approved, the highway works conform to the Council's engineering standards. Whilst it is not possible for a Section 278 Agreement to be signed, the works can be conditioned. The applicant would be required to pay TDM's fees. TDM does not consider the proposed redesign of the area in front of Anchor Square necessary and would hinder the free movement of pedestrians/cyclists compared to what is currently in place.

Structures

Due to the site's location adjacent to the harbour walls, Approval in Principle (AiP) will be required. As the harbour walls are grade II listed, a Construction Management Plan for Major Developments will be required to ensure that they are suitably protected.

Car Parking / Cycle Parking

The development will be car free, although there are some on-street blue badge bays and two multi-storey car parks within walking distance of the site. TDM welcomes the provision of the cycle store for staff/visitors to the proposed offices. Storage must also be provided for the ground floor commercial units which will be delivered as part of any future fit out. This can be secured by condition.

Waste

TDM welcomes the commitment by the applicant to provide a single waste contractor.

Recommendations

Subject to removing the proposed redesign of the area in front of Anchor Square and the bollards either side of the fire door (with an amended general arrangement plan submitted) TDM considers the proposals acceptable on highway safety grounds.'

The Contaminated Land Officer has commented as follows:

'The planning application has been reviewed in relation to land contamination.

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The applicants are referred to the following

- o Bristol Core Strategy - BCS23 Pollution
- o Local Plan - DM34 Contaminated Land
- o National Planning Policy Framework (2021) Paragraphs 120, 174, 183, 184, 188
- o Planning Practice Guidance Note <https://www.gov.uk/guidance/land-affected-by-contamination>
- o <https://www.bristol.gov.uk/planning-and-building-regulations-for-business/land-contamination-for-developers>

The proposed development is sensitive to contamination and is situated on or adjacent to land which has been subject to land uses which could be a potential source of contamination. The only information we hold on this specific site is a very site investigation from 1997 and have no record of any remediation works that took place on the site. Obviously in the past 25 years our understanding of contaminated land and laboratory methods have improved considerably. As aforementioned in previous comments we would expect as a minimum as desk study to have been providing evidence that the site is suitable for the proposed use. Due to issues with our initial comments not being provided to the agents at the time this information has not been forthcoming therefore in this instance we will recommend planning conditions to be applied in the event planning permission is granted.

1. Site Characterisation

Following demolition, no construction shall take place until an intrusive investigation and risk assessment, in addition to any assessment provided with the planning application, has been completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme should be submitted to and be approved in writing by the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. This must be conducted in accordance with the Environment Agency's 'Land Contamination: risk management' and BS 10175:2011 + A2:2017: Investigation of Potentially Contaminated Sites - Code of Practice.

2. Submission of Remediation Scheme

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

3. Implementation of Approved Remediation Scheme

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

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

4. Reporting of Unexpected Contamination

In the event that contamination is found at any time that had not previously been identified when carrying out the approved development, it must be reported immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the

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Environment Agency's 'Land Contamination: risk management' guidance and BS 10175:2011 + A2:2017: Investigation of Potentially Contaminated Sites - Code of Practice. Where remediation is necessary a remediation scheme must be prepared which ensures the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Reason (for all conditions): To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This is in line with paragraph 170 of the National Planning Policy Framework.

The application site is situated in an area where bombing took place during World War Two. As a consequence the applicants must ensure a suitable risk assessment is undertaken prior to any investigation and construction works.

Unexploded Ordnance:

Prior to commencement of development a detailed unexploded ordnance survey shall be carried out at the site to establish whether there is any unexploded ordnance, the details of which shall include any necessary mitigation measures and shall be submitted to the local planning authority for approval. The development shall be undertaken in full accordance with any approved mitigation measures.

Reason: To ensure that development can take place without unacceptable risk to workers and neighbours including any unacceptable major disruption to the wider public on and off site that may arise as a result of evacuation/s associated with the mitigation of UXO

Formal Advice: Radon

The site falls within a radon referral area, the applicant is advised to undertake a radon risk assessment to establish if radon protection measures are required as part of the development. Please note the 1km grid square maps were updated in Autumn 2022 which has seen more areas of Bristol placed in higher risk categories. An initial risk assessment can be undertaken by visiting <http://www.ukradon.org/> or contacting UK Radon on 01235 822622

The Nature Conservation Officer has commented as follows:

'The application site does not form part of any Bristol Wildlife Network sites. However, it is directly adjacent to the Floating Harbour Wildlife Corridor. It also lies within a SSSI Risk Impact Zone, but there is no requirement to consult with Natural England for small (< 1 ha) non-residential development within existing urban settings.

Having reviewed the Preliminary Ecological Appraisal (The Landmark Practice, January 2022), together with associated plans and supporting documents, I see no apparent reason for objection on ecological grounds. Therefore, I can recommend APPROVAL subject to the following conditions:

CONDITION 1: BIODIVERSITY

Prior to commencement of the development hereby approved, a Biodiversity Net Gain (BNG)

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Assessment shall be provided using the latest version of the Defra / Natural England Biodiversity Metric to demonstrate a positive biodiversity net gain.

The development shall be carried out in full accordance with the approved details or any amendments agreed in writing by Bristol City Council.

Reason: Ecological enhancement is a requirement of the revised National Planning Policy Framework (NPPF, 2021). The NPPF states in paragraph 174 (d) on page 50 that "Planning policies and decisions should contribute to and enhance the natural and local environment by... minimising impacts on and providing net gains for biodiversity".

CONDITION 2: GREEN INFRASTRUCTURE

Prior to commencement of the development hereby approved, a Method Statement prepared by a suitably qualified ecological consultant or landscape architect shall be submitted to and approved in writing by Bristol City Council for the creation of living roofs and/or walls. All details shall be shown on a scale plan of the site.

The development shall be carried out in full accordance with the details submitted or any amendments approved in writing by the Council.

Reason: To conform with Policy DM29 in the Site Allocations and Development Management Policies Local Plan, which states that: 'Proposals for new buildings will be expected to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks'.

Guidance: Please see: <https://www.greenroofers.co.uk/> and <https://livingroofs.org/> for further information and the following reference: English Nature (2006). Living roofs. ISBN 1 85716 934.4
Internet address: <https://documents.net/document/english-nature-triton-full-living-roof-the-structure-may-need-to-be-assessed.html>

Please note that a living roof can be integrated with photovoltaic panels.

The living roof should include calcareous wildflowers and should not employ significant areas of Sedum (Stonecrop), as the latter has limited value for wildlife. The Method Statement should include details of the layout (measurements should be provided), construction and design of the living roof. Design elements should include the following: stones, shingle and gravel with troughs and mounds; log piles; mounds of pure sand 20 to 30 cm deep; coils of rope and areas of bare ground. The use of egg-sized pebbles should be avoided because gulls and crows may pick these up and drop them. An overall substrate depth of at least 10 cm comprising crushed demolition aggregate or pure crushed brick is desirable. Deeper areas of substrate which are at least 20 cm deep are also valuable as they provide refuges for animals during dry spells. An area of wildflower meadow should also be seeded on the roof for pollinating insects. Details of the seed mix and planting proposed should also be submitted, together with a maintenance/management schedule.

CONDITION 3: EXTERNAL LIGHTING

Prior to commencement of the development hereby approved, details for any proposed external lighting shall be submitted to and agreed in writing by Bristol City Council. This shall include lux level contours superimposed on a plan of site and environs demonstrating no increase in baseline levels across the Floating Harbour.

The development shall be undertaken in full accordance with the approved details or any amendments agreed in writing by Bristol City Council.

Reason: (1) According to paragraph 185 (page 53) of the revised National Planning Policy Framework (NPPF, 2021), 'Planning policies and decisions should... limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation; and (2) to protect the functionality of the Bristol Wildlife Network.

Guidance: The Institution of Lighting Professionals (ILP) has published guidance on considering the impact upon bats when designing lighting schemes. They have partnered with the Bat Conservation Trust (BCT) and ecological consultants to write this document on avoiding or reducing the harmful effects which artificial lighting may have on bats and their habitats. This guidance is available on the ILP website as a Guidance Note (GN) and can be downloaded from:

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<https://www.theilp.org.uk/documents/guidance-note-8-bats-and-artificial-lighting/>

The Environment Agency has commented as follows:

Initial Comments (29 April 2022):

Environment Agency position

In the absence of an acceptable flood risk assessment (FRA) we object to this application and recommend that planning permission is refused. Reason The submitted FRA does not comply with the requirements for site-specific flood risk assessments, as set out in paragraphs 30 to 32 of the Flood Risk and Coastal Change section of the planning practice guidance. The FRA does not therefore adequately assess the flood risks posed by the development.

In summary, the FRA does not adequately address the proposed redevelopment's potential impacts on the integrity of the Floating Harbour walls and there is ambiguity in the FRA as to the proposed method to manage the safety of occupants now and into the future. Our specific concerns are as follows:

- Floating Harbour Walls: The FRA recommends that a condition survey be undertaken and appropriate measures identified to protect the integrity of the harbour walls during construction of the proposed development. The ability of the existing harbour walls to withstand the proposed construction should be clarified and we recommend suitable liaison be carried out with Bristol City Council's Structures team responsible for the harbour walls, supported by existing condition survey information where available and a suitable structural assessment of the impacts of the proposed development and its construction. Bristol City Council's Lead Local Flood Authority team has undertaken a detailed harbour wall survey and the applicant is encouraged to contact flood.data@bristol.gov.uk to request relevant details adjacent to the site. Adequately documenting that the proposals will not compromise the integrity of the harbour walls will be a prerequisite of receiving an Environmental Permit which will be required in this location over and above the requirement for planning permission. In addition, any proposed benches or other landscape features proposed between the existing building footprint and the harbour wall should be demountable in the event that maintenance of harbour walls is required.

- Proposed Mitigation Strategy: The FRA "recommends" that various mitigation measures are "considered" at subsequent stages of design, but identifies, using the latest flood modelling information, that potentially hazardous flood conditions could be experienced by users of the ground floor during the course of the proposed development's lifetime.

While we support in principle the recommendations to incorporate flood resistance and resilience measures as outlined in the FRA, the choice and design of such measures relies on confirmation of the ground floor finished floor level (the FRA recommends consideration is given to raising this for example). It is also important, where a building will be occupied by multiple tenants and a mix of office users and members of the public, that a workable Flood Warning and Evacuation Plan (FWEP) be prepared and that the plan takes account of how and when any active flood defence measures would be deployed. It may be acceptable for such a plan to be prepared using the outline presented on page 29 of the submitted FRA (subject to review by the local authority emergency planner) as part of a planning condition, but we currently consider the FRA is unclear in this regard and further work is needed to outline how any FWEP would incorporate the proposed flood resistance strategy. For example:

- Where would demountable flood barriers be stored on site?
- What would the trigger be for evacuation of the office accommodation and closure of the ground floor commercial units?

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- How would installation of any demountable barriers be undertaken in tandem with the building's evacuation?
- Can passive measures, such as permanent flood proof doors, be better used to protect sensitive ground floor areas such as plant rooms?

While we acknowledge the 'less vulnerable' nature of the proposals, the scale and nature of the proposed development mean that these concerns warrant being addressed/clarified in detail prior to planning approval.

Overcoming our objection

To overcome our objection, the applicant should submit a revised FRA to the local planning authority which addresses, to our satisfaction, the points highlighted above. If this cannot be achieved, we are likely to maintain our objection. Please formally reconsult us on any revised FRA submitted and we will endeavour to respond within 21 days of receiving it.'

Further comments (15th June 2022)

'Environment Agency position.

We withdraw our objection subject to the comments outlined in this letter and the inclusion of the condition and informative below in any grant of planning consent:

Condition

The development shall be carried out in accordance with the submitted flood risk assessment ('U-Shed, Bristol - Flood Risk Assessment', ref. 1062-C-RP-0001 issue 104 dated 09 May 2022, Cube Consulting Engineers) and the following mitigation measures it details on pages 29-31, including:

- Finished floor levels shall be set no lower than 9.02 metres above Ordnance Datum (AOD)
- Flood resilient design to be included as high as practicable and to a target level of 10.28mAOD, with raised or watertight service penetrations and appropriate strengthening of the building structure to withstand flood depths as detailed on page 29 of the submitted FRA.
- Provision for 600mm high demountable flood barriers across all building entrances, stored on site, as detailed on page 29 of the submitted FRA.
- Integral (passive) flood doors to be provided to all plant rooms at ground floor level.

These mitigation measures shall be fully implemented prior to occupation. They shall be retained and maintained thereafter throughout the lifetime of the development.

Reason: To reduce the impacts of flooding to the proposed development and safely manage the risk to future occupants.

Informative: The Environmental Permitting (England and Wales) Regulations 2016 require a permit or exemption to be obtained from the Environment Agency for any activities which will take place on or within 16 metres of the Floating Harbour, a designated main river (16 metres if tidal).'

The Flood Risk Officer has commented as follows:

'Regarding surface water flood risk and drainage, we have no objection but request our standard pre-commencement drainage condition is applied should planning permission be granted. I note that the FRA states that the flood response strategy will be reviewed at the next stage of design, as such I'd also recommend applying a standard condition requiring the submission and approval of a flood warning and evacuation plan prior to commencement. Finally, the FRA correctly notes that the condition of the harbour wall in the vicinity of the building is considered to be poor. The FRA states that existing foundations adjacent to the Harbour Wall will remain in-situ with no additional vertical loading placed on these elements. It is likely that an approval in principle (AiP) will be required from BCC's structures team, and I recommend consulting with them at this stage to understand if there is any in principle objections or requirement for planning conditions in addition to the usual AiP

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process.'

The Council Economic Development Team has commented as follows:

'We welcome the re-provision of active uses on the ground floor, this is consistent with policy BCAP19 (Leisure Frontages) of the Bristol Central Area Plan. BCAP6 encourages the inclusion of office uses. The proposal will contribute towards addressing the severe lack of Grade A supply within the Bristol City Centre market as identified in research conducted by agents e.g. <https://pdf.euro.savills.co.uk/uk/office-reports/bristol-office-data-q1-2022.pdf> and that provided Avison Young in support of this application.'

The proposal will create new jobs in the city centre, in addition there will be jobs created during the actual redevelopment works themselves. We would like to work with the developer to ensure that local businesses and people from across Bristol (especially excluded groups) are able to access the supply chain and employment opportunities. In terms of jobs, we would like to see a commitment to the payment of the Living Wage. We would like to include a condition for the developer to work with the Council to produce a comprehensive Employment, Skills and Business Support Plan (which needs to consider a financial contribution). This will help to ensure inclusion opportunities are maximised and the planned economic benefits are delivered.'

Urban Design has commented as follows:-

Adaptive reuse?

RELEVANT POLICIES

National Planning Policy Framework – July 2021

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

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

KEY ISSUES:

For information, any policies quoted in the report with the prefix BCS are from the Bristol Development Framework Core Strategy, DM are from the Site Allocation and Development Management Policies, and BCAP are from the Bristol Central Area Plan.

A. IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE IN LAND USE TERMS?

The site is currently occupied by a large warehouse-style two-storey building in use as a single restaurant unit.

Policy and History of Development

Policy BCS2 (Bristol City Centre) of the Bristol Core Strategy (2011) states that continued improvement will be promoted in regeneration areas including Redcliffe and Harbourside, and that major developments should demonstrate measures to enhance social inclusion and community cohesion, especially in respect of those communities close to the city centre.

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Policy BCS7 (Centres and Retailing) in the same document goes on to say that retail development, offices, leisure and entertainment uses, arts, culture and tourism uses will be primarily located within or, where appropriate, adjoining the centres in the identified network and hierarchy serving Bristol, that uses which contribute to maintaining the vitality, viability and diversity of centres will be encouraged and that active ground floor uses will be maintained and enhanced throughout the centres.

Policy BCS8 (Delivering a Thriving Economy) of the Core Strategy (2011) sets out that the economic performance of the city will be strengthened by providing a sufficient and flexible supply of employment land, addressing barriers to employment and promoting the city as a place to invest.

Policy BCS20 (Effective and Efficient Use of Land) states that new development will maximise opportunities to re-use previously developed land. Where development is planned, opportunities will be sought to use land more efficiently across the city. Imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in land use is achieved.

Policy BCAP 19 (Leisure Use Frontages) in the Bristol Central Area Plan (2015) goes on to states that the development of uses that contribute to the leisure, entertainment and evening economy offer in Bristol City Centre will be encouraged and acceptable within the Leisure Use Frontages provided the concentration of uses would not result in harmful impacts.

Policy BCAP6 (Delivery of Employment Space in Bristol) sets out that development in Bristol City Centre will include at least 100,000m² of net additional high quality office and flexible workspace within Temple Quarter and continued office and flexible workspace as part of the wider mix of uses in the Redcliffe Way area (if sought through the neighbourhood planning process) and the North Redcliffe area.

Elsewhere within the central area, development will be encouraged to include a portion of office or employment floorspace of a scale and type appropriate to the site and its context.

Policy BCAP41 (The Approach to Harbourside) states that development in the Harbourside will be expected to enhance the role of this part of the city as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighbourhood's major attractions including the Floating Harbour itself. The accompanying text confirms the important role that Harbourside plays in the visitor economy of the city and highlights the continued importance of active ground floor uses. The inclusion of employment floorspace in new development is also mentioned here, with acknowledgement that this is likely to be of a variety of scales and types depending on the characteristics of any given site.

The building is currently occupied by Za Za Bazaar restaurant and BSB The Waterside bar / restaurant. The proposals seek to change the main use of the building from food and drink (leisure) use to office employment use (Class E), with 3 restaurant/café units on the ground floor.

As set out in pre-application advice, the existing use of the upper floors as part of a large-scale restaurant is considered to contribute significantly to the character of this part of the Harbourside as a leisure destination.

Given the leisure frontage designation, scale and prominence of the building and visibility of the upper floors, any redeveloped building should retain active use that contributes to the animation and character of Harbourside as an important leisure destination for the City, its inhabitants and its tourism offering. It is noted that the initial consent in 1996 for redevelopment of the site restricted the overall amount of B1 office floorspace (now use class E(g)) to 10% of the site, to ensure the mix of uses was in accordance with policy to achieve predominantly leisure uses and uses complementary to the area's leisure function.

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In granting planning approval for the current building, the condition set out that both U Shed and V Shed should be treated as separate units and both should include at least 65% of floorspace as retail, food and drink uses with business uses such as a radio station office and business offices limited to 10%. The reason given on that approval was 'to ensure the mix of uses is in accordance with the policy of the area, to achieve predominantly leisure uses complementary to the area's leisure function and to maximise the provision of lively public uses on the ground floors'.

This application would limit the leisure usage (restaurant/retail/commercial) to the ground floor only, changing the character of the space from predominantly leisure to predominantly business/office use. Whilst the ground floor would retain active leisure usage, there would be a significant reduction of total leisure use floorspace from 3,450m² to just 852m², a total loss of 2598m² of floorspace within the designated leisure frontage.

A large number of objections have been received relating to the loss of the established Za Za Bazaar restaurant/bar (334 at the time of writing this report). The business occupies the majority of the ground floor and the first floor and mezzanine levels, and noting the comments made in the representations received, is understood to employ more than 200 people. The application states that the new mixed-use office/commercial/leisure building would allow for 450 employees at the site.

In terms of generating footfall for the area, whilst the number of employees on site would be approximately doubled, the overall number of people travelling to the site is likely to fall significantly, with the current occupant stating that they currently achieve up to 15,000 visits per week from members of the public. The significant reduction in leisure floorspace would therefore lead to a significant reduction in footfall to the area overall with office use seeing far less visits and limited predominantly to daytime visits only in addition to those employed at the site.

It is also noted that there has been significant demand for larger leisure units in the Harbourside area including the recently opened Lane 7 and Par 59 mini-golf themed leisure venue. The proposed development would increase the number of leisure/commercial ground floor units from two to three, albeit as smaller units.

No marketing material has been supplied by the applicant to demonstrate that either there is a lack of demand for the existing two storey building or for the additional office space. This may be due to the continuous operation of the existing Za Za Bazaar restaurant since 2011. Objections received from the Operations Director of the business state that there are no plans for closure of a viable and successful business. Za Za Bazaar is also known as the largest restaurant in the country catering for over 1000 covers and as such, is in itself a leisure destination and attraction for tourists visiting Bristol.

The City Design Group has commented that Za Za Bazaar is an anchor to the area, a known destination that everyone in the city knows. The loss of this would result in the loss of a placemaking location and positive contributor to the area.

However, although the loss of a large unit over two stories and total reduction of 2598m² of leisure use floor space within a designated leisure frontage would be regrettable, in policy terms, given the development would create additional office employment space within the city centre, it is not considered that there would be grounds to refuse the application with regard to land use alone, though a higher percentage of leisure use floorspace would be considered advantageous to the area and in line with the aspirations for the area as a leisure destination. The public benefit of retaining a destination visited by up to 15,000 people a week should also be included when weighing up the public benefits of the scheme in the planning balance as set out in Key Issue B below.

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B. IS THE PROPOSED DESIGN OF THE DEVELOPMENT ACCEPTABLE, DOES IT PRESERVE OR ENHANCE THE SPECIAL CHARACTER OF THE CITY DOCKS CONSERVATION AREA, SETTING OF THE NEARBY COLLEGE GREEN AND CITY AND QUEEN SQUARE CONSERVATION AREAS AND SETTING OF NEARBY LISTED BUILDINGS?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48]. This is applicable here because there is harm to the listed building and conservation area caused by the proposals as set out below.

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) (2021) provides guidance for 'Conserving and enhancing the historic environment'. Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 goes on to say that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.

Further, Paragraph 201 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Finally, Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Paragraph 203 sets out that the effect of an application on the significance of a non-designated heritage asset should be taken into account and that in determining the application, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

In addition, Bristol Core Strategy (Adopted 2011) Policy BCS22 seeks to ensure that development proposals safeguard or enhance heritage assets in the city with Policies DM30 and DM31 in the Site Allocations and Development Management Policies (Adopted 2014) expressing that alterations to buildings should preserve or enhance historic settings. Policy BCS21 also requires new development in Bristol to deliver high quality urban design and sets out criteria to measure developments against including the need for development to contribute positively to an area's character and identity, creating or reinforcing local distinctiveness.

Policy DM26 in the same document more specifically states that the design of development proposals should contribute towards local character and distinctiveness by responding appropriately to the height, scale, massing, shape, form and proportion of existing buildings, building lines, skylines and roofscapes. Policy DM27 further expresses that the layout, form, pattern and arrangement of streets, buildings and landscapes should contribute towards to creation of quality urban space and that the height, scale and massing of development should be appropriate to the immediate context, site constraints, character of adjoining streets and spaces and setting. Policy DM30 further states that any extensions and alterations to existing buildings should respect the siting, scale, form, proportions, materials and overall design and character of the host building and broader street scene. DM30 further states that extensions should be physically and visually subservient to the host building, including its roof form.

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The City Docks Character Appraisal (adopted 2011) specifies that the loss of views, either to key landmarks within or outside the conservation area, or to landscapes or sites beyond is impacting negatively on the character of the Conservation Area. Proposed development north of the Floating Harbour will result in the loss of a key view from the south of the water to the Cathedral. It goes on to state that 'the Conservation Area's leisure activity is vital to its character and the wider context of Bristol. The City Docks boasts a diverse range of independent restaurants and bars, which contributes to Bristol's reputation as a city that supports and thrives on its local distinctiveness.

Office uses have tended to appear in the Conservation Area since the late 1980s, when Lloyds Bank moved to the prominent waterfront location at the Amphitheatre. South of Anchor Road are a number of substantial contemporary office blocks. Architecturally these have little relation to the historic character of the City Docks and tend to be glass curtain-walled and occupying large plots.

Policy BCAP41 (The Approach to Harbourside) in the Bristol Central Area Plan (2015) states that development will be expected to enhance Harbourside's role as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighbourhood's major attractions including the Floating Harbour itself. Development adjacent to the Floating Harbour will be expected to be of a scale and design appropriate to its setting, reflecting the special interest and visual prominence of quayside areas and character and setting of the surviving historic buildings and fabric and preserving and enhancing views to and from the Floating Harbour. Development adjacent to the Floating Harbour will be expected to retain, restore and integrate existing dockside furniture and fittings and make provision where possible for additional vessel moorings.

Policy DM22 (Development Adjacent to Waterways) sets out that development which is adjacent to waterways will be expected to maintain, enhance or create suitable public connections adjacent to the waterways for walking, cycling and maintenance and take the opportunities to enhance the recreation or leisure role of on-site waterways.

Policy BCAP30 (Pedestrian Routes) states that development on or adjacent to primary and secondary pedestrian routes will be expected to provide an appropriate and proportionate level of public realm improvements to the route. Development that would be harmful to the amenity or accessibility of primary or secondary pedestrian routes will not be permitted.

Policy BCAP32 (Quayside Walkways) states that development on or adjacent to existing Quayside Walkways shown on the Policies Map will be expected to retain and, where appropriate, enhance a continuous and accessible route. Development on or adjacent to proposed Quayside Walkways shown on the Policies Map will be expected to provide or contribute appropriately towards a continuous and accessible route finished to a high standard of design including, where practical, seating and appropriate landscaping. Buildings lining existing or proposed Quayside Walkways will be expected to have active frontages onto the walkway where feasible. Development that would be harmful to the amenity or accessibility of an existing or proposed Quayside Walkway will not be permitted.

Demolition of the Existing U-Shed Building

The site forms a part of prominent, and sensitive set of buildings along the western edge of Bordeaux Quay. The collection of buildings and the harbour forms highly valued cultural and heritage assets. It is a defining feature of the city's townscape and forms the heart of historic and cultural identity of the city.

The set of buildings is characterised by low slung transit sheds. The uniform height of the buildings, industrial design character with simple structural and roof form are its key defining.

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The existing building is identified as a character building in the City Docks Conservation Area Appraisal. It was built in 1990s as a replacement of the older transit shed which was found to be structurally unsound. The design of the existing building reflects the character of the original transit shed however its height, scale and massing has been increased to provide more generous floor height with services and plant equipment enclosed in the roof form.

The application seeks planning permission for the demolition of the existing two storey building and construction of a four-storey office development with active ground floor commercial/leisure use. It would also include a plant room above the fourth storey.

Both the Urban Design Team and Conservation Officer have raised strong objections to the demolition of the existing building, which is identified as a Character Building within the Conservation Area Character Appraisal. Its loss would be considered to fail to preserve or enhance the Conservation Area, contrary to national and adopted local policy.

They have reiterated that the current building offers generous ceiling heights with the potential for expansion of mezzanine floors to create additional floorspace within the existing building. The limited public benefits would be outweighed by the loss of embodied carbon and state of climate emergency declared by Bristol City Council. This issue is discussed in the Sustainability Section (Key Issue C) below.

Scale, Massing, Impact on the Conservation Area

The development would increase the scale and massing of the existing building, raising the parapet level by approximately one third, from 10.5m to 13.7m. The overall building height would be increased from 13.5m at the ridge-height of the saw-toothed roof to 18.6m including the proposed flat-roofed plant room. The development would comprise a total of 5,802m² of internal floorspace with a net increase in floorspace of 2,352m².

Historic England has raised concerns that the principal impact and harm posed by the scale, massing and design of the proposed building will be on the character and appearance of the City Docks Conservation Area and setting of closer, Grade II assets and deferred to the LPA Conservation Officer for further comment.

In a clarification note following a request from the applicant, Historic England reiterated that: 'While the visual representation of the proposed development in your [The Conservation Officer's] alternative representation of the view in the submitted TVIA indicates greater coalescence of the upper parts of the building with the silhouette of the Cathedral, we do not believe this alters our previous view.'

However, in our advice, we identified harm to the character and appearance of the Conservation Area, by virtue of the height and massing of the replacement building countering the low-slung character and appearance of the run of buildings fronting Narrow Quay. We therefore advised that this should be adjusted accordingly to minimise or omit the harm completely. In doing so, the impact of the proposed development on this view of the Cathedral will be reduced and minimised. We therefore maintain our view that a reduction in height should be sought before the application is determined.'

The Conservation Officer has reviewed the application and has demonstrated the identification of a higher degree of harm than that suggested by the applicant and the heritage statement submitted with the application. This is demonstrated in the Conservation Officer's illustrated comments and should be read in conjunction with this report.

No revised scheme reducing the height and scale of the proposed redevelopment of the site has been submitted following the provision of the Conservation Officer's comments, with design revisions limited to a reduction in glazing to address concerns about solar heat gain and cooling

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requirements.

The Conservation Officer has strongly objected to the application and the impact of the proposed development in terms of design and heritage. The impacts are deemed to be cumulative and focus on three areas, though each is considered significant enough to warrant refusal individually. These are: Overall scale and massing; impact on neighbouring Listed Buildings and impact on views within the Conservation Area. These comments are set out in full above.

It is noted that the Conservation Officer and City Design Groups have both objected the scheme along with the Bristol Civic Society and Conservation Advisory Panel. Historic England have raised concerns with regard to the scale and massing of the proposed development and harm to the special character of this part of the City Docks Conservation Area. Full comments are set out above.

The existing building was constructed in the 1990s as a replacement for the previous incarnation which was demonstrated to be beyond repair and is specified as a character building within the City Docks Conservation Area Character Appraisal. The works were carried out in association with restoration of the neighbouring V-Shed. The consent was granted on the basis of the poor structural condition of the building and its proposed replacement with a building that closely matched the scale, material, and character of the original building.

The adjacent V-Shed is categorised as a landmark building within the Conservation Area along with the Aquarium immediately to the west of the application site. Landmarks identified for the purpose of character appraisals are buildings or structures that due to their height, location or detailed design stand out from their background. They contribute to the character and townscape of the area and provide navigation or focal points or key elements in views.

U-Shed, and its partner, V-Shed, followed a similar character to the earlier transit sheds to the north, dating from the 1890s in being a typically long low-profile design architecturally expressing the function of these buildings. They required a long frontage to service docked ships, limited storage for short-term shelter of cargo before quick transshipment away from the docks, and a narrow plan for efficient movement of goods from delivery to dispatch. As a building typology transfer sheds differ from private docks warehouses and bonded warehouses that were commonly designed for long-term storage and required greater scale and volume.

Both the Conservation Officer and Urban Design Team have specified that the group of buildings along the harbour edge (which include the Grade II Listed W-Shed immediately to the north) is of a consistent scale and reflects the heritage of the area as a working dockside. This is one of the most iconic groups of buildings in Bristol and reflect its maritime, trading history. This should be retained in order to preserve the special character of the City Docks Conservation Area.

The four buildings along this side of the Reach, together with M-Shed to the south of the dock, are either designed to, or replicate, the clear practical requirements of the transit sheds as a building type and are an architectural expression of those industrial functions. As such they have high evidential value and a group, illustrating how the docks were used and operated until their commercial closure in the 1970s.

The proposed height increase, glazed frontage and modern design interrupts the uniform character along this part of the harbour edge and would unacceptably harm the street scene from along the Quayside walkway along both sides of the Floating Harbour. It would also set a harmful precedent for future development and further erosion of the dockside architectural form and heritage. The design of the proposed building also reads as an office block rather than architecturally uniting the surrounding group of buildings and retaining any industrial maritime heritage and would result in further harm to the City Docks Conservation Area.

Views and Setting of Nearby Conservation Areas and Listed Buildings

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A full assessment of the impact of the increased height on key views are demonstrated visually in the full Conservation Officer comments on file.

The increased height would also result in overbearing of the Watershed Grade II Listed Building from the north end of the Floating Harbour when looking down from the Cascading Steps and Centre, with a discordant height of the proposed development sitting awkwardly against the height of the Watershed and roofscape of the south side of the harbour including M shed and Wapping Warf.

The discordant eaves and roof height of the building would be particularly noticeable from Narrow Quay on the opposite side of the Floating Harbour, views up Canon's Road from Anchor Square and from views from the Arnolfini and M Shed areas of the Floating Harbour.

The proposed development would be overbearing on the adjacent Grade II Listed W-Shed, home to Watershed and would be significantly taller than the surrounding buildings. Historic England have noted in their comments of May 2022 that the proposed design is taller at eaves height than the pre-application designs that the applicant consulted them on directly. Further, the new building would sit further east (towards the floating harbour) as per the existing arrangement, but the additional height and massing would further impact on the Grade II Listed W Shed, resulting in a dominant building that overshadows and dominates the Listed Building, negatively impacting its setting.

Historic England has raised concerns that the principal impact and harm posed by the scale, massing and design of the proposed building will be on the character and appearance of the Conservation Area and setting of closer, Grade II assets and deferred to the LPA Conservation Officer for further comment.

The saw-tooth roofs of both sheds are most prominent on the west elevations towards Anchor and Millennium squares, but also contribute to views around St Augustine's reach and the south side of the docks. These roofs are described in the Conservation Area Character Appraisal for the Canon's Marsh character area as: "Pitched and gabled roofs, or 'M' roofs concealed behind parapets". The regular, repetitive, gables express an industrial aesthetic and the vigour of the serrated skyline adds visual interest to the area. Glimpsed views across these roofs allow appreciation of the most important Listed building in the area: Grade I Listed Bristol Cathedral.

The City Docks Conservation Area Character Appraisal states that allow intriguing glances via gaps or intimate routes that permeate the local area. They make an important contribution to local character and distinctiveness. The legibility of the Cathedral in the docks area is important as part of its architectural and historic significance. All the land between it and the water edge was historically part of the original Abbey's demise, and the prominent position elevated above the docks emphasised the power and influence of the medieval church. There are glimpsed views of the Cathedral between the application site and Bordeaux Quay as well as from wider views within the Conservation Area, adding to the special character as well as placemaking markers. The Character Appraisal lists the loss of views caused by new developments and loss of traditional features and townscape details as threats to the Canon's marsh Character Area within the Conservation Area. It also lists the 'bland over-scaled' facades to modern buildings and sterilisation of character and poor connections between behind and between buildings as weaknesses of the Canon's Marsh Character Area.

The Harbourside Development along Cathedral Walk made special provision of an avenue between buildings to allow views of the Cathedral to remain clear from the Floating Harbour, preserving the setting of the Grade I listed Building and setting of the College Green Conservation Area. In this instance, further erosion of glimpsed views over the site will be lost and the development would fail to preserve the setting of the College Green Conservation Area.

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This application pushes beyond the marginal height increase of the current building compared to that of the previous building, with significant additional height. It goes beyond what would be considered reasonable and would interrupt the waterside frontage, impacting on historic views of Listed Buildings and the fall from what is now the Physics Building down to the Floating Harbour. It would result in a dominant building within the Floating Harbour frontage and would harm the setting of the adjacent Grade II Listed W Shed.

In addition, given the leisure usage of the harbour and attraction of the area to support the associated night time economy, night-time views are considered to be an issue. The Conservation Area Character Appraisal sets out that the leisure usage of this area is an important feature of the Conservation Area. Whilst no nighttime views or CGI images have been requested or submitted, the reflective views and lighting reflected by the water mirrors the consistent two-storey illumination that plays positively with the Conservation Area and provides an intimate and attractive setting within it. This special character should be protected and would fail to be preserved by this development. As such, the additional storeys proposed and increased scale and massing of the building are considered to harm the setting of the adjacent Watershed listed Building and special character of the City Docks Conservation Area at night as well as during daytime hours.

Harbourside Walls

The Grade II Listed dockside walls have the potential to be damaged both during construction and from any additional weight given the proximity of the development and basement level works. The design of the building would be considered to harm the setting of the Listed structure given that it fails to preserve the dockside heritage of the former working dock. The issue of protection of the structure could however be secured by conditioning the structural details and construction methodology.

Design Details

The elevational treatments of the proposed building do not include the traditional red brick of the current U-Shed and focus on extensive glazing, profiled metal panels fascia strips, and screens. The top storey would be set back from the new parapet height, with the existing saw-toothed roof evoked with angled structural members within a flat façade below the projecting eaves of a flat roof.

The proposed proportions of the building elevation would be on a wider spaced grid than the existing U-Shed, replacing the 16 horizontal divisions with eight, and an increased height given to the infill panels within the intended expressed frame structure.

The proposed corten effect metal perforated panelling that would sit in front of the two sections of curtain wall glazing to the first and second floor respond more to the exterior design of the former Unicorn Hotel Car Park on the far side of the Floating Harbour. This is within a separate Conservation Area and fails to respond to the City Docks architecture and style of the Bordeaux Quay side of the harbour in which it sits prominently.

Whilst the proposed elevation treatments align with more modern development along Anchor Road and Millennium Square, it sits discordantly within the setting of the floating harbour and maritime buildings and fails to preserve the special character of this part of the Conservation Area.

Quayside Walkway

The existing Quayside Walkway runs down the Floating Harbour along the frontage of V Shed and Ushed. The pedestrian area runs below the undercroft of both buildings, with the narrow strip to the front taken up by seating for the restaurants and bars that run along the leisure frontage. The space is considered to be constricting with low ceilings and can be oppressive and off-putting, particularly

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at night. The area is also prone to rough sleeping. The strip narrows in front of the ground floor section that is currently occupied by the BSB Waterside bar.

The proposed development would reduce the ceiling height above the covered walkway from 3.8m to 3m, creating an even more imposing and oppressive walkway than under the current arrangement and as such would be detrimental to the designated primary pedestrian route and negatively impact the aspiration of improved pedestrian routes around the harbourside.

Public Realm Works

The proposed public realm works are considered to be a positive aspect but with little overall impact. They include the relocation of cycle parking, introduction of six trees along Canon's Road and two fastigate trees located to the south of the development in line with Pero's Bridge, and the widening of the pavement along Canon's Road. Proposals set out in the Design and Access Statement also include an improved focal point adjacent to the landing of Pero's Bridge and improved circulation by decluttering the area and adding new benching and public art in the area.

Canon's Road however has relatively little footfall compared to the Quayside Walk and is predominantly a service/delivery route for the commercial operators on either side including W Shed (Watershed) and the Bristol Aquarium as well as the existing building. Whilst the entrance to the office would be located here, creating additional frontage, the northern end of the street-facing elevation would remain industrial in character with additional doors serving the three proposed commercial/leisure units at ground floor level. Given that the predominant footfall would be along the primary pedestrian route (the Quayside Walkway), it is unlikely that these entrances will be actively used, as is the case of the existing doors to the current leisure use unit.

It is also noted that there is already active frontage to the south side of the elevation fronting Anchor Square with signage and glazed panel windows and doors to Za Za Bazaar at ground and first floor level with further signage set within the gable of the southernmost section.

Further, proposals for a roof terrace at third floor level include benching and planters, however this would be considered as private benefit for the offices and not part of the public realm improvements.

The improvements to a nearby bus stop and ferry landing are welcomed but are considered to be minor alterations that would fail to provide sufficient justification or balance for the development of a four storey building in such a prominent and sensitive location within the Conservation Area.

Za Za Bazaar is an anchor to the area, a known destination that everyone in the city knows. The loss of this would result in the loss of a placemaking and positive contributor to the area. Harbourside is generally associated with leisure activities, which goes into evenings and the weekend. Offices are generally limited to office hours in the week.

It is accepted that the site is constrained and has limited opportunity to provide additional green infrastructure. However given the scale, massing and proposed materiality of the building, the public realm improvements are considered limited and would not justify the harms to the Conservation Area, setting of nearby Listed Buildings, interruption or loss of key views or harm to the prevailing street scene.

Design and Heritage Conclusion

Overall, it is considered that the proposed development would unacceptably diverge from the uniform low-slung scale of transit sheds along the harbour, harming the immediate street scene and views across the Floating Harbour. Further, it will have adverse impact on and obstruct the views off significant and Listed buildings including the Grade I Listed Bristol Cathedral and Grade II Listed

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Watershed Building from the harbourside. It will appear as an incongruous and unsympathetic addition to the well-formed built environment and will not be in keeping with the highly valued composition of cultural and heritage assets by virtue of disrupting the uniform low-slung development along the Quay and masking the cascade of buildings in the backdrop.

The proposed development would result in harm the character and settings of a number of heritage assets including the special character of the City Docks Conservation Area, setting of the College Green and City and Queen Square Conservation Areas, a number of Listed buildings and buildings of merit. The level of harm is 'less than substantial' in terms set out in the NPPF (2021) however, high degree of harm is caused.

No clear or sufficient justification for the harm caused to the designated heritage assets has been demonstrated and the benefits presented by the proposed development fail to mitigate the harm caused by the increased scale and massing and consequential impacts identified. The proposal fails to preserve or enhance the character and settings of the designated heritage assets and cannot be supported.

C. DOES THE APPLICATION SUITABLY ADDRESS SUSTAINABILITY AND CLIMATE CHANGE CONCERNS?

Policies BCS13, BCS14 and BCS15 of the Bristol Core Strategy (2011) set out sustainability standards to be achieved in any development and what measures to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of an energy and sustainability statement. In addition, policy BCAP20 (2015) requires non-residential development of 1000m² or greater to reach BREEAM 'Excellent' standards, and BCAP21 requires that account is taken of the opportunity to connect to nearby heat networks.

The development meets the requirements of BCS14 - it proposes good energy efficiency levels. Heating to the offices, communal core areas and the ground floor shower and changing facilities will be provided by the district heat network, and a 24% reduction in CO₂ emissions will be achieved through the use of roof mounted PV.

Policy BCS15 aims to drive sustainable design and construction. Initially, concern was raised by the Sustainability Team over the demolition of a building that is only halfway through its lifecycle. A request for a life carbon assessment to be undertaken by the applicant was made, however the applicant responded to say that they did not consider this to be necessary "on the basis that it is accepted that any such assessment will undoubtedly demonstrate that upgrading the existing building would generate less carbon in comparison to the proposed development". The applicant did however provide a design note setting out proposals for reuse of the existing steel wherever possible, and use of a low carbon cement replacement to lower embodied carbon of the concrete, demonstrating a commitment to reduce embodied carbon associated with the proposals as set out in the current application.

Nevertheless it remains difficult to justify the increased carbon emissions related to demolition of a building that is only halfway through its expected design life. Particularly as this challenge appears to be a result of design choices rather than driven by quality or condition of the existing structure.

This position is echoed by the Urban Design Team, who have stated that "Further, the building is less than 30 years old and is structurally sound. It can be refurbished to accommodate change of use and internal reconfiguration. The generous first floor offers opportunity to introduce mezzanine level and provide more floor space. The demolition of existing building will result in loss of embodied carbon in its fabric. It cannot be supported especially considering its character-building status, the age of the building, its sound state, flexibility for reconfiguration and the state of climate

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emergency declared by Bristol City Council. Applicants are recommended to consider options for refurbishment and reuse of the existing building."

The applicant has also stated that repurposing of the existing building is not viable and that there is insufficient space to provide acceptable ceiling heights in line with office standards. This is contested by the Urban Design Team. Whilst it would not provide the same amount of floorspace as the proposals, it would be able to provide additional floorspace without the demolition of the existing building and construction of a larger development at the expense of heritage assets as set out in Key Issue B above.

In addition to the above, the Sustainability Team provided comments, setting out that the current approach to the design of the building is likely to be contrary to Policy BCS13 with excessive and unshaded curtain wall glazing which would increase solar heat gain, both during cooler months, when this will be beneficial, but also during warmer weather when this will increase cooling demand and associated CO2 emissions. Given that temperatures are expected to rise, as a result of climate change, this demand will increase during the lifetime of the building. The high levels of glazing also means the design does not include "optimal levels of thermal insulation and optimal passive solar design" (a requirement of policy BCS13), with the Passive Design Report showing that the average building u-value is 13% higher than the building regulations Part L 'notional' building and the heating energy use is 60% higher than the notional building.

To demonstrate that policy BCS13 has been met, it was recommended to the applicant that they should provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios though using a dynamic thermal simulation model to identify cooling energy demands and heat gains for different glazing options against current and future weather files.

The applicant provided a response to say that 'It is noted that the Sustainability City consultee comments set out an action for the applicant to provide evidence that passive solar design has been optimised to reduce energy demands under current and future climate scenarios. While it is recognised that Policy BCS13 seeks to secure optimal levels of thermal insulation and minimise energy requirements, adopted policy does not explicitly stipulate a requirement to assess a building using a dynamic thermal simulation model. This is an emerging policy requirement set out within the emerging Local Plan (Draft Policy NZC4, yet to be examined and subject to unresolved objections, thus at this stage it is important to note that this policy carries limited, if any, weight in the decision-making process - reference paragraph 48 of the NPPF).

Nonetheless, to seek to address consultee feedback, the applicant has reviewed the plans to seek to reduce extent of glazing proposed, adopting the recommendation of a glazing ratio in line with the LETI Climate Emergency Design Guide. The outcome of this in terms of reduced cooling energy demand has not yet been reported, nor have alternative scenarios been tested to identify whether the proposed solution is optimal. This work is ongoing and we hope to be in a position to report positive improvements ahead of the target Committee date on June 13th.'

At the time of writing, the results of this testing have yet to be submitted. Should they be received prior to Committee, an addendum to this report and results of the tested will be submitted on the Amendment Sheet.

A Passive Design Statement submitted on 17th April 2023 sets out the proposed passive design measures as well as further recommendations to improve the passive design of the building including: removal of glazing, increasing thermal mass of the building or use of PCM materials, addition of shading on the ground, first and second floors and decreased g-values for all windows.

With regard to the development achieving BREEAM 'excellent' status, the office and ground floor commercial/food and beverage are on track to achieve an 'Excellent' rating. BREEAM pre-

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assessments have been carried out by a licensed BREEAM Assessor for the proposed building, with several iterations as the scheme has developed. A BREEAM Accredited Professional at Method has been part of the design team from the outset, and as part of the pre-assessment process, the team have committed to a number of sustainable features in order to target an 'Excellent' rating.

A pragmatic approach has been taken so that credits targeted will deliver value for money and benefit to the project and users. Overall, the current target for the office assessment is 83.6%, including the required mandatory credits which would achieve an 'Excellent' rating. The current target for the ground floor commercial/food and beverage assessment is just above the threshold required for an 'Excellent' rating, at 71.45% (previously 72.91%), however, there is currently only a small buffer for this assessment. It is worth noting that whilst the office is a 'shell and core' assessment, the ground floor commercial/food and beverage units are only being assessed as 'shell only', which limits the available credits and therefore makes it more difficult to reach the higher BREEAM ratings. It is also worth noting that the ground floor commercial/food and beverage units are only a small part of the overall development (827m² NIA compared to the total NIA of the building which is 4728m²), and many of the issues contributing to an 'Excellent' rating for the office assessment, also benefit the ground floor commercial/food and beverage assessment, as many credits apply for the site as a whole.

It is noted that revised plans were submitted on Tuesday 23rd May 2023 which reduce the amount of glazing by approximately one third, replacing the middle section of triple paned sections of the glazed walling with 'lookalike glass spandrel panels with insulating backing'. Concern is raised with regard to whether this is informed by the testing suggested by the sustainable city team, which has yet to be received. As such, whilst likely to result in a decrease in cooling energy demand, it is impossible to say whether the proposed development includes optimal passive solar design and optimal levels of thermal insulation as required by policy BCS13.

Whilst not ideal, the demolition of the existing building and thermal performance alone is not considered to be sufficient to warrant refusal of the application, however it should be considered when weighing up the public benefits of the scheme against the identified harms to the Conservation Area, setting of Listed Buildings and setting of the nearby Conservation Areas.

D. IS THE APPLICATION ACCEPTABLE IN TERMS OF TRANSPORT, MOVEMENT AND HIGHWAY SAFETY?

Development Plan policies are designed to promote schemes that reflect the list of transport user priorities outlined in the Joint Local Transport Plan, which includes pedestrian as the highest priority and private cars as the lowest (BCS10). In addition, policy DM23 requires development to provide safe and adequate access to new developments.

The applicant submitted a Transport Statement with the application, and this has been reviewed by the Transport Development Management (TDM) Team. It is also noted that the applicant and TDM have been in discussion at various points throughout the determination of this application and have resolved all initial concerns.

A single waste contractor would be engaged to service the development in its entirety. Adequate cycle storage and facilities to promote cycle use are included in the design for the office development. Additional cycle storage for the ground floor commercial units would be required via condition.

The development would be deemed 'car free' with no on-site parking. There are on-street disabled parking bays and two nearby multi-story car parks within walking distance of the site. This is considered acceptable.

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Due to the proximity of the Grade II Listed Harbour Walls immediately adjacent to the site, any approval would require an approval in principle (AiP) agreement along with a construction management plan for major developments prior to commencement of any works. The AiP would need to ensure that the Harbour Walls are protected during construction and any load bearing from the larger development would need to demonstrate that the integrity of the Walls would be preserved. Conditions can be attached to confirm this.

The proposed public realms and highway works include widening the footway on Canon's Road to rear of the site and the applicant has agreed to contribute £15,000 for the installation of a concrete pad on College Green and a contribution of £13,000 towards a replacement ferry landing stage at the Amphitheatre.

As such, TDM are satisfied that the application is acceptable in transport terms and suitable contributions can be made to negate any transport impact of the proposed development. Consequently, no objection is raised in this regard.

E. CONTAMINATED LAND

Policies BCS23 and DM34 relate to the need for any development to address and mitigate contamination and to ensure that it does not impact on future occupiers or neighbours of the site.

No contaminated land reports have been submitted with the application. However, given that the building would replace an existing development, the Contaminated Land Officer is satisfied that any issues regarding land contamination can be thoroughly checked and any remediation strategies required through conditions. The application is therefore considered acceptable in this regard.

F. FLOOD RISK

The application site lies within Flood Zone 2 and 3. Initially, the Environment Agency objected to the application based on the submitted Flood Risk Assessment, which did not comply with the requirements for site-specific flood risk assessments in the planning practice guidance. Specific concerns were raised with regard to protecting the integrity of the Floating Harbour Walls, an insufficient proposed mitigation strategy for flood resilience.

Further to comments from the Environment Agency, a revised Flood Risk Assessment was submitted on 31 May 2022. This was again reviewed and the Environment Agency confirmed on 17th June 2022 that they had removed their objection following the concerns being suitably addressed. Notwithstanding the removal of the objection, concern remained regarding the proposed construction method adjacent to the harbour walls. A recommendation for consultation with the Lead Local Flood Authority Structures Team and Harbour Master was made.

The Flood Risk Officer has reviewed the application and confirmed on 4th July 2022 that the application is considered to be acceptable subject to conditions regarding drainage and submission and approval of a flood warning and evacuation plan prior to commencement. A recommendation was given that in the event of planning permission being granted, an approval in principle (AiP) would be required from the Bristol City Council Structures Team to ensure the safety and integrity of the Grade II Listed Harbour Walls.

Subject to the recommended conditions, the application is therefore considered acceptable with regard to Flood Risk.

G. NATURE AND ECOLOGY

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Policy BCAP22 in the Bristol Central Area Plan (2015) states that development adjacent to waterways will be expected to preserve and enhance the existing biodiversity and sustainable drainage role of the waterway, its banks and immediate environs through the protection and enhancement of existing habitats and the creation of new habitats. Increased lighting or high levels of noise that could result in harmful impacts to existing habitats will not be permitted.

Enhancement measures could include the provision of floating reed beds appropriate to the site's townscape and landscape context. Other small-scale habitat creation will be sought on-site where the provision of measures within the waterway itself is not appropriate, for instance where it would conflict with the continued need to provide space for boat moorings, maritime traffic and waterway access.

In this instance, there are existing moorings on the Floating Harbour in front of the site and it is an active waterway with ferry routes and space required for the turning of ferries. As such, some enhancement measures are offered by way of the additional trees proposed for Canon's Road.

The Ecology Officer has reviewed the application and has not raised any objection subject to the imposition of conditions if planning permission is granted.

H. DOES THE PROPOSED DEVELOPMENT SECURE A PACKAGE OF PLANNING OBLIGATIONS TO OFFSET THE IMPACT OF THE DEVELOPMENT ON THE LOCAL INFRASTRUCTURE?

Policy BCS11 of the Core Strategy requires that planning obligations should be secured through the planning process in order to offset the impact of the proposed development on the local infrastructure. With the exception of site-specific requirements, this policy is met through the application of the Community Infrastructure Levy (CIL) which is mandatory.

The total amount to be secured in the event that the proposed development was found to be acceptable and planning permission being granted would be £37,678 which includes £15,000 for the upgrading of the College Green bus stop on Park Street; £13,000 towards replacement of the ferry landing stage and wayfinding signage at the Amphitheatre and £9,678 towards travel plan management and audit fees.

I. COMMUNITY INFRASTRUCTURE LEVY

The CIL liability for this development is £64,913.24

EQUALITIES ASSESSMENT

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

This assessment has been carried out in accordance with the Council's Equality Objectives and in compliance with the Public Sector Equality Duty.

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CONCLUSION

The proposed development would appear as a modern office block and sit discordantly within the Bordeaux Quay maritime building setting. It would be of an unacceptable height and would fail to respond to the special character of this part of the City Docks Conservation Area and would harm the setting of the adjacent City and Queen Square Conservation Area on the opposite side of the Floating Harbour.

It would dominate and therefore harm the setting of the adjacent Grade II Listed W Shed (Watershed Building) and would interrupt key views within the City Docks Conservation Area, views into the College Green Conservation Area and out of the City and Queen Square Conservation Area. It would harm or remove views of the Grade I Listed Cathedral and Grade II* Listed Cathedral School compound and views of the cascading topography from the south and east sides of the Floating Harbour.

The design and materiality would fail to respond to the setting of the area and would therefore fail to preserve or enhance the special character of the City Docks Conservation Area.

It is acknowledged that there would be some limited improvements to the public realm, particularly on Canon's Road, however the reduction in height of the overhang above the Quayside Walkway, a primary pedestrian route, is considered to harm the public realm.

The public benefits offered are considered to be limited and fail to outweigh the harms identified. As such, the application is recommended for refusal on the following grounds:

- Failing to preserve or enhance the special character of the City Docks Conservation Area.
- Harm to the setting of Queen Square and College Green Conservation Area.
- Poor design that fails to respond to the prevailing street scene in terms of height, scale, massing, materiality.
- Failure to enhance or improve a continuous, accessible part of the Quayside walkway by reducing the head height of the section in front/below the proposed building.

EQUALITIES ASSESSMENT

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

RECOMMENDED REFUSE

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

Reason(s)

1. The proposed development, by reason of its scale, massing, materiality, design and location would interrupt, limit or remove key views within the Conservation Area, views from the adjacent City and Queen Square Conservation Area and into the College Green Conservation Area, specifically with regard to key and glimpsed views of the Grade I Listed Cathedral.

The development would be oversized and incongruous with its setting and would fail to reflect

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the special architectural and maritime heritage that forms the special interest of this part of the City Docks Conservation Area. It would sit uncomfortably within its setting and dominate nearby buildings including the adjacent Grade II Listed W shed and would fail to respond to the historic proportions and materiality of development in this section of the Floating Harbour.

The introduction of large-scale office building with leisure use at ground floor level in this important and prominent location would fail to enhance Harbourside's role as an informal leisure destination and the character and appearance of the office building would fail to preserve or enhance the setting of the Floating Harbour within the City Docks Conservation Area.

The proposed overhang of the upper floors over the Quayside Walkway would reduce the head-height unacceptably from the existing situation, resulting in a more oppressive and off-putting section of the route, harming the amenity and accessibility of a primary pedestrian route.

The proposed development would therefore fail to preserve or enhance the City Docks Conservation Area, pose unacceptable harm to the setting of nearby and adjacent Listed buildings and the setting of nearby Conservation Areas.

The application is therefore contrary to policies BCS21 and BCS22 of the Bristol Core Strategy, DM22, DM26, DM27, DM30, DM31, of the Site Allocations and Development Management Policies (2014) and BCAP30, BCAP32 and BCAP41 of the Bristol Central Area Plan (2015) the City Docks Conservation Area Character Appraisal (2011), The Planning (Listed Buildings and Conservation Area) Act 1990 and National Planning Policy Framework (NPPF) (2021).

Advice(s)

1. Refused Applications Deposited Plans/Documents

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

154140-STL-XX-00-DR-A-09001 Site location plan, received 4 February 2022
 154140-STL-XX-ZZ-DR-A-E1006 Existing site layout, received 4 February 2022
 154140-STL-XX-ZZ-DR-A-09002 Proposed block plan, received 4 February 2022
 154140-STL-XX-00-DR-A-E1000 Existing level 00, received 4 February 2022
 154140-STL-XX-00-DR-A-01000 Proposed level 00, received 4 February 2022
 154140-STL-XX-01-DR-A-E1002 Existing level 01, received 4 February 2022
 154140-STL-XX-01-DR-A-01001 Proposed level 01, received 4 February 2022
 154140-STL-XX-02-DR-A-E1004 Existing level 02, received 4 February 2022
 154140-STL-XX-02-DR-A-01002 Proposed level 02, received 4 February 2022
 154140-STL-XX-M1-DR-A-E1001 Existing mezzanine level 00, received 4 February 2022
 154140-STL-XX-M2-DR-A-E1003 Existing mezzanine level 01, received 4 February 2022
 154140-STL-XX-03-DR-A-01003 Proposed level 03, received 4 February 2022
 154140-STL-XX-XX-DR-A-E2000 Existing North/South elevations, received 4 February 2022
 154140-STL-XX-XX-DR-A-E2001 Existing East elevation, received 4 February 2022
 154140-STL-XX-XX-DR-A-E2002 Existing West elevation, received 4 February 2022
 154140-STL-XX-XX-DR-A-E2100 Existing context elevation, received 4 February 2022
 154140-STL-XX-XX-DR-A-02000 P04 Proposed North/South elevations, received 24 May 2023
 154140-STL-XX-XX-DR-A-02001 P4 Proposed East elevation, received 24 May 2023
 154140-STL-XX-XX-DR-A-02002 P4 Proposed West elevations, received 24 May 2023
 154140-STL-XX-XX-DR-A-02100 P4 Proposed context elevation, received 24 May 2023

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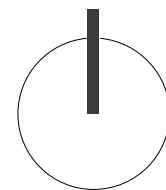
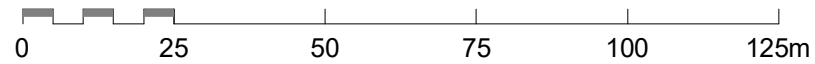
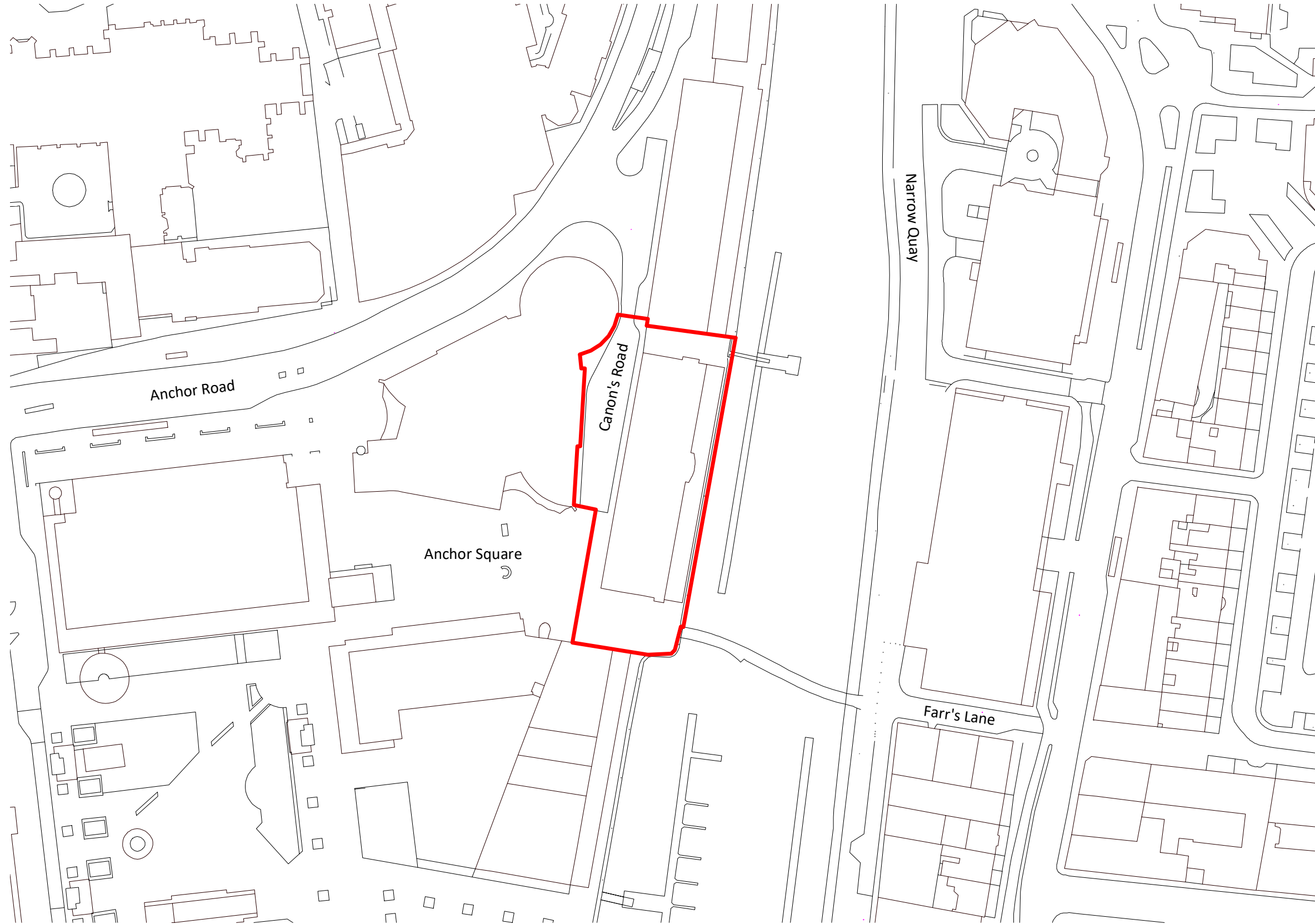
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154140-STL-XX-XX-DR-A-E3000 Existing long section, received 4 February 2022
154140-STL-XX-XX-DR-A-E3001 Existing short section, received 4 February 2022
154140-STL-XX-ZZ-DR-A-01004 Proposed roof plan, received 4 February 2022
Illustrative landscape arrangement, received 4 February 2022
3330_L_GA_0_01 F Landscape general arrangement, received 14 March 2023
3330_L_HW_03_02 Terrace planter detail, received 4 February 2022
3330_L_HW_03_01 Terrace section detail, received 4 February 2022

Supporting Documents

U-Shed Supporting Documents

1. Site Location Plan
2. Proposed Site Plan
3. Existing East Elevation
4. Existing West Elevation
5. Existing North and South Elevations
6. Proposed East Elevation
7. Proposed West Elevation
8. Proposed North and South Elevations
9. Existing Context Elevations
10. Proposed Context Elevations
11. Full Conservation Officer Comments



Site Boundary

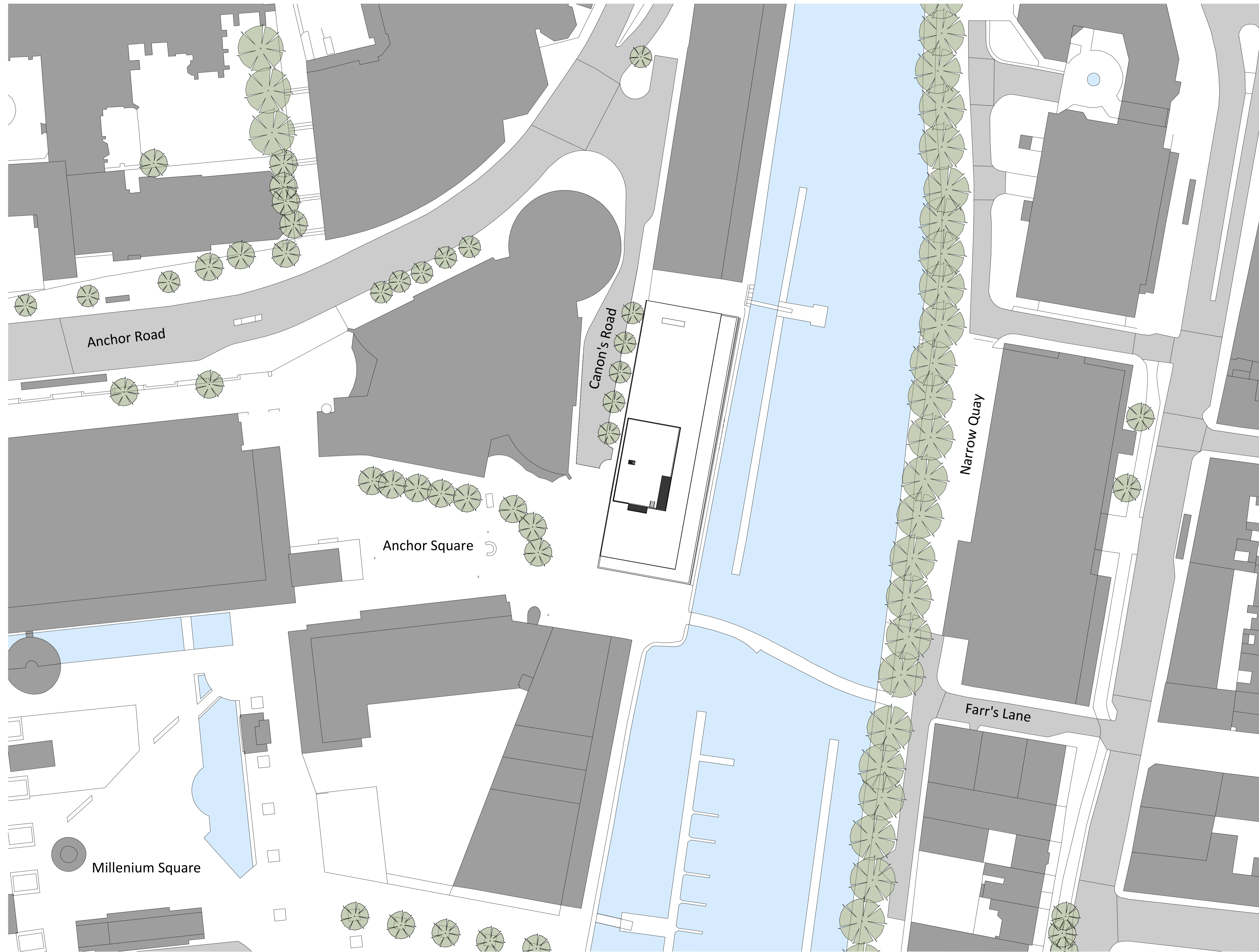
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STATUS	REV	DATE	DESCRIPTION	
CLIENT				REVISED BY
CBRE Investment Management				MS
CHECKED BY				TR
ORIGINATOR NO				154140

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PROJECT
U Shed

DRAWING TITLE
Location Plan

SUITABILITY STATUS	SCALE
PL : PLANNING	1 : 1250 @ A3

PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS. NUMBER	REVISION
154140-STL-XX-00-DR-A-09001	PL02



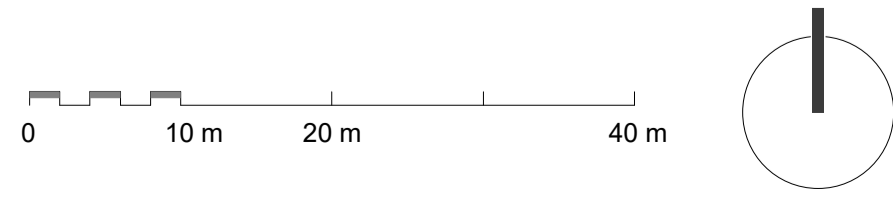
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STATUS	REV	DATE	DESCRIPTION	CLIENT
				MS
				CHECKED BY
				TR
				ORIGINATOR NO
				154140

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DRAWING TITLE
Site Plan - Proposed

SUITABILITY STATUS	SCALE
PL : PLANNING	1 : 500 @ A1

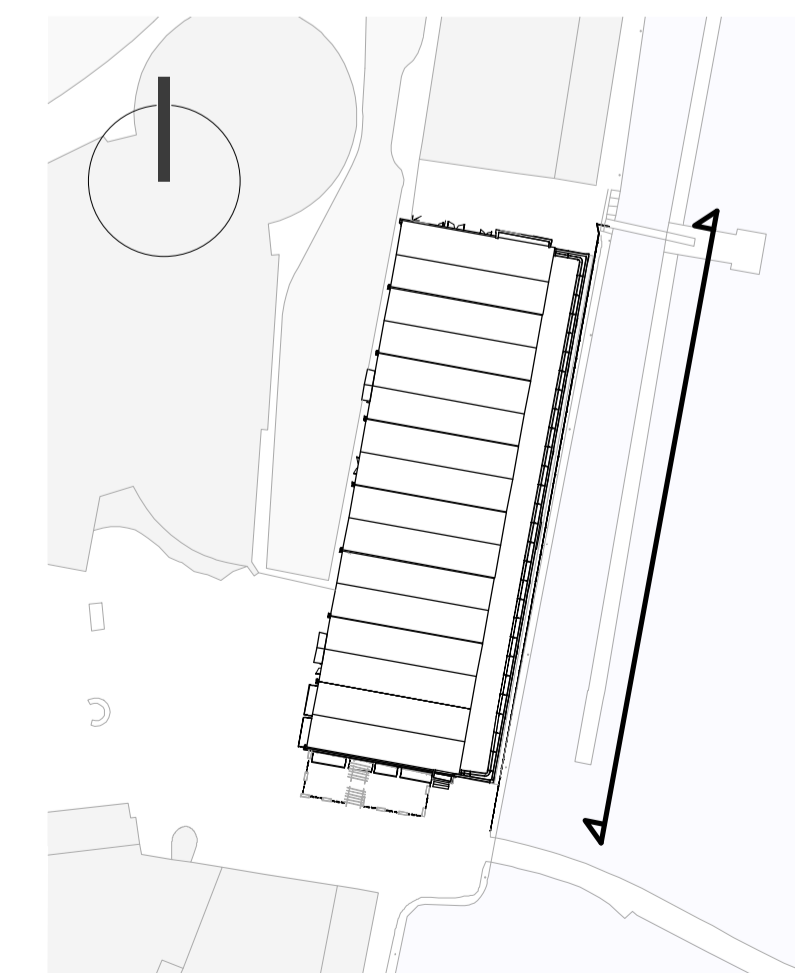
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER	REVISION
154140-STL-XX-ZZ-DR-A-09002	PL02





① East Elevation Existing
1:100

- ① Copper Coloured Metal Cladding
- ② Dark Grey Metal Louvered Panels
- ③ Black Framed Curtain Wall Glazing System
- ④ Decorative Black Metal Panels
- ⑤ Timber Wall Panels
- ⑥ Grey Signage Zone
- ⑦ Light Grey Wall Panels
- ⑧ Concrete Wall Finish
- ⑨ Grey Standing Seam Pitched Roof
- ⑩ Grey Metal Cladding
- ⑪ Red Brick Wall Finish
- ⑫ Solid Grey Curtain Wall Panels with Black Mullions



PL	PL02	14/01/22	PLANNING ISSUE	REVISOR
STATUS	REV	DATE	DESCRIPTION	BY
CLIENT				MS
CBRE Investment Management				TR
ORIGINATOR NO				154140

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DRAWING TITLE
East Elevation - Existing

SUITABILITY STATUS
PL : PLANNING

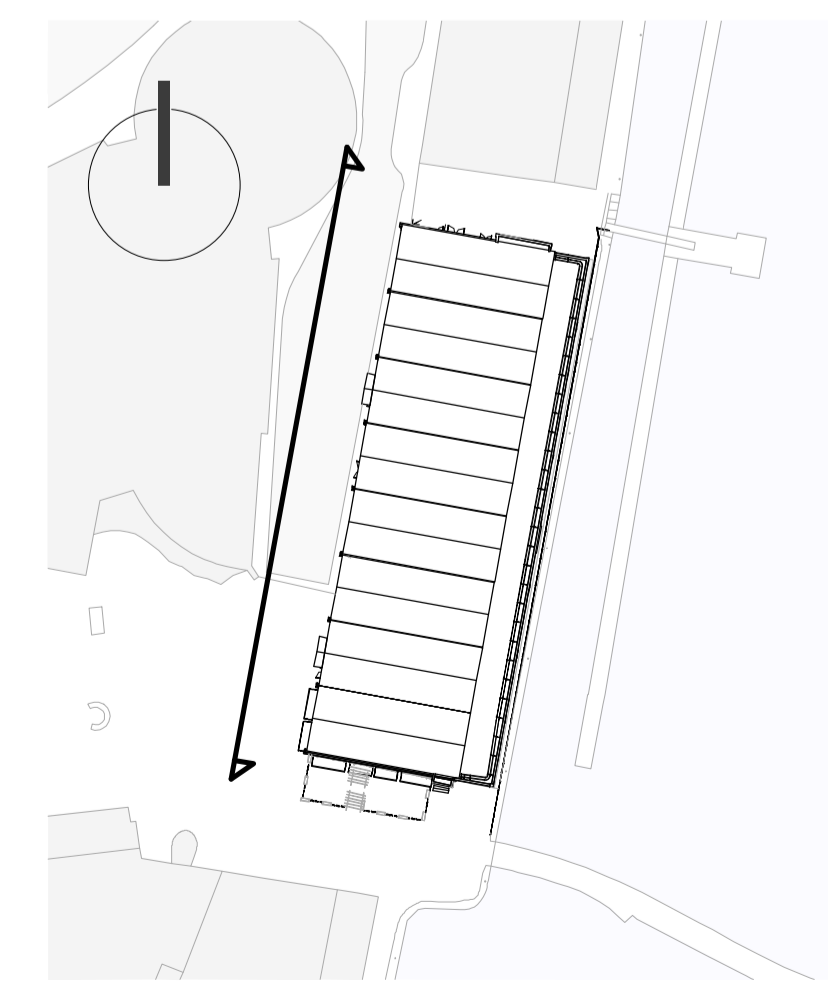
SCALE
As indicated @ A1

PROJECT | ORIGINATOR | ZONE | LEVEL | TYPE | ROLE | CLASS | NUMBER | REVISION
154140-STL-XX-XX-DR-A-E2001 | **PL02**



1 West Elevation Existing
1 : 100

- 1 Copper Coloured Metal Cladding
- 2 Dark Grey Metal Louvered Panels
- 3 Black Framed Curtain Wall Glazing System
- 4 Decorative Black Metal Panels
- 5 Timber Wall Panels
- 6 Grey Signage Zone
- 7 Light Grey Wall Panels
- 8 Concrete Wall Finish
- 9 Grey Standing Seam Pitched Roof
- 10 Grey Metal Cladding
- 11 Red Brick Wall Finish
- 12 Solid Grey Curtain Wall Panels with Black Mullions

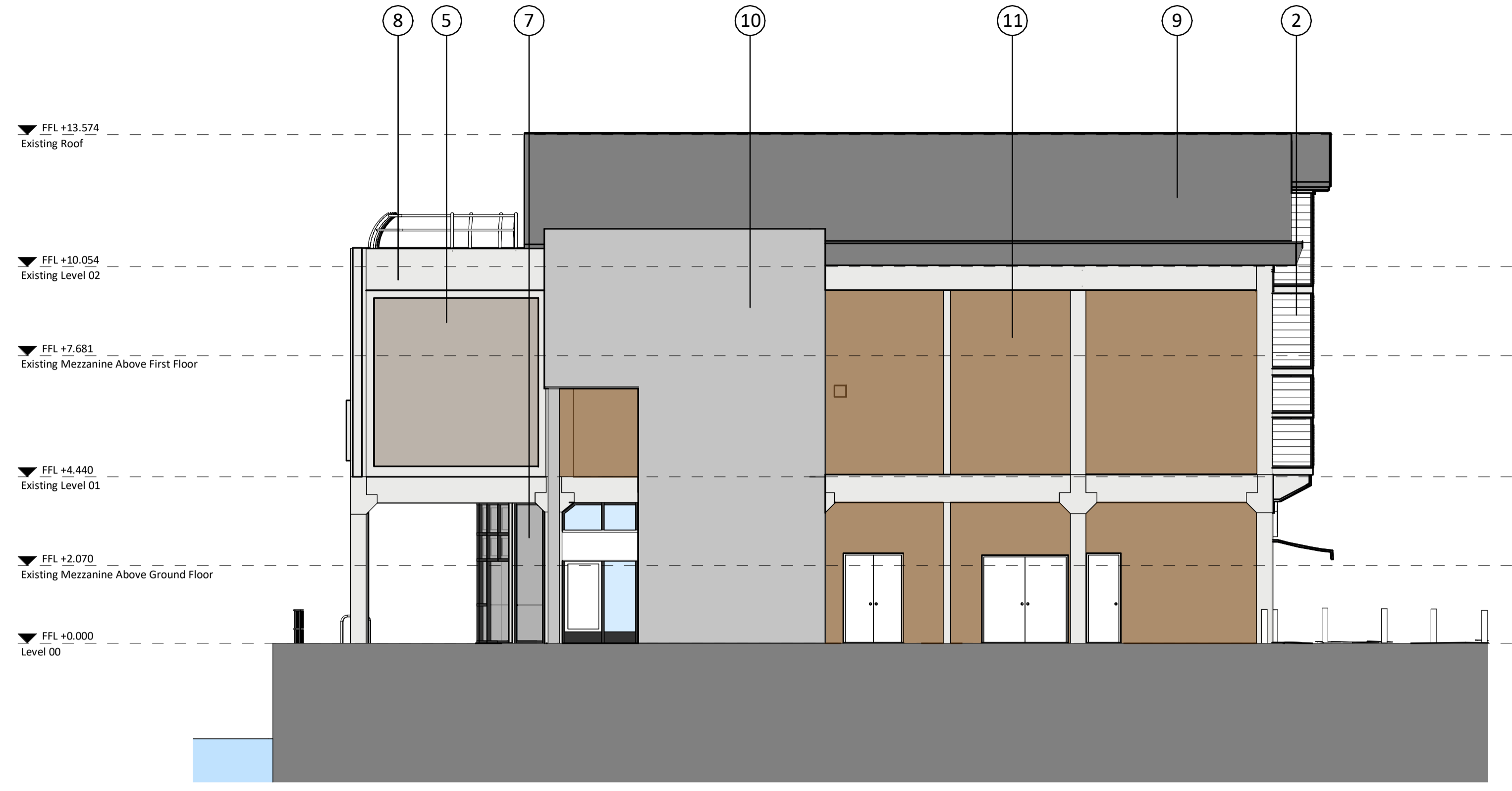


PL	PL02	14/01/22	PLANNING ISSUE	REVISOR
STATUS	REV	DATE	DESCRIPTION	BY
CLIENT				MS
CBRE Investment Management				TR
ORIGINATOR NO				154140

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DRAWING TITLE
West Elevation - Existing

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER	REVISION
154140-STL-XX-XX-DR-A-E2002	PL02

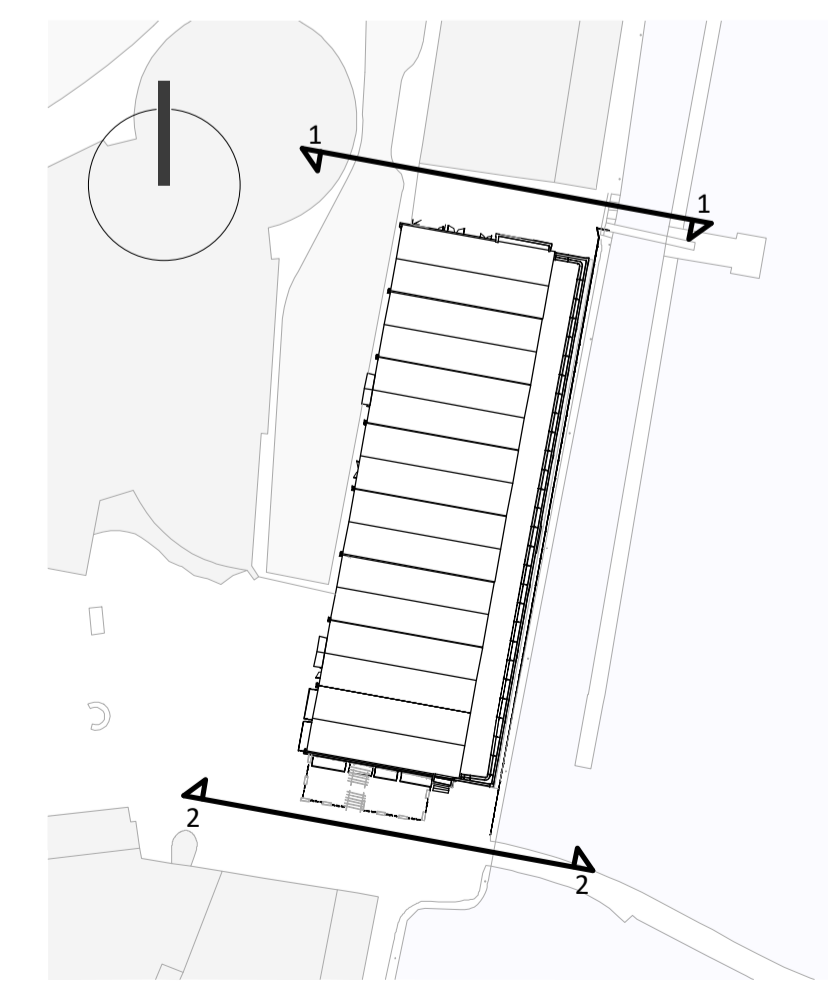


① North Elevation Existing
1 : 100

- ① Copper Coloured Metal Cladding
- ② Dark Grey Metal Louvered Panels
- ③ Black Framed Curtain Wall Glazing System
- ④ Decorative Black Metal Panels
- ⑤ Timber Wall Panels
- ⑥ Grey Signage Zone
- ⑦ Light Grey Wall Panels
- ⑧ Concrete Wall Finish
- ⑨ Grey Standing Seam Pitched Roof
- ⑩ Grey Metal Cladding
- ⑪ Red Brick Wall Finish
- ⑫ Solid Grey Curtain Wall Panels with Black Mullions



② South Elevation Existing
1 : 100

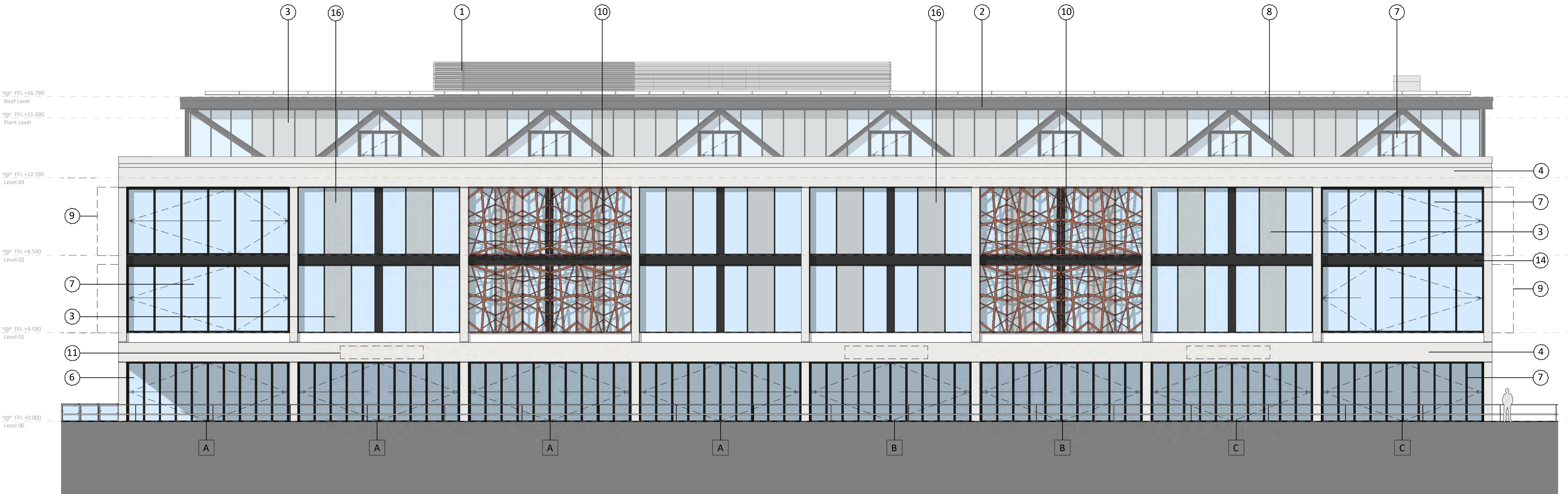


PL	PL02	14/01/22	PLANNING ISSUE	
STATUS	REV	DATE	DESCRIPTION	
CLIENT	CBRE Investment Management			REVISED BY MS
				CHECKED BY TR
				ORIGINATOR NO 154140

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DRAWING TITLE
North & South Elevations - Existing

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER 154140-STL-XX-XX-DR-A-E2000	REVISION PL02



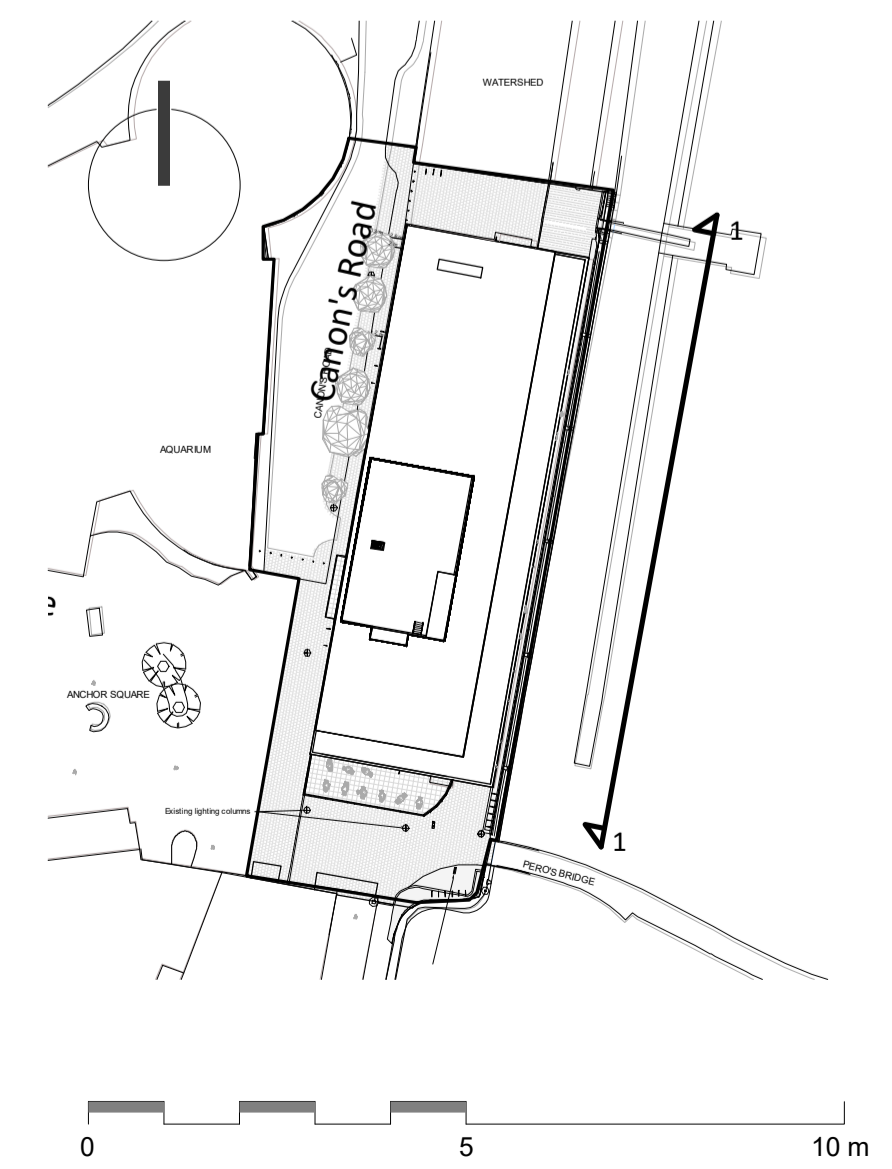
1 Proposed - East Elevation
1 : 100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvered Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Commercial/Retail/F&B/Bar Unit 1
- B Commercial/Retail/F&B/Bar Unit 2
- C Commercial/Retail/F&B/Bar Unit 3

22.05.23 Design Changes Post Initial Submission:

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building

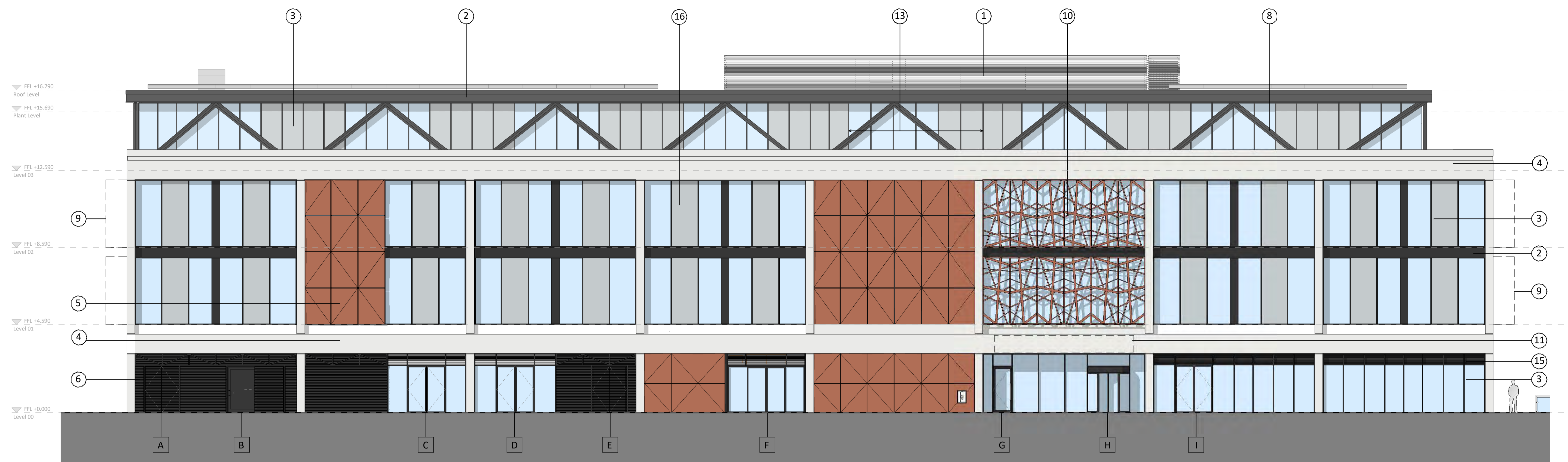


SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT			REVISOR
CBRE Investment Management			CS
			CHECKED BY
			TR
			ORIGINATOR NO
			154140

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DRAWING TITLE
East Elevation - Proposed

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated
	@ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER	REVISION
154140-STL-XX-XX-DR-A-02001	P04



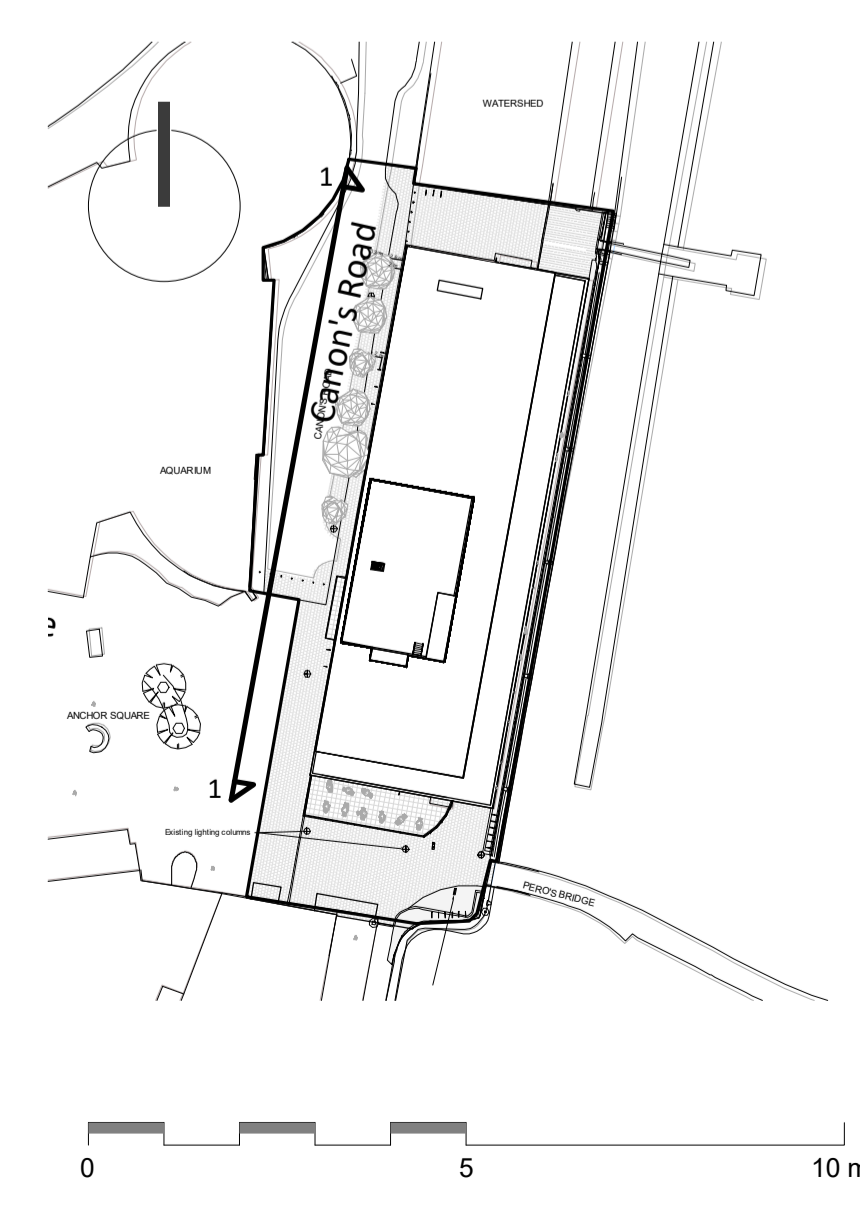
1 Proposed - West Elevation
1 : 100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvered Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Substation
- B Bin Store
- C Commercial/Retail/F&B/Bar Unit 3
- D Commercial/Retail/F&B/Bar Unit 2
- E District Heating Substation
- F Cycle Store
- G Office Entrance Pass Door
- H Main Office Entrance Door
- I Commercial/Retail/F&B/Bar Unit 1

22.05.23 Design Changes Post Initial Submission:

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building



SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT	CBRE Investment Management		REVISOR BY CS
			CHECKED BY TR
			ORIGINATOR NO 154140

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DRAWING TITLE
West Elevation - Proposed

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER 154140-STL-XX-XX-DR-A-02002	REVISION P04



1 Proposed - North Elevation
1:100



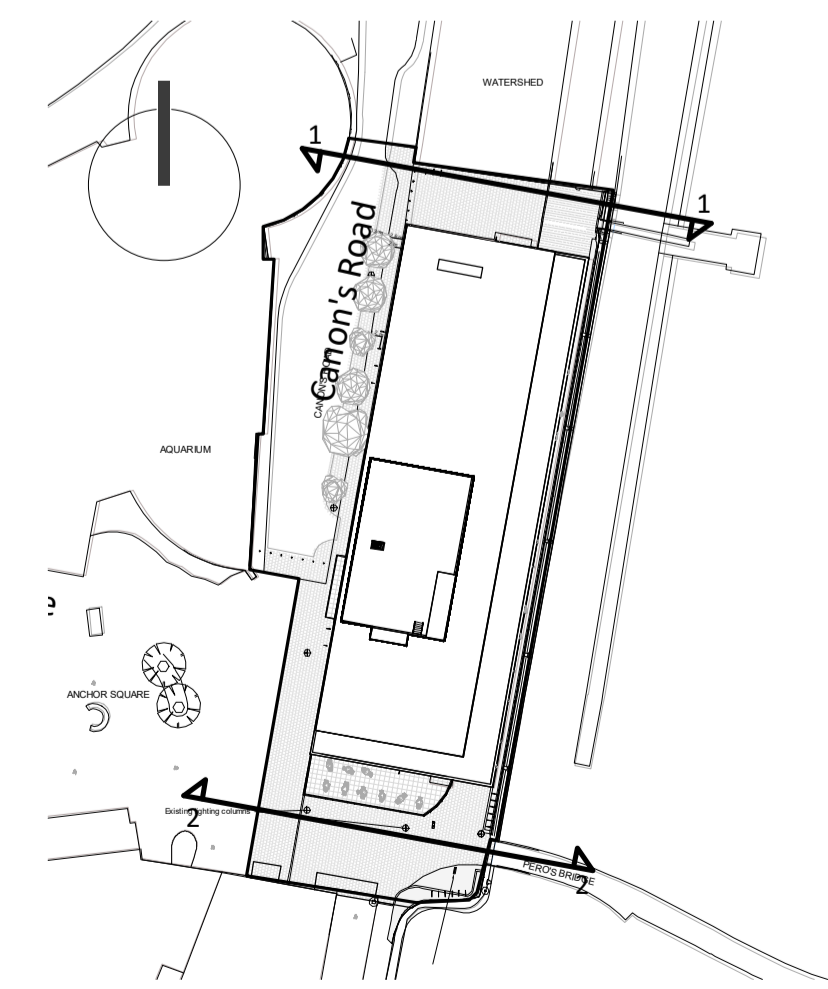
2 Proposed - South Elevation
1:100

- 1 Light Grey Metal Horizontal Louvered Plant Enclosure
- 2 Black Metal Profiled Capping Strip to Roof Edge
- 3 Black Framed Curtain Wall Glazing System With Clear Glazing
- 4 Concrete Framing Elements in Front of Steel Superstructure
- 5 Brick Coloured 3D Triangular Patterned Cladding System
- 6 Black Metal Horizontal Louvered / Faux Louvered Wall Finish
- 7 Black Framed Sliding Folding Curtain Walling
- 8 Black Angled Structural Steel Columns
- 9 Extent of Folding Windows When Open
- 10 Corten Effect Metal Perforated Panels in Front of Glazed Curtain Walling
- 11 Indicative Signage Zones Subject to Advertisement Consent
- 12 PV Panel Zone
- 13 Obscure Glazing to Curtain Walling
- 14 Black Metal Profiled Capping Strip to Floor
- 15 Louvred Panels Within Curtain Walling System
- 16 Look-alike glass spandrel panel with insulated backing

- A Fire Escape
- B Switch Room
- C Commercial/Retail/F&B/Bar Unit 1
- D Commercial/Retail/F&B/Bar Unit 3

22.05.23 Design Changes Post Initial Submission:

- Material change to triangulated panels and mesh screens - corten steel.
- Hit and miss spandrel panels
- Vertical 300mm wide mullion added to fenestration bays introduced to reduce overall glazing ratio to within LETI range
- Colonnade soffit pushed up to same height as existing building

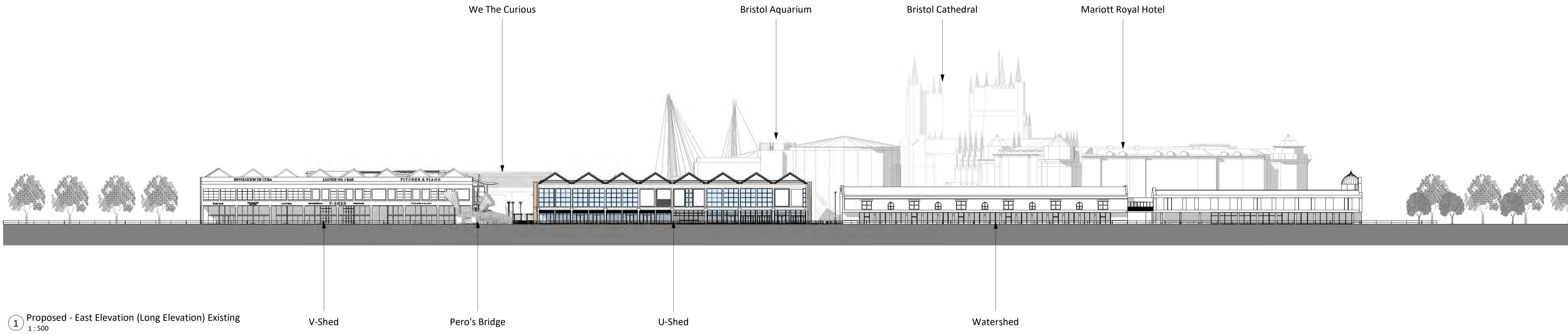


SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT			REVISOR
CBRE Investment Management			CS
			CHECKED BY
			TR
			ORIGINATOR NO
			154140

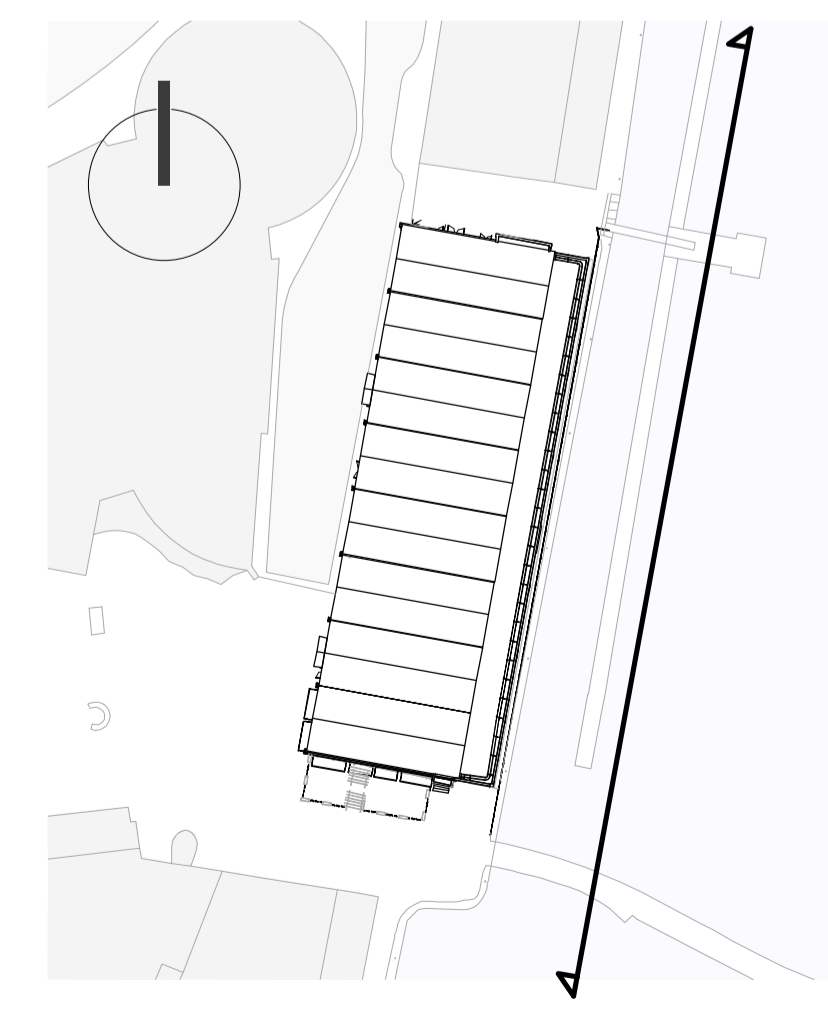
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DRAWING TITLE
North & South Elevations - Proposed

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated
	@ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER	REVISION
154140-STL-XX-XX-DR-A-02000	P04



1 Proposed - East Elevation (Long Elevation) Existing
1:500



0 10 m 20 m 40 m

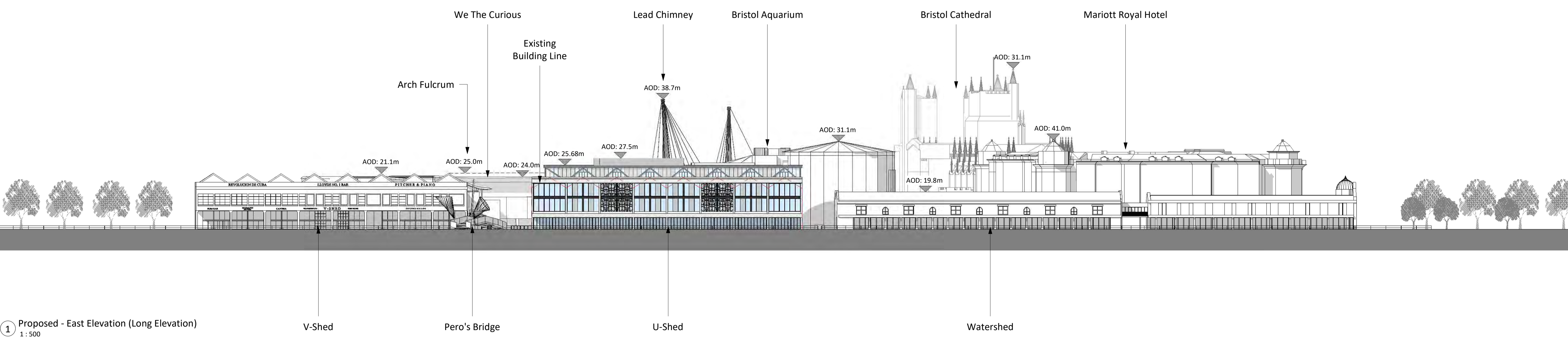
PL	PL02	14/01/22	PLANNING ISSUE	
STATUS	REV	DATE	DESCRIPTION	
CLIENT	CBRE Investment Management			REVISED BY MS
				CHECKED BY TR
				ORIGINATOR NO 154140

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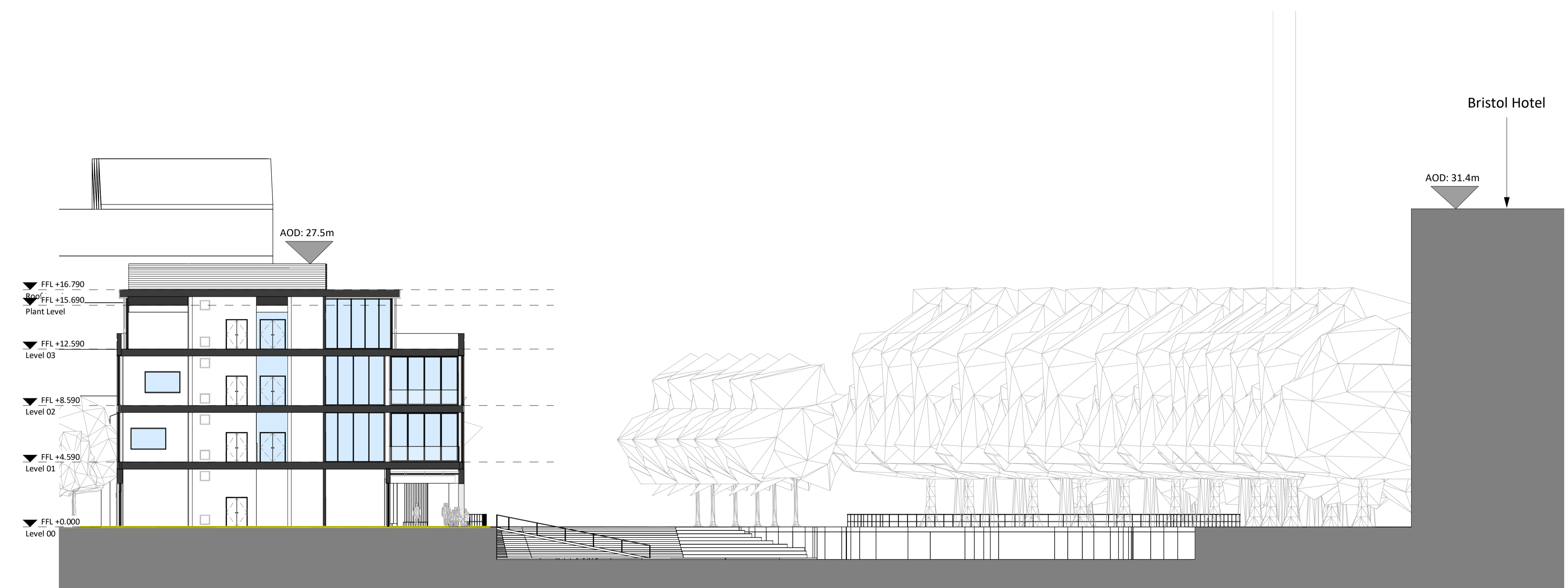
DRAWING TITLE
Context Elevations - Existing

SUITABILITY STATUS PL : PLANNING	SCALE As indicated @ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER 154140-STL-XX-XX-DR-A-E2100	REVISION PL02

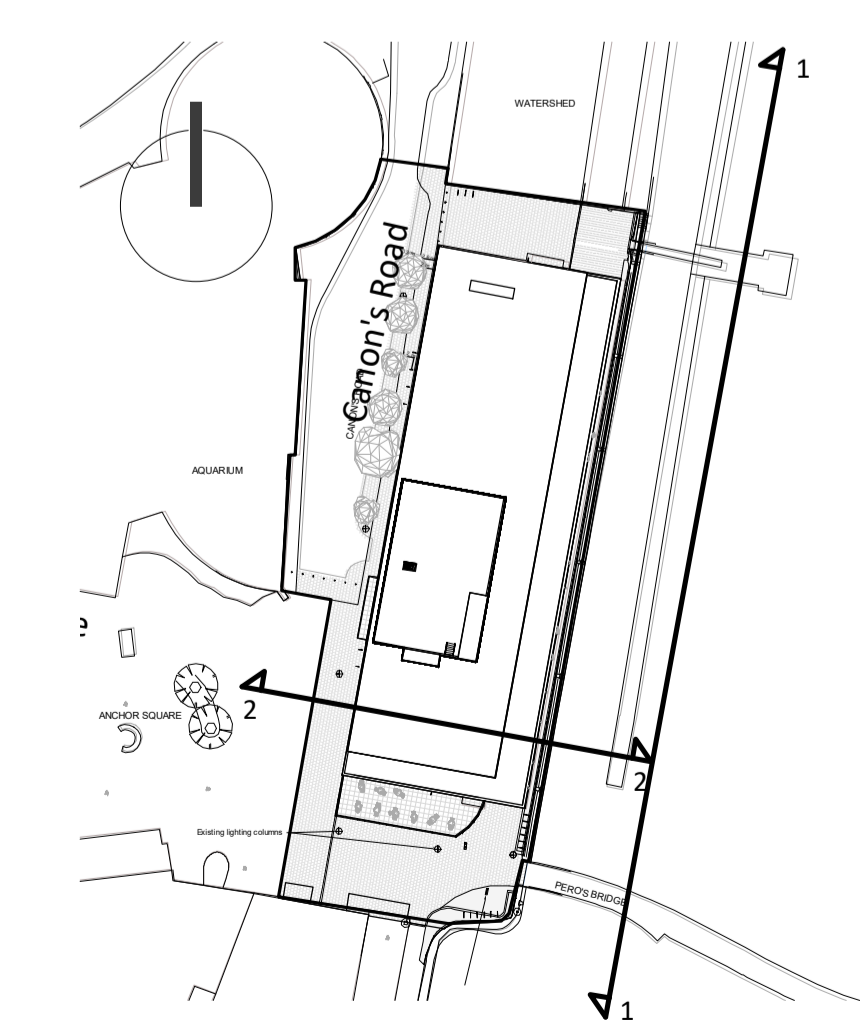
* Building height acquired from VU.City



1 Proposed - East Elevation (Long Elevation)
1 : 500



3 Harbour Section - Proposed
1 : 200



SZ	P04	22/05/23	Revised Elevations
PL	PL02	14/01/22	PLANNING ISSUE
STATUS	REV	DATE	DESCRIPTION
CLIENT			REVISOR
CBRE Investment Management			CS
			CHECKED BY
			TR
			ORIGINATOR NO
			154140

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DRAWING TITLE
Context Elevations - Proposed

SUITABILITY STATUS	SCALE
PL : PLANNING	As indicated @ A1
PROJECT ORIGINATOR ZONE LEVEL TYPE ROLE CLASS NUMBER	REVISION
154140-STL-XX-XX-DR-A-02100	P04

Application Summary

Application Number: 22/00933/F

Address: U Shed, Canons Road

Proposal: Redevelopment of site involving the demolition of existing building to facilitate the erection of a four-storey building comprising offices at upper levels

Case Officer: Ben Royston

Consultee Details

Name: Conservation Section

Address: City Hall, College Green, Bristol, BS1 5TR

Email: Conservation@bristol.gov.uk

Date: 08/12/22

Designated assets impacted:

City Docks Conservation Area

Setting of:

Grade I Listed Bristol Cathedral,

Grade II Listed Transit Shed E (watershed)

Grade II Listed Transit Shed W (Watershed)

Grade II Listed dock walls

Grade II Listed Cabot Tower

Grade II Listed Leadworks – Anchor Road

Grade II Listed Canon's Marsh Goods Shed

Grade II Listed electric cranes on Wapping Wharf

City & Queen Square Conservation Area

Non-designated heritage assets:

V-Shed, Canon's Road

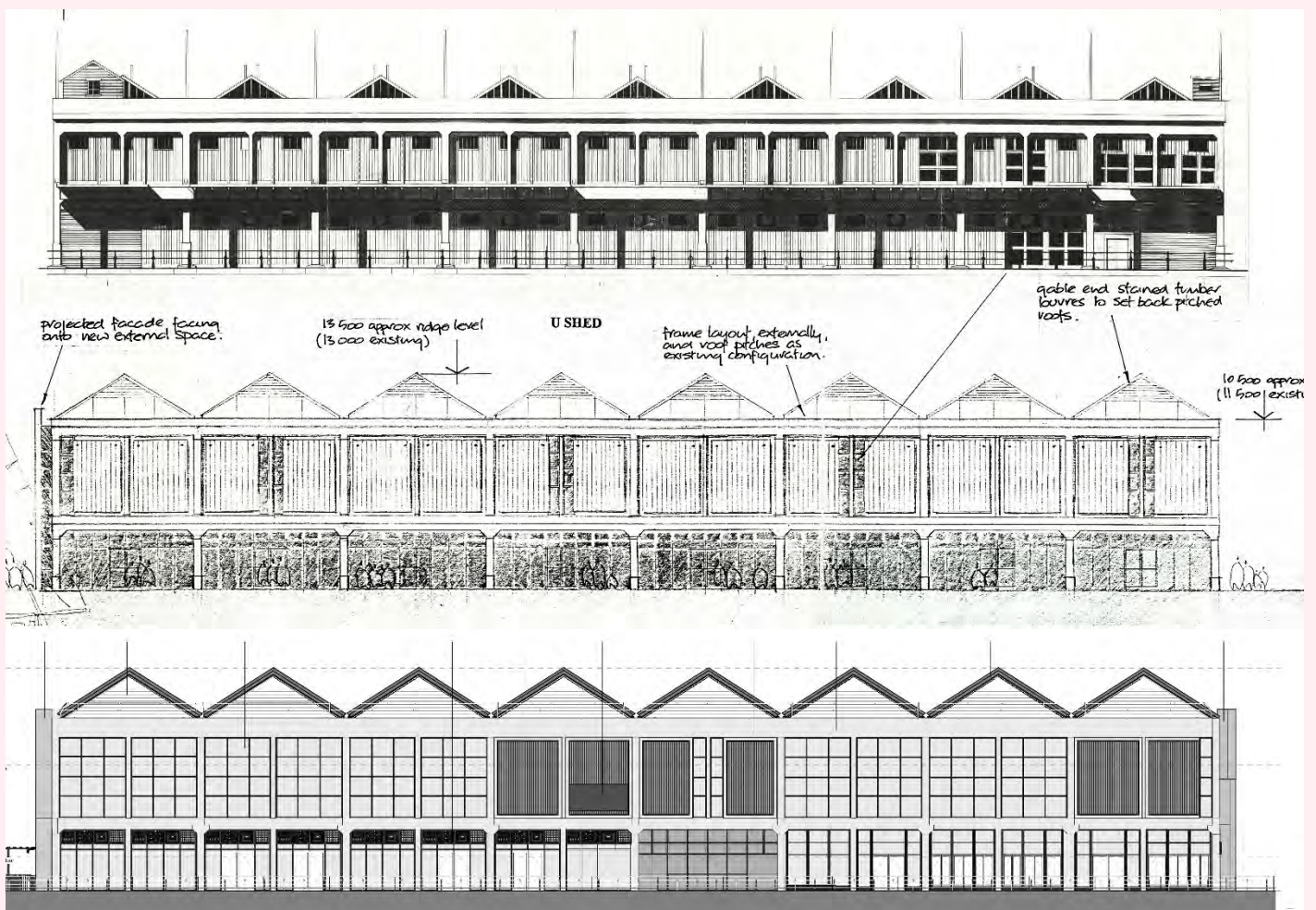
Summary

- 1.1 Proposals pose harm to the architectural and historic character of Listed buildings through a negative impact on their settings, and would fail to preserve or enhance the special character of the Conservation Area. This harm is less than substantial under the definitions of the National Planning Policy Framework (NPPF), but due to its sensitive location and strength of existing character, harm would be towards the higher end of a sliding scale. It remains we are required to place “great weight” in the conservation of those assets and their significance. Proposals are considered to lack the required level of clear and convincing justification for the harm posed or attract a degree of tangible public benefits that would outweigh permanent harm to the historic environment.
- 1.2 We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26, and DM31.

Conservation Recommendation

The Heritage Assets

- 2.1 This application directly impacts the existing building known as U-Shed, a 1990s replacement of the original U-shed, built in 1922-3 with a reinforced concrete frame, brick infill wall panels, saw-tooth roof profile, and rooftop electric cranes completed in 1924 (Bristol Archives 42054/5/1770 & 42054/5/2531). U-Shed, and its partner, V-Shed, followed a similar character to the earlier transit sheds to the north, dating from the 1890s in being a typically long low-profile design architecturally expressing the function of these buildings. They required a long frontage to service docked ships, limited storage for short-term shelter of cargo before quick transshipment away from the docks, and a narrow plan for efficient movement of goods from delivery to dispatch. As a building typology transfer sheds differ from private docks warehouses and bonded warehouses that were commonly designed for long-term storage and required greater scale and volume. the Grade II-Star Listed Bush Warehouse on the East side of St Augustine's Reach is a good example of their contrasting form.
- 2.2 Following the pattern set by U-Shed, V-Shed was built by the city in 1926 to a very similar design and attached to it to the south. V-Shed retains its original cast-in-situ concrete frame and saw-tooth roof profile still characteristically set-back from the waterfront parapet; this was intended to accommodate the since-removed rooftop cranes. The original frame has been adapted and new infill panels introduced that retain the proportions, rhythm, material and industrial character.
- 2.3 Planning application drawings from 1993 illustrate both U-shed and V-Shed buildings as they then appeared, and broadly as they'd been originally designed. Historic photos show the saw-tooth roofs of U and V-Sheds largely obscured from close views behind parapets on the dockside, were a consistent feature from construction down to the present day.



Top: Appearance of U-Shed in 1993 before replacement. Middle: The consented replacement building intended to be a close copy of the original. Bottom: the building as it currently appears. (all to the same scale)

Conservation Recommendation

- 2.4 In 1996 consent was granted for the demolition of U-shed only, and the refurbishment of its partner. The consent was granted based on the poor structural condition of the building and its proposed replacement with a building that closely matched the scale, material, and character of the original building. The new building had eight bays, not the original nine, and consequently the saw-tooth profile is more pronounced. Its projection further forward over the former crane area than the original introduces further visual difference with its original partner at V-Shed, however, the intention to replicate the effect of the original building is clear .
- 2.5 Other design changes introduced in 1996 to the building's façade rhythm and proportions of the frame and infill elements, and subsequent replacement of weathered timber infill walls with glazing have impacted the original intention to replicate the appearance of the demolished 1922 U-Shed building. Despite minor differences introduced in the rebuild, the two buildings remain visually similar, with a shared material pallet and industrial character. Both are identified as "character buildings" that contribute to the Conservation Area.
- 2.6 The saw-tooth roofs of both sheds are most prominent on the west elevations towards Anchor and Millennium squares, but also contribute to views around St Augustine's reach and the south side of the docks. These roofs are described in the Conservation Area Character Appraisal for the Canon's Marsh character area as: "Pitched and gabled roofs, or 'M' roofs concealed behind parapets". The regular, repetitive, gables express an industrial aesthetic and the vigour of the serrated skyline adds visual interest to the area. Glimpsed views across these roofs allow appreciation of the most important Listed building in the area: Grade I Listed Bristol Cathedral.
- 2.1 The legibility of the Cathedral in the docks area is important as part of its architectural and historic significance. All the land between it and the water edge was historically part of the original Abbey's demise, and the prominent position elevated above the docks emphasised the power and influence of the medieval church. The three landmark towers of the church are a visual focus for numerous views across the Docks Conservation Area and further afield. Even glimpsed views within the area are important in ensuring the building retains its architectural and topographical dominance. The Conservation Area Character appraisal states:

"Glimpsed Views (GV) - allow intriguing glances via gaps or intimate routes that permeate the local area. They make an important contribution to local character and distinctiveness"



Above: The view from Narrow Quay illustrating the architectural and visual prominence of the Cathedral in dockside views. V-shed on 1926 is on the left, with U-Shed on the right. The visual effect of the saw-tooth roof profile adds skyline interest. 39 degree field of view from Narrow Quay

Conservation Recommendation



An example of glimpsed views of the Cathedral tower and pinnacles appearing above the saw-tooth roof of U-Shed. The historic relationship between the church, Abbey, and the medieval St Augustine's Reach is part of the significance of both features. 39 degree field of view from Narrow Quay

2.2 Views of the Cabot Tower are also defined in the Conservation Area character appraisal as important, as are those of the Grade II Listed former leadworks chimney on Anchor Square. These Listed buildings coalesce into a single stacked composition framed between V and U-sheds in glimpsed views from Narrow Quay, where the current outside seating area for "The Architect" is set.



The coalescing of Landmark Listed structures, The three Cathedral towers, Cabot Tower, and leadworks chimney framed between U and V sheds. 39 degree field of view from Narrow Quay

Conservation Recommendation

- 2.3 To the north of U-Shed are two earlier transit sheds, now forming the Watershed media centre. These are both individually Grade II listed. Both are more traditional in form, with wide pitched roofs running their length. Cranes were not integrated into the roof like the later transit sheds but were attached along the dock frontage of the building. These transit sheds did set the overall character along the west side of St Augustine's Reach (the Reach) in the following decades, with the same practical long and low-profile sheds maximised for dockside exposure, and a narrow platform suitable for quick movement of goods across the floor from quayside to road or track. The incorporation of an open arcade at ground level was also a practical solution allowing access to the ships moored alongside, whilst allowing direct cargo movements by crane at the upper level.
- 2.4 The four buildings along this side of the Reach, together with M-Shed to the south of the dock, are either designed to, or replicate, the clear practical requirements of the transit sheds as a building type and are an architectural expression of those industrial functions. As such they have high evidential value and a group, illustrating how the docks were used and operated until their commercial closure in the 1970s. This is the only part of the Docks that retains these characteristic buildings that, before WWII, were the predominate building type of the docks.



The long, low-slung profile of the transit sheds emphasises the defining horizontals of the Listed dock walls, the surface plane of the water, and the length of St Augustine's Reach. 84 degree field of view from Narrow Quay

- 2.5 The four transit sheds on the west side of the reach, in combination with M-Shed across the docks, characterise this part of the Conservation Area. That character is defined by long, low-lying 2-storey buildings that echo the strong horizontal emphasis of the Listed dock walls and the flat plane of the water. Through the continuity of design, the effect of this series of long planes is to emphasise the length of the quayside and, in long views, focus the eye on the Listed cranes, landmark Pero's Bridge, or back into The Centre from the south. Although the roofs of U-Shed make it physically taller, in long views from The Centre the saw-tooth pitched roof forms helps break-down the building's

Conservation Recommendation

marginally elevated silhouette, helping to retain emphasis on the strong linear thrust of the long, low 2-storey buildings.

- 2.6 The earlier sheds, of red brick and slate are clearly identifiable as different from the later U and V-Sheds, with the solidity of the red brick walls a key characteristic. Although this material is shared with the 1920s sheds the expressed concrete frames make those buildings distinct from their Listed neighbours. Whatever the stylistic differences, all four buildings do share a clearly industrial, maritime, aesthetic, with the continuous arcade at ground floor and timber boarding of shutters and infill panels above. Original and intimated hoist structures on the western, road side, elevation of some of the sheds are also an evocative reminder of the buildings' past use.



The overwhelming character of the south and west sides of St Augustine's Reach in this aligned view is dependent on low-profile, low-slung, development that helps focus the eye on distant views of The Grade II Listed cranes and St Paul's Coronation Road. The pitched roofs and gables recessed back from the parapet help reduce impact on the horizontal emphasis of the combined dockside facades. 39 degree field of view from The Centre promenade

- 2.7 The 2011 City Docks Conservation Area Character Appraisal is helpful in defining the overall special character of the area, its smaller character areas, and the challenges and opportunities that future development in the needs to respond to, to preserving and enhancing it. The development site falls within the Canon's Marsh character area. It should be noted that since it was adopted new buildings in the area have been Listed, including the docks cranes outside M-Shed and Canon's House. These structures now have greater emphasis within the immediate setting of the proposed development. Both structures received statutory Grade II Listing in 2022.

- 2.8 Page 38 of the Character appraisal includes these issues pertinent to the character area:

- Opportunities: "Protecting key views and panoramas in future development management negotiations that may have an impact on the area"

Conservation Recommendation

- Threats: “Loss of views caused by new developments”
- Weakness: “Bland over-scaled facades to modern buildings and sterilisation of character particularly to the west end”

2.9 As a general policy, part 9 of the appraisal states:

“Unsympathetic Infill & New Development New development or infill that fails to respect the character of an area, ignores the predominant building lines, scale, proportions, details or materials, or which obstructs important views or cuts of pedestrian routes, can cause serious harm to the special interest of the Conservation Area.”

and

“9.8 Loss of Views The loss of views, either to key landmarks within or outside the conservation area, or to landscapes or sites beyond is impacting negatively on the character of the Conservation Area. Proposed development north of the Floating Harbour (Building 4) will result in the loss of a key view from the south of the water to the Cathedral.”

Proposals

- 3.1 There is emphasis made in this application on neighbouring developments as examples of taller buildings that might lend weight to the current proposals. It's noted here that the adjacent Waterfront Place development has been strongly objected to by Historic England for its impact on views of the Cathedral is presently being recommended for refusal. There has been no development of The Arc on the roof of Grade II listed Canon's Marsh Goods Shed, but this is a point structure of lightweight appearance, and a kinetic moving structure that doesn't compare to proposed built volume.
- 3.2 It's concerning that the Design & Access Statement submitted differs significantly in the appraisal of heritage assets in the Heritage statement, in a way that suggests designs were developed without reference to the findings of the latter.
- 3.3 Pre-application advice has been given on this site, with the issue of scale and massing being raised within the context of the Conservation Area and the impact on views of the Cathedral and other Listed assets.
- 3.4 The current application seeks consent for complete demolition of the existing 1990s U-Shed building and its replacement on a similar footprint. The proposed new building would increase the scale and massing of the existing building, raising the parapet level effectively an additional storey in height, from 10.5m to 13.7m. The overall building height would be increased from 13.5m at the ridge-height of the saw-toothed roof to 18.6m including the proposed flat-roofed plant room.
- 3.5 Proposed elevational treatments would omit the traditional red brick of the current U-Shed and focus on extensive glazing, profiled metal panels fascia strips, and screens. The top storey would be set back from the new parapet height, with the existing saw-toothed roof evoked with angles structural members within a flat façade below the projecting eaves of a flat roof.
- 3.6 The proposed proportions of the building elevation would be on a wider spaced grid than the existing U-Shed, replacing the 16 horizontal divisions with eight, and an increased height given to the infill panels within the intended expressed frame structure.

Conservation Recommendation

- 3.7 A final important change will be a reduction in height of the existing public arcade forming the public harbour walkway. A current arcade height of around 3.8m will be reduced to 3m.

Assessment and potential mitigation

Is there harm posed by the development? (NPPF para 200):

- 4.1 There is a clear, negative, impact posed on the designated heritage assets and their settings by the proposed development. The intended amplified height, loss of views, loss of characteristic features and materials, and undue emphasis on the structure within an area of strong consistent building character. The setting of the Cathedral would be harmed where the landmark architectural and historic importance of the church, commanding the entrance into the docks, would be diminished. Where the towers of the cathedral are visible in combination with other Listed landmark structures development would pose the greatest harm. Glimpsed views, identified as important within the Conservation Area Character appraisal, would be lost, or heavily impacted by the scale and mass of the proposed block. These issues all contribute to a high degree of harm to the architectural and historic character of the area, albeit not of a “substantial” scale defined by the National Planning Policy Framework (NPPF).
- 4.2 The submitted TVIA identifies a number of viewpoints where development would impact the historic environment. Only 4 of these are progressed as detailed verified views. It is worth discussing issues that each of these views presents. We have been unable to replicate some of the images based on the methodology provided. We note particularly that the visual impact of the proposed building in view 02 and 04 is lessened where the required field of view achieved by a 50mm lens (a 39degree field of view to reflect the human experience) has not been followed and horizon lines not centred in the frame. Equivalent images generated from view city, based on the same coordinates, but with the use of the corrected field of view are presented here in Appendix A.
- 4.3 Viewpoint 02, from Narrow Quay is chosen to show the building as a whole, but the visibility of the surrounding context is limited. The impact of the change in height from the original parameters set in the 1920s, to the proposed is most marked where it abuts adjacent buildings in this view. The Grade II Listed W-shed appears in frame on the right side. The existing relationship is of buildings perceived at similar scale, preserving a consistent character along the line of the Grade II Listed dock wall. The proposed relationship would tend to visually dominate the adjacent Listed building and exceed the height of the landmark drum of the building behind it against the sky. The proposals would have a poor relationship with the existing context in this view and would be overbearing.
- 4.4 View 02 also demonstrates the impact of the loss of the characteristic repetition of the saw-tooth roof. The roofs emphasise the building’s façade rhythms and are a visually attractive skyline feature from this angle; This character would not be replicated in the superficial façade treatments intended to replace them.
- 4.5 The proportions and tight-gridded grain of the building façade would be replaced by a new elevation grid with less detail and wider proportions. The proposed façade would not preserve the intimate character of facades along the west side of the Reach. The replacement of all timber infill elements and windows with a tight grid of glazing bars, with larger expanses of reflective glass would not preserve the traditional industrial aesthetic expressed in the 1990s design. The visual effect of proposals would over-simplify and flatten the façade, leading to a mismatch with its partner building at V-shed and a general undermining of the traditional materials and character of the Conservation Area.

Conservation Recommendation

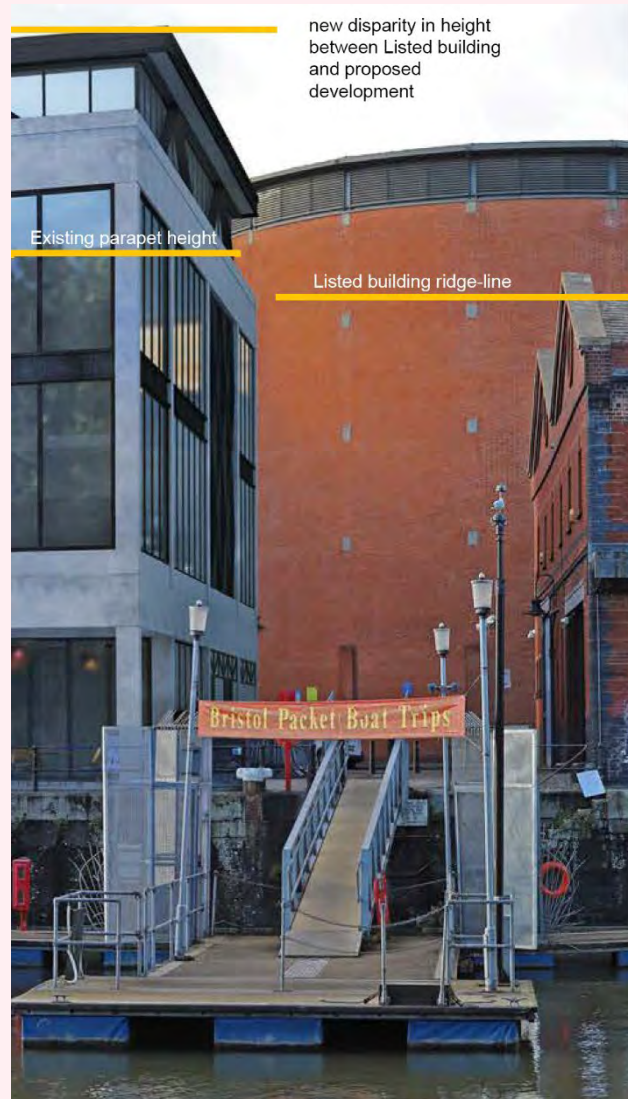
4.6 This view also demonstrates the impact of the reduced head height of the dockside arcade. The selected view fails to include the walkway approaching from W-Shed, but the relationship with the similarly proportioned arcade visible to the left of the building. The generous arcade of V-Shed is matched by that of the existing U-shed in this view, but when the proposals are substituted it shows the disparity in scale of that proposed. The arcade becomes a less dominant feature of the building façade, the visual continuity with its neighbours is impacted, and results in a proportionally mean replacement for the historic structure replicated in the present U-Shed.

4.7 Viewpoint 04 looks towards the building across Anchor Square. The temporary instillation of the sky-view big wheel tends to dominate this angle. As part of this exercise, we should consider the view without that incursion, and the effect of the repeated gable roofs becomes more dominant on the skyline. Although differing from the 1920s roofs the current building replicates and reinterprets the original industrial character of repeated roofs, the expressed structural frame, projecting first floor hoists, and the use of red brick infill panels of the building it replaced.

The visual connection with the partner V-Shed to the south of is best enjoyed from Anchor Square.

4.8 The architectural impact of the corner most prominent in this view has changed from the original 1990s proposals with the replacement of the prominent first floor brick infill panel with an industrial type window with a tight grid of glazing bars dividing the glazing into panes echoing the proportions of the structural grid within which they sit. Above this a series of terracotta toned cladding panels replace the glazed gable. The colour complements, but doesn't match, the red of the brick elsewhere in this façade.

4.9 The loss of the characteristic industrial aesthetic of the expressed saw-tooth roof is the most pronounced and harmful change in this view, but the replacement of traditional materials, proportions, and grain of the façade also diminish the contribution of the existing and proposed buildings. The visually interesting and distinctive character of the existing facade would be replaced by a homogenous block with flattened reflective facades, dark metal cladding panels, and prominent roof-top plant enclosure. Whilst the proposed increase in height has a less damaging impact to Anchor Square there is a diminishing effect posed by the new massing imposed on the 2-storey Listed leadworks and Canon's Marsh goods shed.



Detail of viewpoint 02 showing the new disparity in scale that would occur between the existing Listed W-Shed, and proposed development.

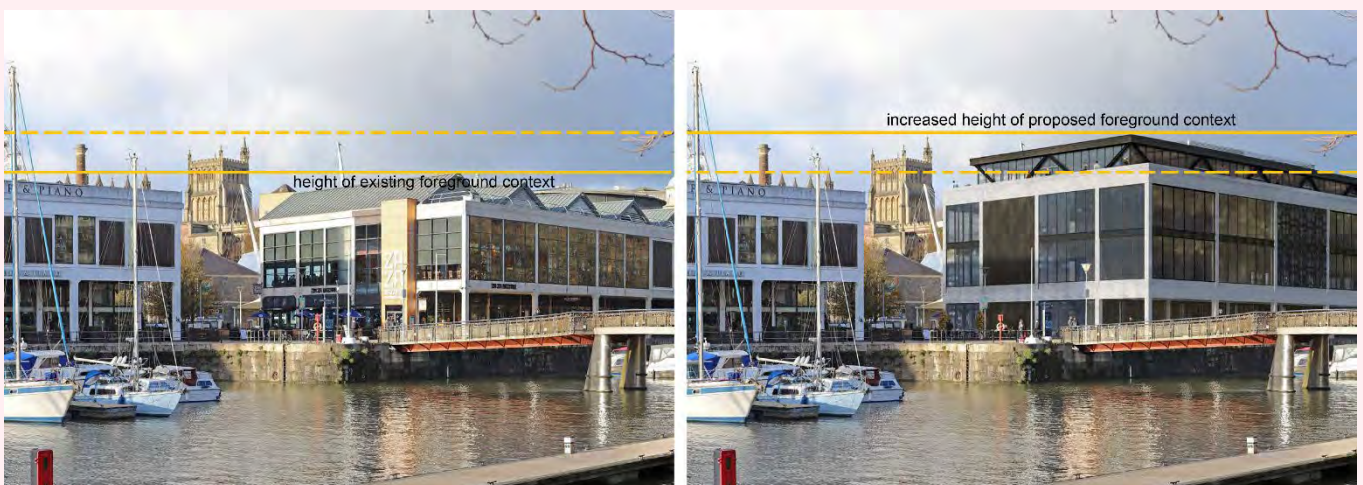
Conservation Recommendation



Detail of viewpoint 04 showing the existing character defined by the saw-tooth pitched roofs, brick, projecting façade features, and elevation detail of traditional style industrial window frames with subdivided panes. The proposed building lacks contextual materials and details that could enliven the massing and ensure a harmonious response to the Conservation Area,

4.10 Viewpoint 08 has been selected to focus attention on framed views of the Grade I Listed central tower of the Cathedral. This view is selective and doesn't show the impact on other Listed structures that appear within this window as part of a dynamic view experienced by walking north up Narrow Quay. The impact of development will be greater outside the confines of this framed view, especially where the Cathedral's to west towers, the Cabot Tower, and Grade II Listed leadworks chimney contribute significantly to closer views experienced along Narrow Quay.

4.11 View 8 is effective in illustrating the impact of amplified scale on the surrounding historic context. In this static view the landmark character of the Cathedral's central tower is diminished on the skyline. The current saw-tooth roof whose pitches ensure a low profile, allowing the more important buildings beyond to impose their contribution on the horizon. The tower and its pinnacles have a clear projection above the generally consistent level of the foreground roofs in this view. The proposed building breaks above the level of the tower on the horizon in the equivalent view, eroding the landmark architectural and historic setting of the Cathedral by exceeding its height in perspective.



Detail of viewpoint 08 showing how the cathedral's central tower and pinnacles projects above the prevailing foreground building height. In perspective, the proposed development would become the more dominant structure on the horizon in this view.

Conservation Recommendation

- 4.12 The characteristic ogee dome of the 1980s extension of the Royal Hotel, College Green, also has a clearly expressed, visually interesting silhouette. Despite its pastiche design it makes a positive visual contribution to the Conservation Area that would also be impacted in this perspective.
- 4.13 The existing view in 08 reveals the importance of the strong horizontal emphasis of the existing transit sheds together. There are visual similarities between V-Shed and U-shed that unite them as character buildings, and the Listed W and E sheds beyond add to a continuous plane of 2-storey facades along the dockside. The low-lying linear character would be interrupted by the proposed building which appears visually bulkier, breaking the consistent horizontal thrust that characterises the west side of St Augustine's reach. Between the existing and proposed view, the façade proportions and texture change from a tight-grained grid, to larger, more relentless glazed façade elements that respond poorly to the more intricate existing rhythms and scale of the adjacent facades.
- 4.14 The loss of the saw-tooth roofline in this view would result in a loss of a distinctive traditional industrial feature that contributes to the industrial and maritime character of the area. Its rectangular profiled replacement fails to preserve or enhance upon this attractive and playful contribution to the skyline. The proposed rooftop plant enclosure further impacts the building's ability to complement the currently eventful and visually stimulating roofscape.
- 4.15 Finally, viewpoint 09 demonstrates similar issues of impact from inappropriate scale and obtrusive massing of the proposed building as view 08, but the impact is amplified by the more oblique angle in which the facades are perceived. The loss of the repeated pitched roofs of the existing U-Shed from this view is particularly pronounced, where sloping pitches and recessive gables add visual interest without obstructing the horizontal thrust of 2-storey facades along St Augustine's Reach.
- 4.16 The southern façade of the existing U-Shed visually continues the scale and industrial aesthetic of its partner V-Shed around the projecting edge and continuing down the dock towards The Centre. The proposed replacement flanking façade would receive greater emphasis in this view, where it would project above existing parapet heights and be distinctly different in scale and proportion from its southern neighbour. The use of dark cladding, larger expanses of glazing, and the additional storey above the parapet line further emphasise the proposed block as different in this scene, adding to the sense of visual incongruity with the three other 2-storey transit sheds.
- 4.17 Impacts on nearby Listed buildings are reduced in this view, where they maintain their topographical and skyline prominence.
- 4.18 This is the extent of the submitted verified views, but the Local Authority has created a scale massing model using VuCity showing the existing and proposed buildings, to understand the visual impact of massing more broadly. A series of diagrams from this analysis is attached in Appendix A. This assessment identified similar issues to the submitted verified views, but there was additional emphasis on the impact on the setting of the Cathedral through loss and incursion into key views. We consider that the landmark character of the Grade I Listed building would be harmed through the loss of legibility within a sensitive location within the Conservation Area, and the obtrusive scale of the proposed massing.
- 4.19 From a series of sequential views along Narrow Quay the impact of the low-slung horizontal emphasis of the buildings was reviewed from the north and east of the site. As with the verified

Conservation Recommendation

views from the south, these indicated that the scale of the building, and the loss of the saw-tooth roof of the existing U-Shed undermined the strength of character along this key frontage.

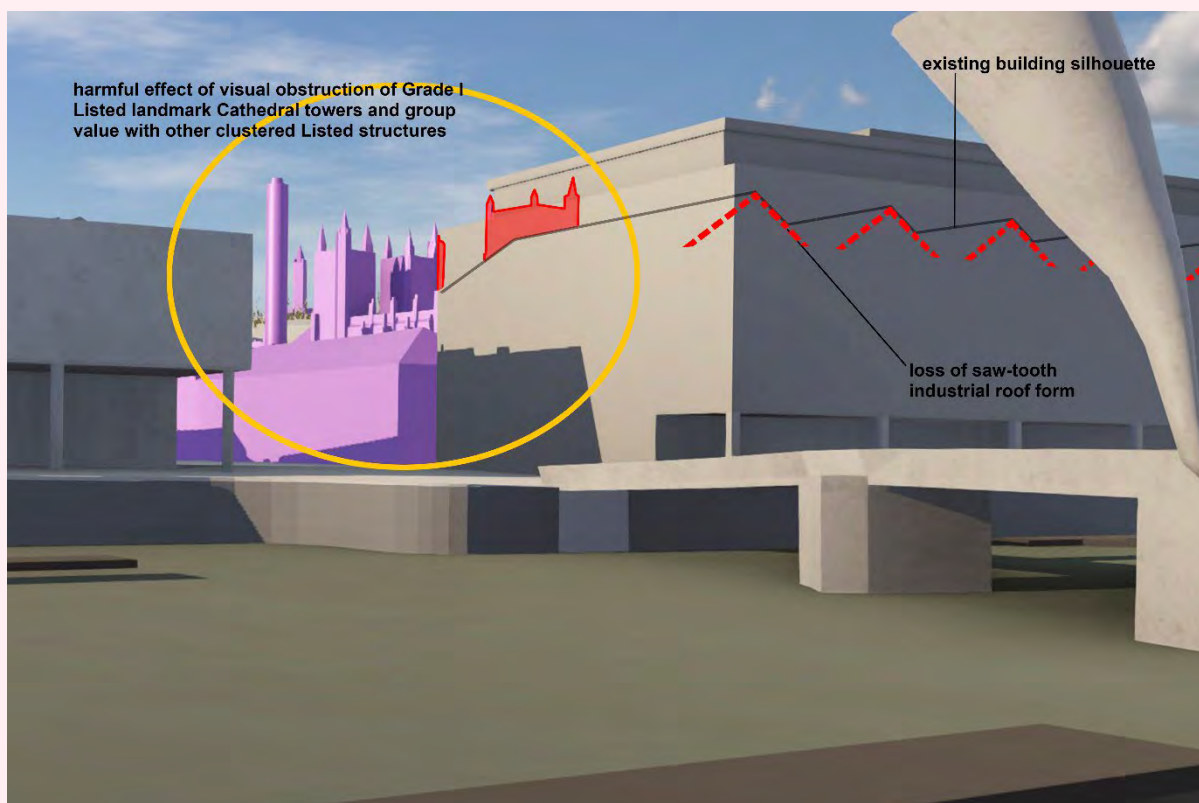


Diagram produced using the scale massing model in Vucity illustrating the impact of the loss of characteristic roof profile, increased height, and the impact on the setting of Listed assets. 39 degree field of view from the cafe deck of the Architect

4.20 A site walk along Narrow Quay, and the sequential views, identified several locations where glimpsed views of the Cathedral tower and pinnacles helped orientate the visitor within the topography of the historic city. These glimpsed skyline views over the top of the roofline of U-Shed would be lost, impacting the Cathedral setting. The removal of the characteristic saw-tooth roof in views directly across the Reach resulted in a marked loss of distinctive character, where open sky

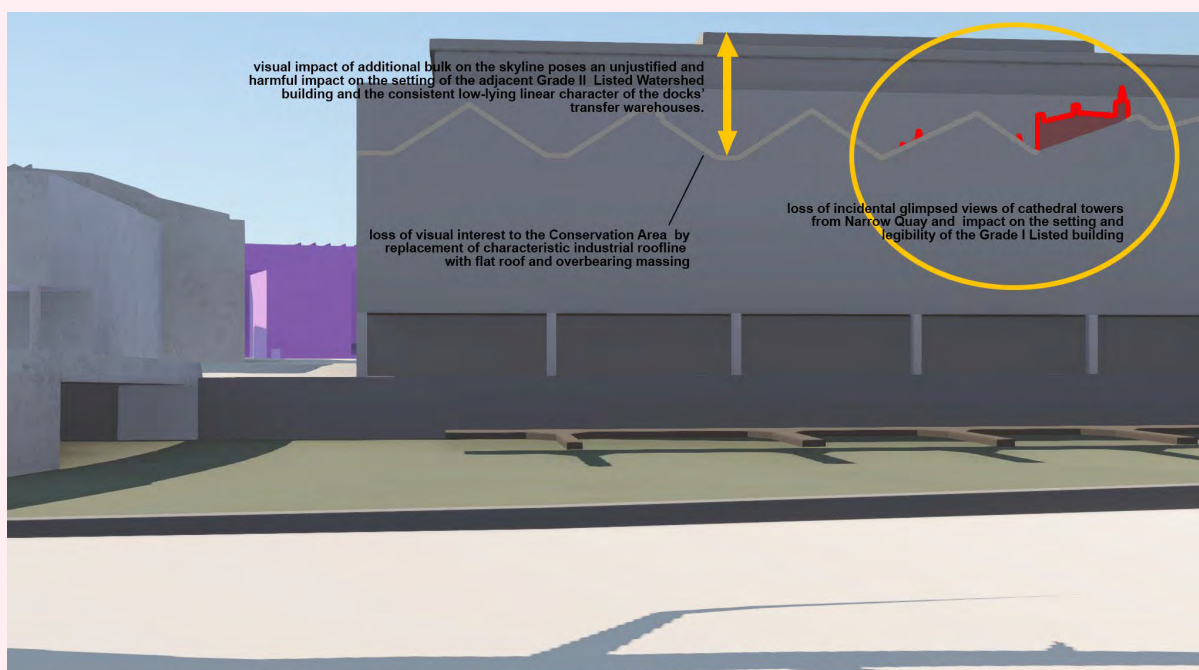


Diagram produced using the scale massing model in Vucity illustrating the impact of the loss of characteristic roof profile, increased height, and the impact on glimpsed views. 39 degree field of view from Narrow Quay

Conservation Recommendation

seen through valleys was replaced with solid built form.

- 4.21 The massing models also provided an effective way of understanding the impact of the reduced headroom of the proposed public dockside arcade. The perception would be one of a darker, more tunnel-like corridor, where the proportions became deeper, with a noticeably lower ceiling tending to compare poorly with the existing, Listed, and adjacent arcade on V-Shed.



Diagram produced using the scale massing model in showing how the strong horizontal emphasis of first-floor ribbon facades, and 2-storey development, would be disrupted by uncharacteristic block massing and amplified height. 39 degree field of view from the steps at the head of St Augustine's Reach.

- 4.22 Following detailed assessment of the proposals we have identified a higher degree of harm than that suggested by the applicant. Because of the high sensitivity of the location on a key dockside frontage, the strong and consistent character of scale and appearance shared by the transit shed type buildings, and the impact on the setting of Listed buildings, particularly the Grade I Listed Cathedral, we consider that a high degree of less-than-substantial harm would arise. In summary, harm would occur through the following aspects:

- Demolition of a “character building” to the Conservation Area and a replacement that fails to preserve or enhance that character
- A visually incongruous scale and massing within the Conservation Area, and in the setting of adjacent Listed transit sheds, effectively doubling the prevailing 2-storey building height along the dockside
- Loss of glimpsed views of the Grade I Listed Cathedral Tower, and obstruction and impact upon long views across the Conservation Area, and the negative impact on the legibility and setting.
- Impacts on the setting of Grade II Listed leadworks and Cabot Tower in long views, through an overbearing scale and massing
- Loss of the characteristic traditional industrial saw-tooth roof and its visual contribution to the special architectural and historic character of the Conservation Area.
- Loss of the consistent and strong horizontal emphasis of the existing four transit sheds along the west side of St Augustine's Reach, and the visually obstructive impact of the proposed scale and massing.

Conservation Recommendation

- Loss of existing close-grained facades, traditional materials and proportions that harmonise with adjacent buildings in the Conservation Area
- “Bland over-scaled facades” of poor character, emphasising large expanses of reflective glass, metal cladding panels, and a generic commercial aesthetic out of place in the context of a traditional dockside.
- Obtrusive scale against the Grade II Listed W and E-sheds immediately adjacent to the north, and the visually incongruous increase in height against its southern end.
- Visual impact of loss of visual consistency between V-Shed and the replicated U-shed as buildings designed to appear similar.
- Impact of loss of one of a series of four buildings that follow a distinctive building typology – the transit shed - expressing the architectural aesthetic and historic function of the docks through their long, linear character and low-profile design.
- Visual impact of the loss of consistency in the height and proportions of the harbourside arcade, and the obtrusive and incongruous relationship introduced with that of the Listed E and W sheds.

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

4.23 The principle of development relies on the undersupply of Grade A office space at a city-wide level, as identified by a WECA report in June 2020. It has not been demonstrated how this situation has changed following the completion and commencement of several major office schemes since that time, or how the changing working patterns brought about by the Coronavirus pandemic have impacted need. Specifically, it has not been demonstrated that the harm posed through by proposed intensity of new office development, focused on the application site, is necessary to achieve the generalised public benefits of speculative office floorspace, or why alternative sites in the city wouldn't be more suitable to accommodate this need without harm to the historic environment.

4.24 There is no demonstration that the existing building uses are not the optimum suitable for this site, or that they are unsustainable. Nor is there any evidence that reuse of the existing building or its adaptation in a less intensive, less harmful manner would not provide a more sustainable or appropriate response to the heritage context.

4.25 The proposed development is predilected on increasing lettable office floorspace without adequate evidence of its need or appropriateness on the application site. The increasing of the scale upon the existing building, in the context of the clear, strong character of the west side of St Augustine's Reach, is not reasonable where great weight must be placed in conserving the significance of the Conservation Area and the setting of Listed buildings. There is no evidential basis to consider the harm posed is justified.

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

4.26 As noted above, there is a reliance on the provision of new, lettable office floorspace as a public benefit to be considered in the planning balance. This is somewhat academic where there is no clear and convincing justification for the harm that would arise through the quantum proposed. The greater proportion of benefit associated with speculative office space is private, for the property owner or leaseholder.

4.27 Whilst there are benefits associated with new employment and benefits to local business through increased spending in local businesses, this would be limited by the relatively small increase to the city's office floorspace provision. Economic benefit would also result from the demolition and construction phases of the development, but these benefits would be time limited only to the duration of construction. Limited weight should be afforded to these benefits.

Conservation Recommendation

- 4.28 There are also stated “general enhancements to the immediate townscape”, that is, public realm improvements. These are very limited in scale, and we attribute negligible weight to these, particularly where they might be achievable with a less harmful proposal.
- 4.29 The demolition of an existing building of recent date represents a significant carbon footprint and a marked negative impact on the environmental credentials of any replacement. In this light, we are not convinced that environmental enhancements can be considered as tangible public benefits under the definitions of the NPPF.
- 4.30 Overall, development would result in a degree of tangible benefits to the public at large, principally of an economic nature, but lacks underpinning evidence to weigh heavily in the planning balance against the harm posed to the historic environment; Consequently, only limited beneficial weight should be attributed to development.

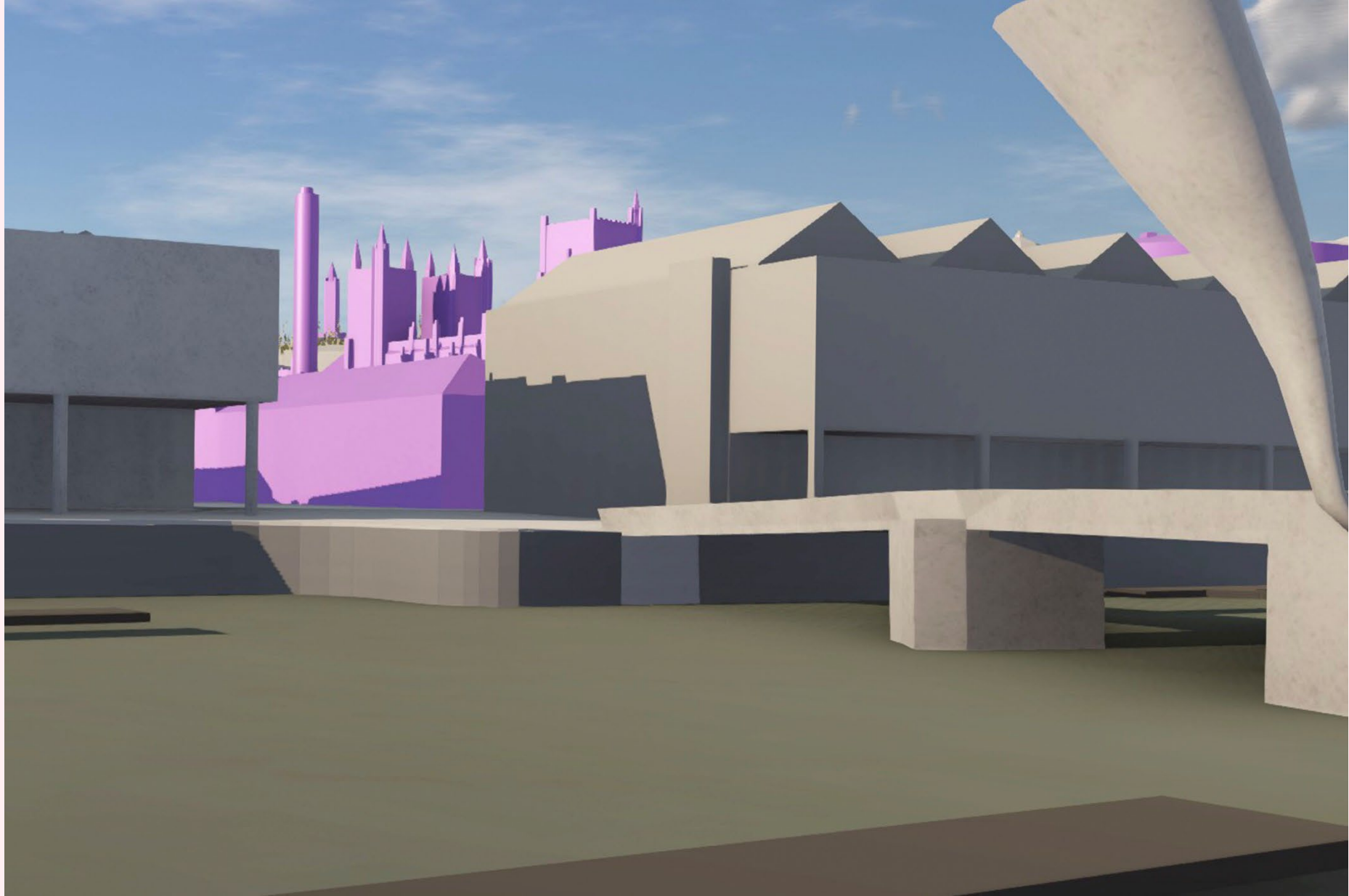
Do public benefits outweigh harm where that harm has clear and convincing justification? (NPPF para 202)

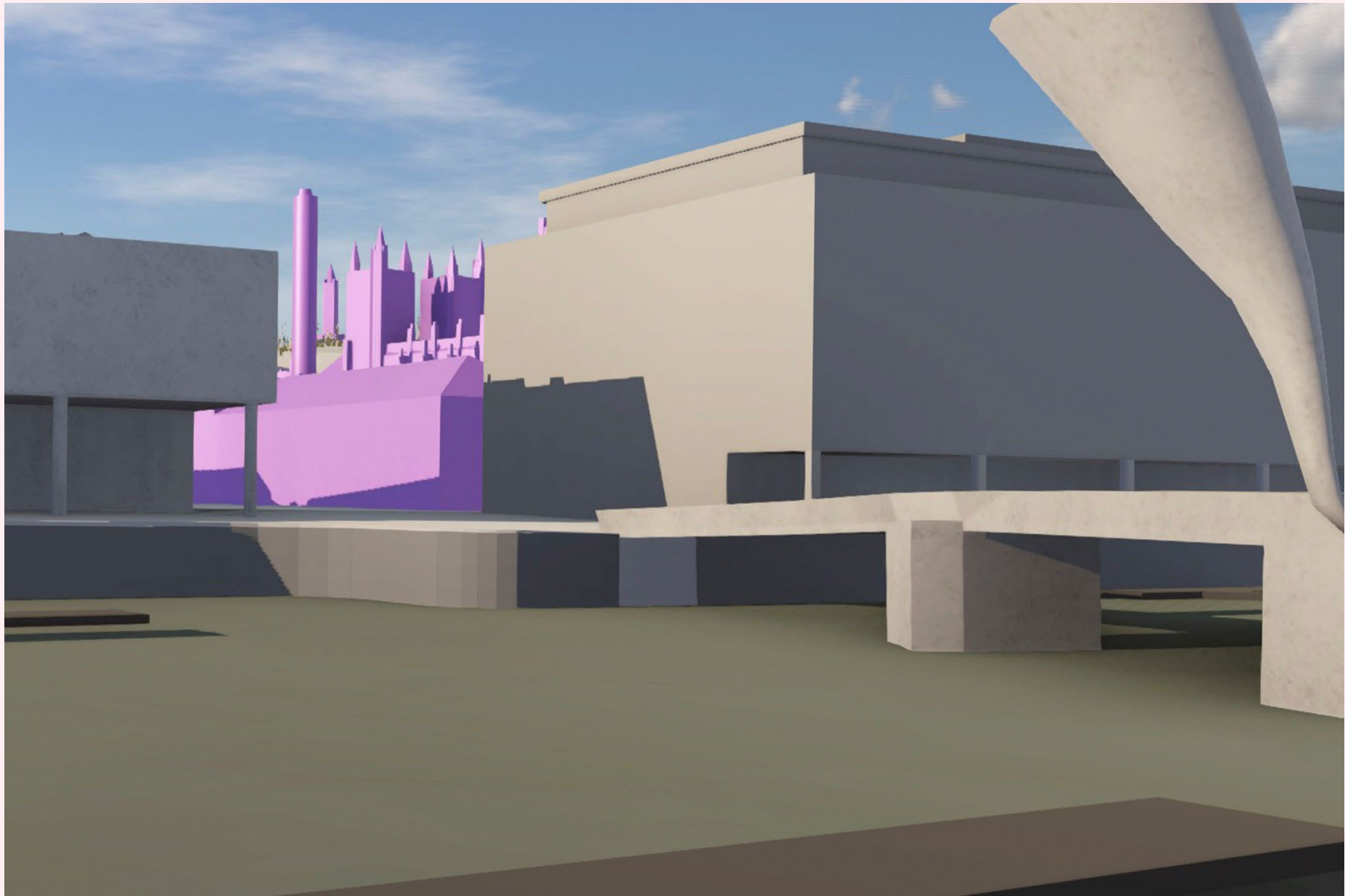
- 4.31 We are required to place “great weight” in the conservation of designated heritage assets. The degree of harm posed by development is less than substantial, but unjustified. A limited, and unsubstantiated package of tangible public benefits means that the harm should not be outweighed, and the decision maker presume in favour of the preservation and conservation of the architectural and historic character of the designated heritage assets.

Recommendations

- 5.1 We strongly recommend that this application is withdrawn by the applicant, or refused in line with national legislation, and national and local planning policies, designed to protect the historic environment. This includes, but is not limited to, The Planning (Listed Buildings and Conservation Areas) Act 1990, Section 16 of the National Planning policy framework, Bristol Core Strategic Policy BCS22, and Development Management Policies DM26 and DM31.



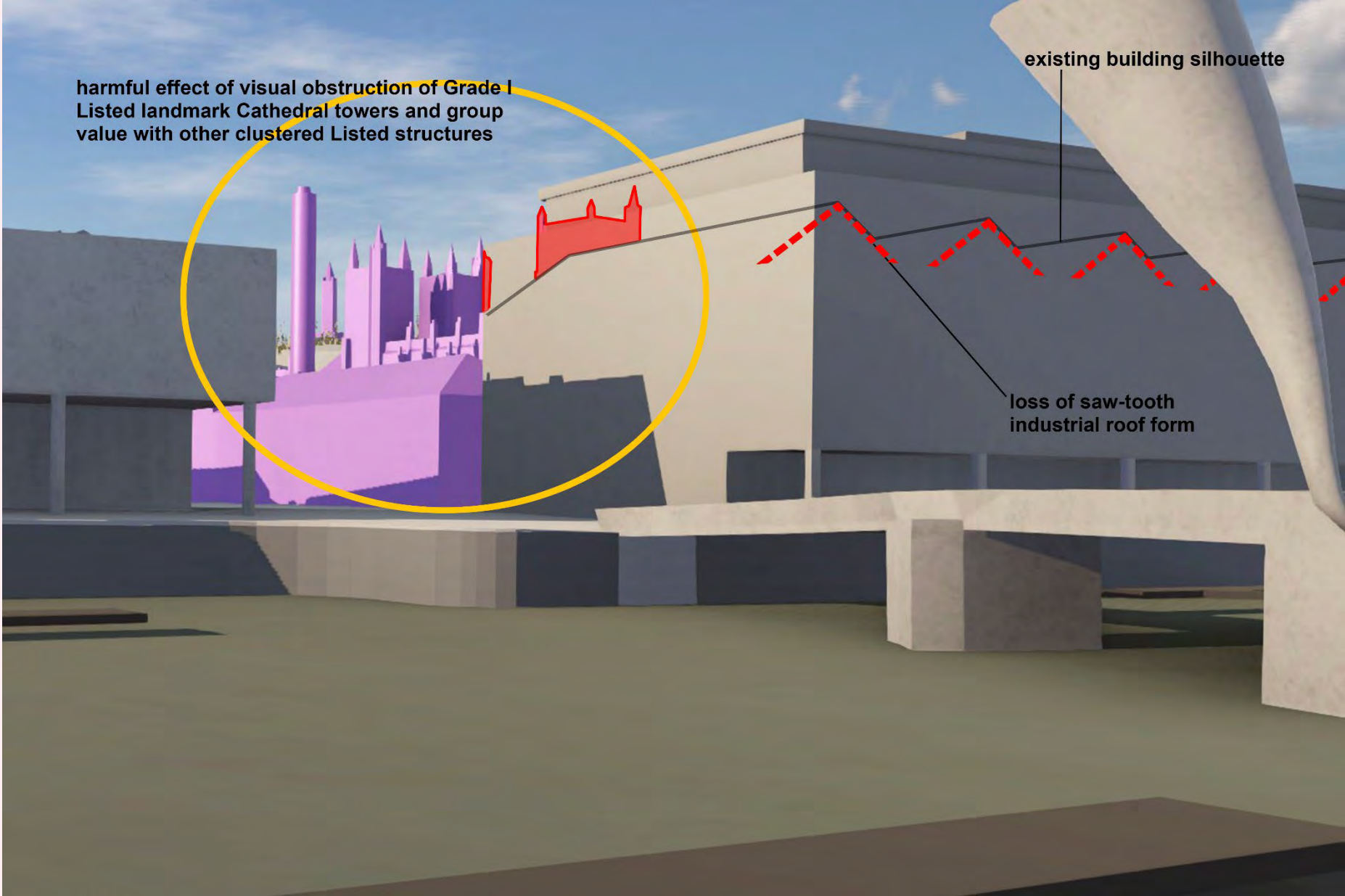




harmful effect of visual obstruction of Grade I Listed landmark Cathedral towers and group value with other clustered Listed structures

existing building silhouette

loss of saw-tooth industrial roof form









Location [358590, 10, 172679] Bearing 215° Pitch 0° Focal Length 50mm 08/12/2022 13:14



Location [358590, 10, 172679] Bearing 215° Pitch 0° Focal Length 50mm 08/12/2022 13:14



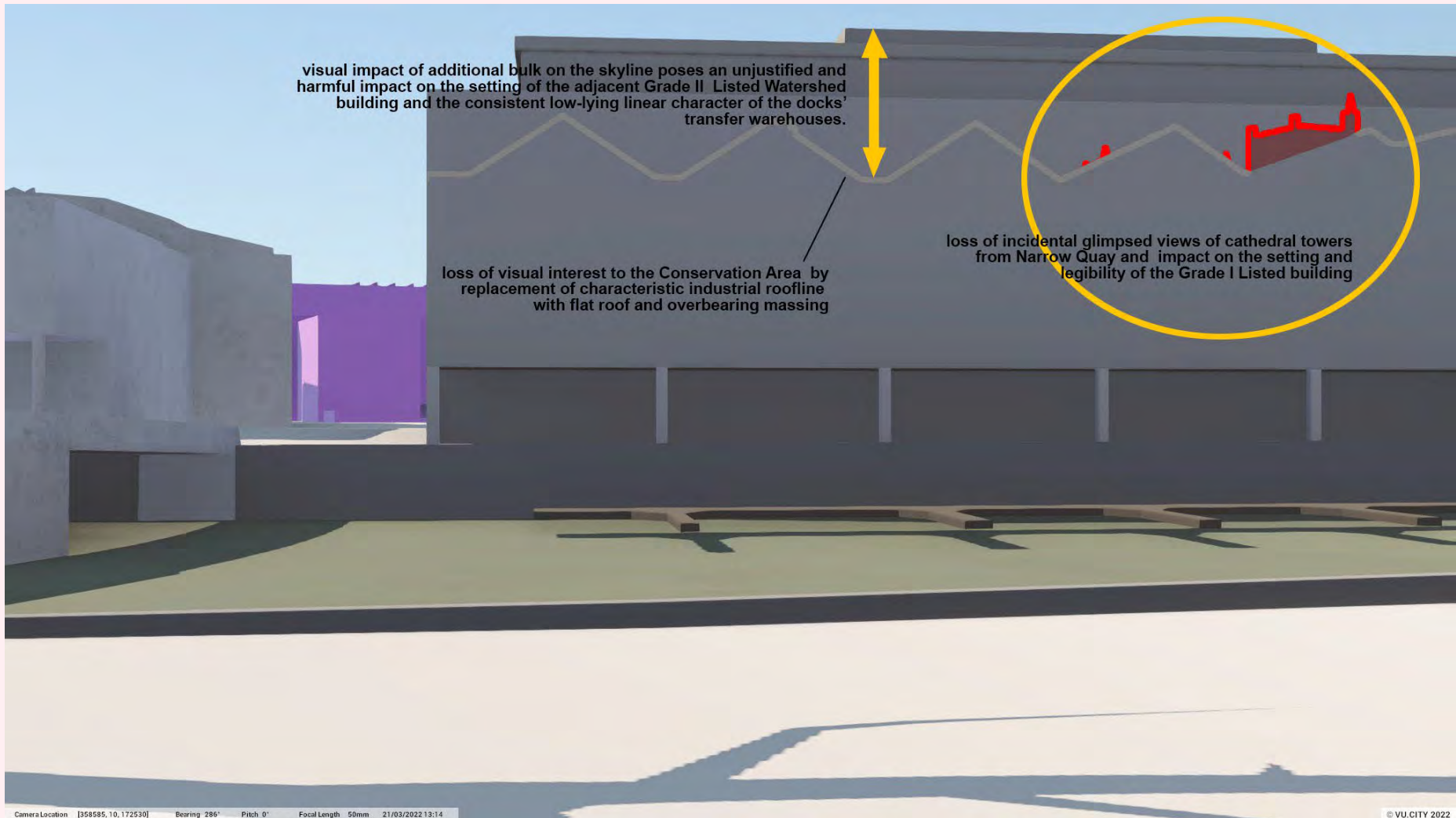
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Camera Location [358585, 10, 172530] Bearing 286° Pitch 0° Focal Length 50mm 21/03/2022 13:14

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visual impact of additional bulk on the skyline poses an unjustified and harmful impact on the setting of the adjacent Grade II Listed Watershed building and the consistent low-lying linear character of the docks' transfer warehouses.

loss of visual interest to the Conservation Area by replacement of characteristic industrial roofline with flat roof and overbearing massing

loss of incidental glimpsed views of cathedral towers from Narrow Quay and impact on the setting and legibility of the Grade I Listed building



C:\Users\guillermo.sanchez\Desktop\3330 U-Shed Revised AVRS\3330_U-Shed_Type.3 Visualisations_ Revised.indd

Proposed View

THE Landmark
PRACTICE

Environmental Planning • FIA • Landscape Architecture • Ecology • Architectural Graphics

Distance to site: 50 m
 Bearing to: 255° from north
 Viewpoint grid reference: E: 358582 N: 172606
 Viewpoint ground height: 8 m AOD
 Date & time of photo: 10/12/2021 13:23
 Camera: Canon EOS 6D Mk II
 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4

Revision: -
 Drawn to: GS
 Date: January 2022
 Weather: Sunny Intervals
 Visibility: Good

Sheet Size: A3
 Checked: LF
 Authorised: GM

Project: U-Shed, Bristol
 Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)
 Drawing title: Viewpoint 02 - Narrow Quay U-Shed Render

Fig:
2.2



Viewpoint 02: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.



Proposed View Year 1

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THE Landmark
PRACTICE

Environmental Planning • EIA • Landscape Architecture • Ecology • Architectural Graphics

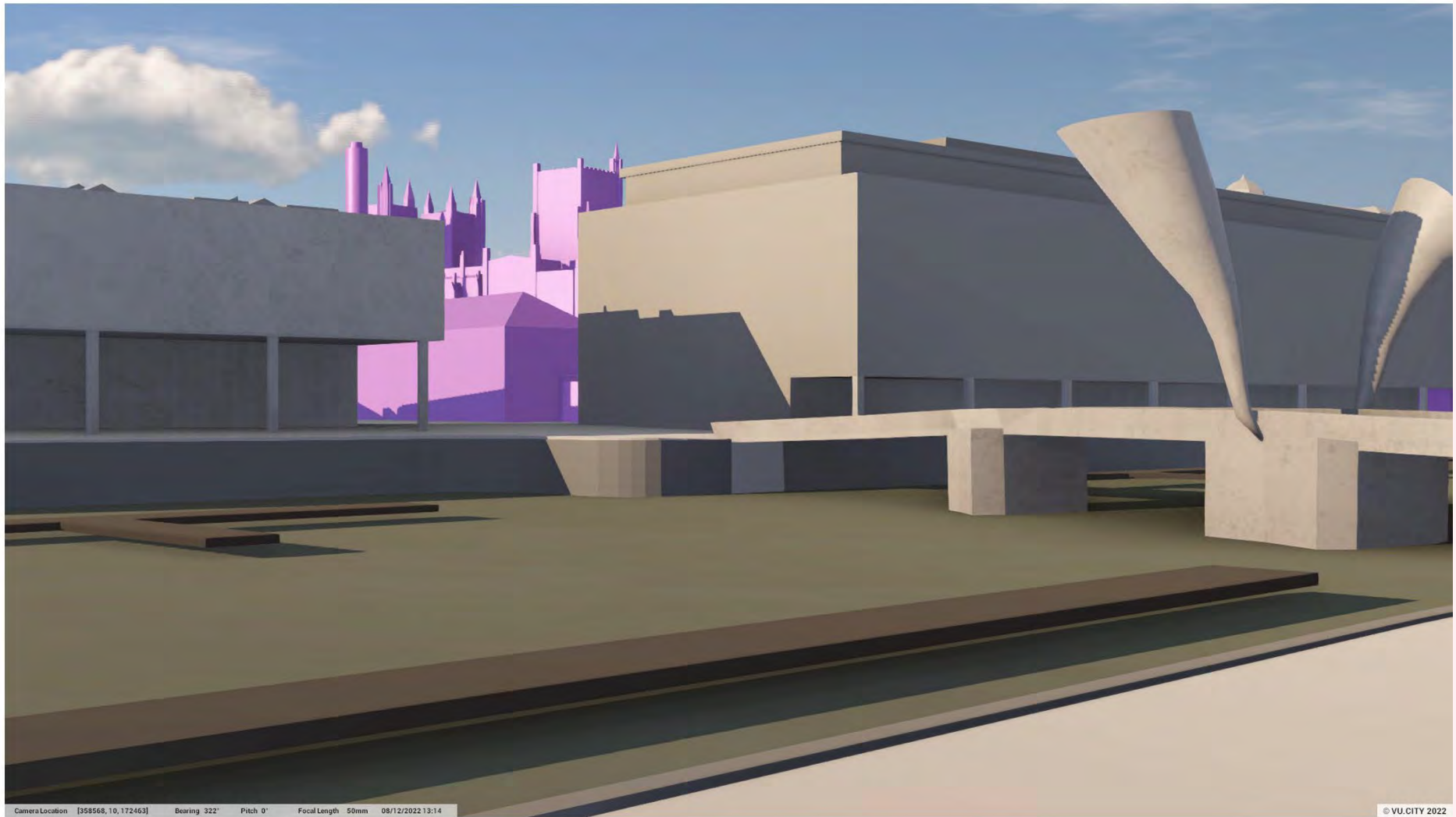
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 Viewpoint ground height: 8.2 m AOD
 Date & time of photo: 10/12/2021 13:14
 Camera: Canon EOS 6D Mk II
 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4.5

Revision: -
 Drawn: GS
 Date: January 2022
 Weather: Sunny Intervals
 Visibility: Good

Sheet Size: A3
 Checked: LF
 Authorised: GM

Project: U-Shed, Bristol
 Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)
 Drawing title: Viewpoint 08 - Narrow Quay U-Shed Render Year 1

Fig:
4.2



Viewpoint 08: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.



Proposed View Year 1

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THE Landmark
PRACTICE

Environmental Planning • EIA • Landscape Architecture • Ecology • Architectural Graphics

Distance to site: 90 m
 Bearing to: 78° from north
 Viewpoint grid reference: E: 358422 N: 172529
 Viewpoint ground height: 9 m AOD
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 Lens, FL, max aperture: 50mm fixed lens, Panorama, F4

Revision: -
 Drawn: GS
 Date: January 2022
 Weather: Sunny Intervals
 Visibility: Good

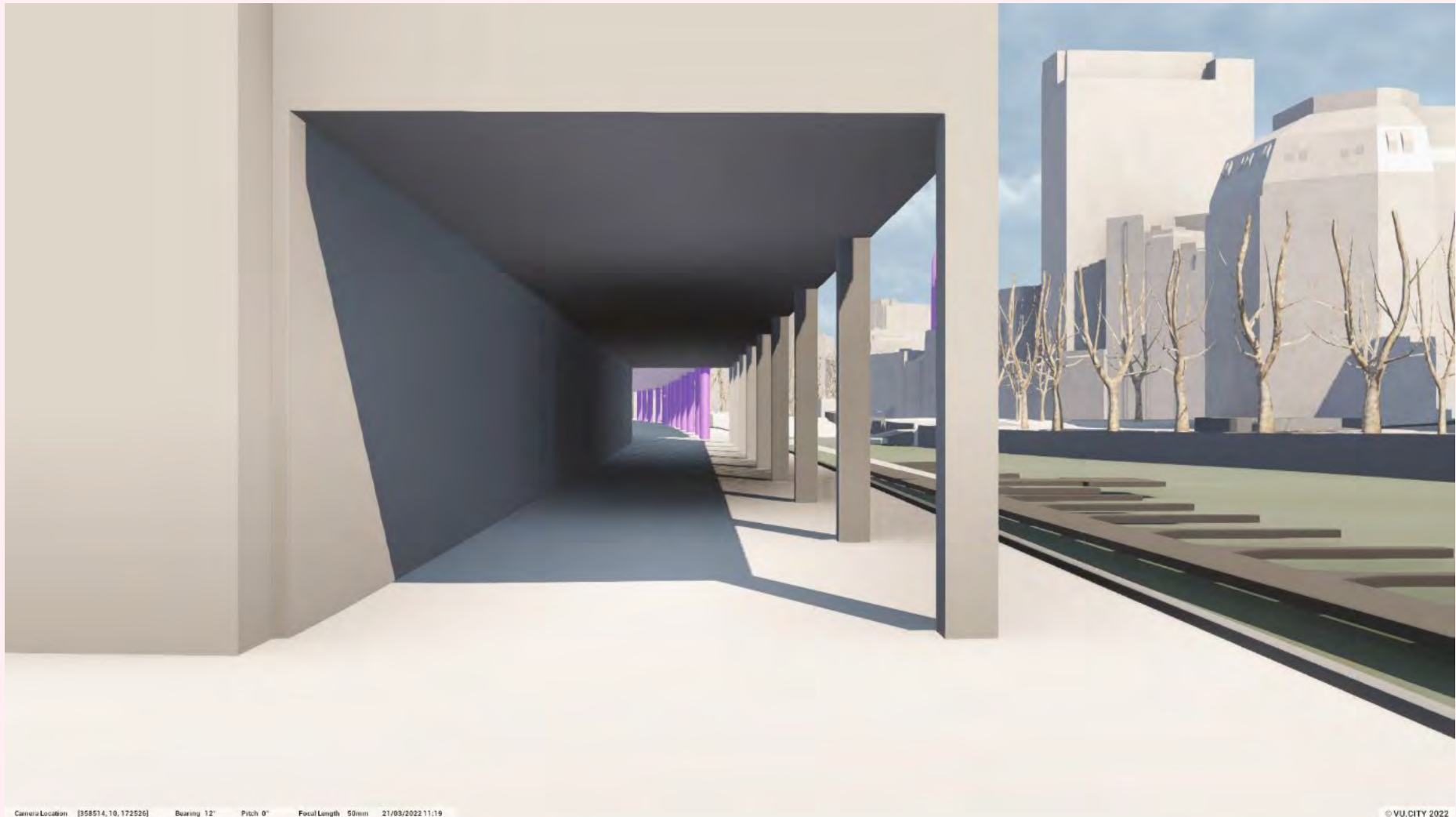
Sheet Size: A3
 Checked: LF
 Authorised: GM

Project: U-Shed, Bristol
 Client: BEGG (Nominees) Limited (c/o CBRE Investment Management)
 Drawing title: Viewpoint 04 - Millennium Square U-Shed Render Year 1

Fig: 3.2

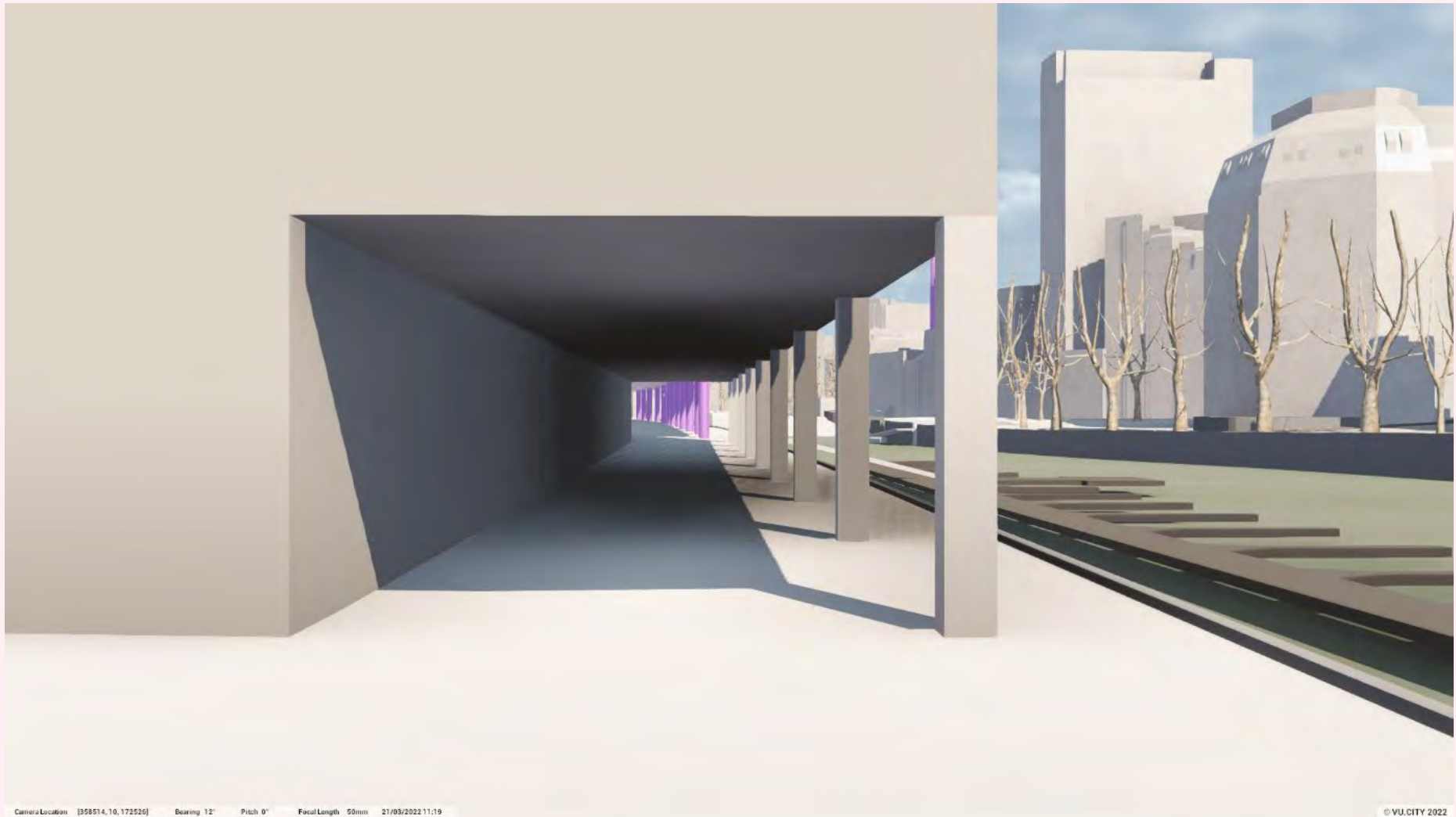


Viewpoint 04: This visualisation uses the stated georeferenced data and field of view (50mm lens equivalent) of the submitted visualisations. The visualisation presented here illustrates discrepancies between the stated methodology and the actual impact of the building in accurately generated visuals.



Camera Location [358514, 10, 172526] Bearing 12° Pitch 0° Focal Length 50mm 21/03/2022 11:19

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Camera Location [358514, 10, 172526] Bearing 12° Pitch 0° Focal Length 50mm 21/03/2022 11:19

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