

WARD: Knowle

SITE ADDRESS: Broadwalk Shopping Centre Broad Walk Bristol BS4 2QU

APPLICATION NO: 22/03924/P Outline Planning

DETERMINATION DEADLINE: 6 July 2023

Application for Outline Planning Permission with some matters reserved - Demolition of existing buildings and erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters reserved except for access. (Major)

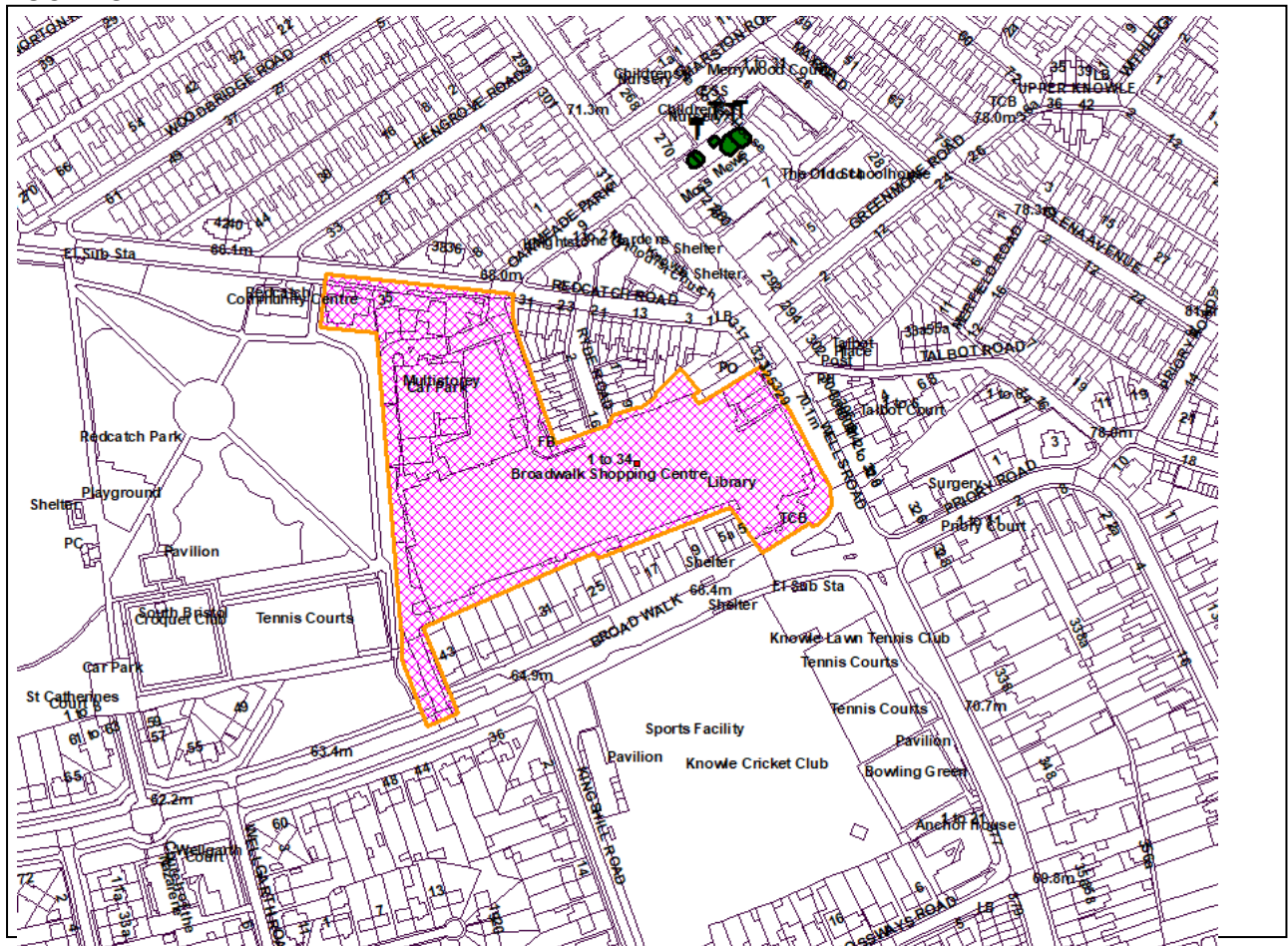
RECOMMENDATION: Refuse

AGENT: Savills (UK) Limited
Embassy House
Queens Avenue
Bristol
BS8 1SB

APPLICANT: Broadside Holdings Ltd

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

LOCATION PLAN:



Development Control Committee A – 5 July 2023

Application No. 22/03924/P : Broadwalk Shopping Centre Broad Walk Bristol BS4 2QU

UPDATE FOLLOWING DEVELOPMENT CONTROL COMMITTEE A– 31ST MAY 2023

BACKGROUND

This report relates to an application for outline planning permission at Broadwalk Shopping Centre in the Knowle ward of the city.

The description of development is as follows:

“Application for Outline Planning Permission with some matters reserved - Demolition of existing buildings and erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters reserved except for access.”

This application was considered by Development Control (DC) Committee A on the 31st May 2023. Members unanimously voted to refuse the application following an officer recommendation for approval.

A copy of the Report presented on the 31st May 2023 is attached.

ANALYSIS

Densification

The application proposal includes up to 850 homes. It also seeks to establish building heights of up to 12 storeys (103m AOD). The site has an area of 2.344 hectares. Therefore, the density of development could be 416 dwellings per hectare (dph).

A high density of development is not a reason for refusal, but adverse consequences which flow from a density which is too high can support a refusal.

Height

The first adverse consequence that flows from the density of development proposed is unacceptable height.

This application seeks to establish several key principles for the site including redevelopment to provide mixed use and residential accommodation; and building heights of up to 12 storeys (103m AOD).

Core Strategy Policy BCS20 states that the appropriate density for any individual site will be informed by the characteristics of the site; the local context; its current and future level of accessibility by walking, cycling and public transport to a range of employment, services and facilities; the opportunity for a mix of uses across the site; the need to provide an appropriate mix of housing to meet the community's needs and demands and the need to achieve high quality, well designed environments.

Members concluded that an appropriate density had not been found by virtue of the height of the proposal and therefore the proposal is contrary to Policy BCS20 in so far as it not being informed by the local context of predominantly two storey housing.

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Proportion of single aspect homes and quality of living accommodation

NPPF Paragraph 130 states that decisions should ensure that development (amongst other things) will function well and add to the overall quality of the area, are visually attractive and sympathetic to the local character, including the surrounding built environment.

Policies BCS21, DM29 and guidance set out in Q2.8 of the Urban Living SPD seeks to avoid single aspect homes in order to improve access to natural light, provide a choice of views, and allow cross ventilation in order to minimise overheating (Paragraph 9.52 of the 31st May Report).

Policy DM27 states that the layout, form, pattern and arrangement of streets, open spaces, development blocks, buildings and landscapes should contribute to the creation of quality urban design and healthy, safe and sustainable places

The current indicative layout provides 263 (32.2%) dual aspect units. Of the remaining single aspect units, 207 (25% of the total units) would be single aspect north facing units; these are predominantly located within Blocks A and B, in the north western part of the site adjacent to Redcatch Park, with some also located in Block G at the centre of the site (Paragraph 9.53 of the 31st May Report).

Members expressed concern about the proportion of single aspect units and therefore the quality of living environment for future residents. Consequently policies BCS21 and DM29 have been included in the first recommended reason for refusal.

Absence of a Legal Agreement to secure affordable housing

While the applicant and officers have agreed a policy compliant approach to affordable housing provision following Viability Assessment, a Section 106 agreement is not yet in place to secure delivery of these dwellings.

Therefore, Members should be aware that by refusing the application, the opportunity to secure these affordable homes as agreed may be lost. The absence of an agreement to secure these homes must therefore form an additional refusal reason.

The applicant has advised that they would appeal a refusal of this application and should this be the case, the Inspector may be minded to allow this reason for refusal to be addressed via the agreement of a section 106 at that stage.

TILTED BALANCE

Any decision taken must demonstrate that the refusal reasons (the adverse impacts of the development) would significantly and demonstrably outweigh the benefits of the development, when assessed against the policies in the National Planning Policy Framework (NPPF) taken as a whole.

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RECOMMENDED REASONS FOR REFUSAL

The following reasons for refusal are recommended:

1. Inherent in the number of homes proposed, the proposal would constitute an overly dense form of development of the site by reason of the height of the proposal, the proportion of single-aspect homes and the overall quality of the living environment that would be created. This would be contrary to paragraph 130 of the National Planning Policy Framework, Policies BCS20 and BCS21 of the Bristol Local Plan: Core Strategy and Policies DM27, DM29 of the Bristol Local Plan: Development Management Policies.
2. In the absence of an appropriate agreement under Section 106 of the Town and Country Planning Act 1990, the proposed development fails to provide for Affordable Housing requirements in order to mitigate the impacts of the development contrary to Policy BCS11 of the Bristol Local Plan: Core Strategy (2011) and Policy BCS17 of the Bristol Local Plan: Development Management Policies (2014).

WARD: Knowle

SITE ADDRESS: Broadwalk Shopping Centre Broad Walk Bristol BS4 2QU

APPLICATION NO: 22/03924/P Outline Planning

DETERMINATION DEADLINE: 1 April 2023

Application for Outline Planning Permission with some matters reserved - Demolition of existing buildings and erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters reserved except for access. (Major)

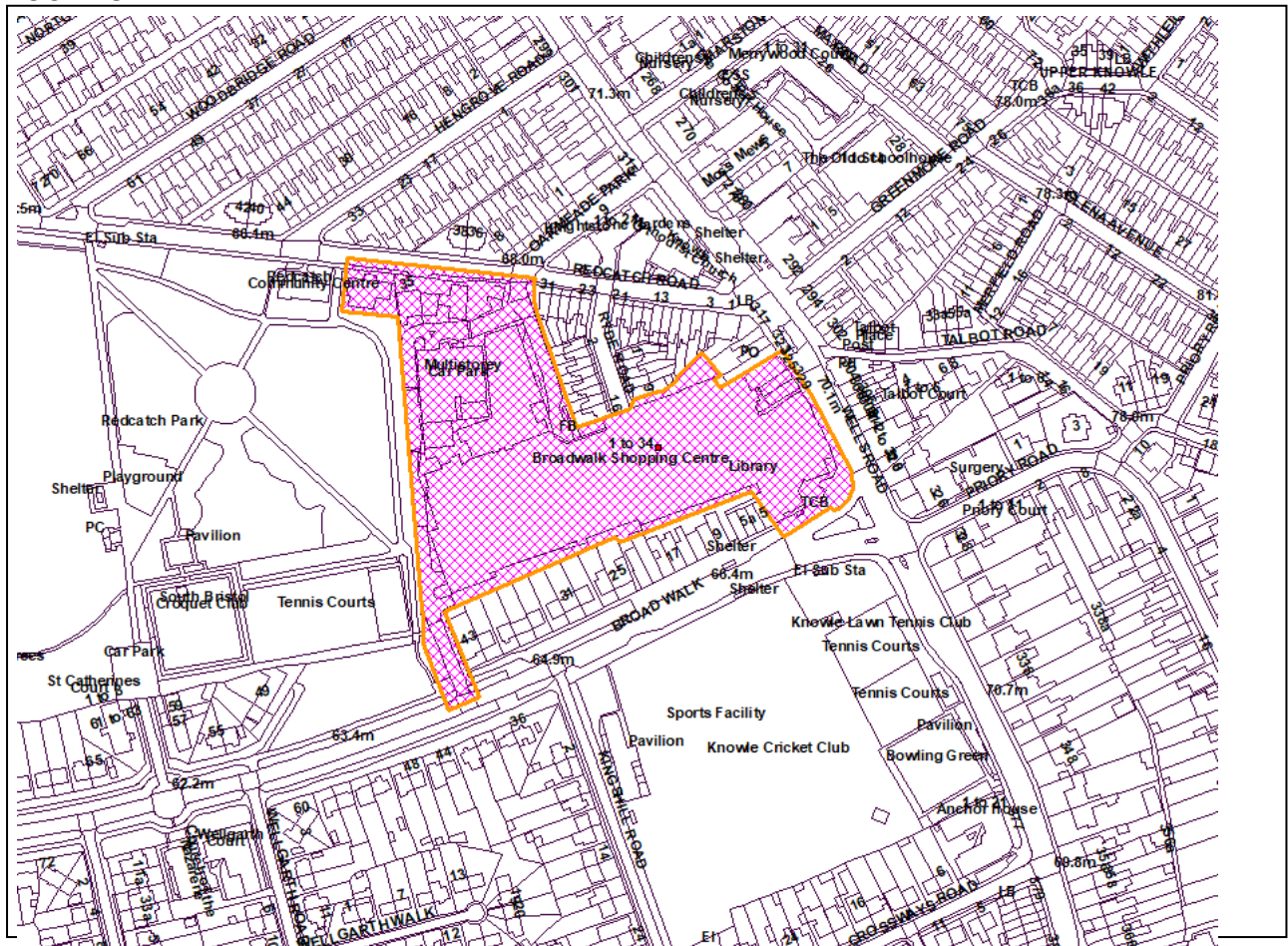
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Savills (UK) Limited
Embassy House
Queens Avenue
Bristol
BS8 1SB

APPLICANT: Broadside Holdings Ltd

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LOCATION PLAN:



Development Control Committee A – 31 May 2023**Application No. 22/03924/P : Broadwalk Shopping Centre Broad Walk Bristol BS4 2QU****1.0 SUMMARY**

- 1.1 This application is referred to Committee on account of the significant level of public interest.
- 1.2 This is an application for outline planning permission. All matters (appearance, landscaping, layout, and scale) are reserved for subsequent approval except for the means of access, which is applied for in detail.
- 1.3 Consideration cannot be given here to the overall design of the scheme. This is reserved for subsequent approval and only indicative plans have been submitted. The aim for which is to establish that (in principle) the site can accommodate a mix of development, including up to 850 homes.
- 1.4 Permission is sought for the following maximum parameters:

Land Use	Proposed Max. Parameters (GEA)
C3 Residential	850 units
E Commercial	7,430 sqm
Flexible E/F2 Community	190 sqm
F1 library	320 sqm
Sui generis cinema/ theatre	870 sqm

- 1.5 This application seeks to establish a number of key principles for the site including demolition of part of the building, including the Bingo Hall; redevelopment to provide mixed use and residential accommodation; and building heights of up to 12 storeys (103m AOD).
- 1.6 The proposals seek to improve on the extant permission with a number of key objectives including:
- realising the opportunity for a comprehensive redevelopment of the shopping centre and subsequent improvements to the wider area;
 - the creation a seamless area of public realm, connecting Redcatch Park to Wells Road and the wider area;
 - improving site permeability and connectivity;
 - increasing residential density to support the ailing town centre;
 - introducing new types of residential accommodation including later living and build to rent accommodation;

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- ensuring the long term sustainability and function of the town centre as the main focus for the community's retail, leisure, and community facilities;
 - significantly enhancing biodiversity net gain within the site; and
 - delivering improved energy efficiency through the development of new buildings.
- 1.7 The principle of development is accepted and considered to contribute positively to the delivery of new homes on previously developed land. This is supported by the NPPF and Local Plan Policies BCS5, BCS7 and BCS20.
- 1.8 The proposed loss of retail and leisure buildings is sufficiently justified by the refurbishment and re-provision of facilities elsewhere within the application site. The refurbishment/re-provision is within a designated Local Centre in accordance with Policy BCS7.
- 1.9 Sufficient information has been provided and design work has been undertaken for officers to be confident that the site can accommodate the quantum of development proposed and that an acceptable design solution can be found.
- 1.10 Some of the concerns that have been raised by Consultees and members of the public would be addressed as the details of the design emerge at reserved matters stage.
- 1.11 The application for outline planning consent is recommended for approval, subject to conditions and planning agreement.

2.0 SITE DESCRIPTION

- 2.1 This application relates to the land and buildings located to the east of Redcatch Park and bounded by Redcatch Road to the north, Wells Road to the east and Broad Walk to the south. The site is within the Knowle Ward, south east Bristol.
- 2.2 The land is currently in a mix of uses but is predominantly in use as the Broadwalk Shopping Centre; a retail centre with over 30 shops, leisure and entertainment uses and food outlets. Offices and a public library are located the southeastern extent of the site, at the corner of Broad Walk with Wells Road. A multi-storey car park is located in the western part of the site and car parking is also provided at roof level above the Shopping Centre. At the northern extent of the site there is a former petrol station on Redcatch Road, which is currently in use as a car wash. The former Knowle library, a single storey building located on Redcatch Road, is also included within the application site.
- 2.3 Vehicular access to the site is gained via Redcatch Road, with egress onto Broad Walk. The main pedestrian entrance to the Shopping Centre is at the corner of Broad Walk with Wells Road.
- 2.4 The site is designated within the Knowle Local Centre and as a Primary Shopping Area in the Council's Site Allocations and Development Management Policies (July 2014). Redcatch Park is designated as Important Open Space.

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- 2.5 The surrounding area is largely residential in nature. No's. 1 to 16 Ryde Road are located immediately to the north of the site and no's. 25 to 43 Broad Walk located immediately to the south. These buildings are a combination of Victorian terraces and larger, post-war houses. There are also a number of retail units with residential flats above, located along Redcatch Road, Broad Walk and Wells Road. Redcatch Community Centre is located to the west of the former library building.
- 2.6 Knowle Methodist Church is a Grade II Listed Building, located to the north of the site on the corner of Wells Road and Redcatch Road, circa 50 metres from the site. The Old Schoolhouse, 28 Maxse Road is a Grade II Listed Building, located circa 100 metres from the site.
- 2.7 The location is well-connected to the City Centre and South Bristol, with bus stops located on Broad Walk, Wells Road and Redcatch Road.
- 2.8 The site is not subject to any statutory designations and does not have any habitats of significant value. There are four designated sites within 1km of the application site, with two within 500m of the site, Arnos Vale Cemetery SNCI and Callington LNR/SNCI, 480m and 500m respectively. These sites are of a sufficient distance from the application site to not have a significant impact on adjacent habitats.
- 2.9 The application site is located within Flood Zone 1 and is at a low risk of flooding.

3.0 RELEVANT PLANNING HISTORY

- 3.1 The site has a long history, with numerous applications for various alterations and advertisements. The most recent and relevant history is included below:

22/02132/SCR – A Screening Opinion as to whether an Environmental Impact Assessment (EIA) was required for the redevelopment of the Project Site for up to 880 residential dwellings, up to 7,430sqm Class E commercial floorspace, up to 190sqm flexible Class E/ Class F2 community floorspace, up to 320sqm Class F1 library floorspace, and up to 870sqm sui generis cinema/ theatre use, together with car and cycle parking (Please note that this is not a planning application and therefore we are not carrying out public consultation on the proposal at this stage) was provided on the 15th June 2022. This confirmed that an EIA was not required.

18/05184/P - Outline planning application with all matters reserved other than access for the partial demolition, refurbishment and redevelopment of Broadwalk Shopping Centre and adjacent land to provide a mixed use scheme comprising residential apartments (C3), retail floorspace (A1/A2), cafes, bars and restaurants (A3/A4/A5), offices (B1), community (D1) and leisure uses (D2). Provision of vehicular and pedestrian .cycle accesses, parking, servicing, landscaping, public realm and associated works. GRANTED on 28th September 2021.

18/04648/SCR - Request for a Screening Opinion as to whether an Environmental Impact Assessment (EIA) is required for the proposed redevelopment of the Broadwalk Shopping Centre, Knowle.– EIA NOT REQUIRED (Oct 2018)

07/05426/F - Part demolition of existing multi-storey car park and erection of part two, part three storey residential development (45 units) and provision of access cores, refuse, cycle parking and car parking areas. – GRANTED subject to condition(s) (Feb 2009)

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06/05015/F and 10/01314/R Demolition of existing buildings. Erection of three-storey development to provide 38 flats, associated underground parking area and 124 square metres of B1 class office space

04/05196/F - Change of use of part of first floor from nightclub (Use Class D2) to library (Use Class D1). – GRANTED subject to condition(s) (Mar 2005)

03/03955/F - Erection of a two-storey extension for retail use adjacent to existing multi-storey car park. New entrance and improved elevations to Wells Road. Refurbished Malls and new rooflight. – GRANTED subject to condition(s) (Feb 2004)

03/00755/F - Change of use from Use Class A1 Retail to Use Class A3 Food and Drink. – GRANTED subject to condition(s) (Apr 2003)

01/01464/F - Demolition of two levels of car parking and erection of new retail unit at mall level with related storage and service provision at road level. – GRANTED subject to condition(s) (Dec 2001)

4.0 APPLICATION DETAILS

4.1 This application seeks outline planning permission with all matters reserved for subsequent approval (except access) for the demolition of existing buildings on the site and the erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters (appearance, landscaping, layout and scale) are reserved for subsequent approval except for access.

4.2 The following buildings are proposed for demolition:

- - Former Knowle Library
- - Redcatch Road Hand Car Wash
- - Multi-storey car park
- - Retail Units 17A, 17B, 46 and 47 (B&M, Vacant, Wilko and Bingo Hall /Fit4Less Gym)

4.3 The redevelopment of the site would include the following mix of uses:

- Use Class C3 residential development – Up to 850 homes
- Use Class E Commercial development – 7,430 square metres (GEA)
- Flexible Use Class E / Use Class F2 - Community Uses – 190 square metres
- Use Class F1 Library – 320 square metres
- Sui generis – Cinema / Theatre – 870 square metres
- 308 parking spaces for residents and visitors to the site

Design Principles

4.4 Although layout is reserved for subsequent approval, an indicative layout plan has been submitted with the intention of establishing a number of design principles to guide the refinement of the design of the overall development and to demonstrate that the proposed parameters could be accommodated within the site.

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- 4.5 The indicative layout has evolved from the creation of three new streets within the site, including a strong west to east connection to Redcatch Park. This is intended to drive footfall through the site.
- 4.6 The indicative plan envisages a series of blocks with clear fronts and backs and well defined entrances. The intention is to create a robust frontage at the corner of Wells Road and Broad Walk.
- 4.7 Active frontages are proposed at ground floor level with residential accommodation on upper floors.
- 4.8 The indicative layout includes space for community floorspace, which will accommodate a replacement Knowle Library at the centre of the site, together with floorspace for uses such as a cinema or theatre, which is shown to be located at the eastern part of the site.

Vehicular Access

- 4.9 Vehicular access to the site would remain as existing, with vehicular access from Redcatch Road and egress onto Broad Walk. Pedestrian access would be retained at the corner of Wells Road and Broad Walk, with a further access from Redcatch Park and secondary access via Ryde Road.

Indicative Heights

- 4.10 While the exact design of each building on the site is reserved for subsequent approval, it is possible to compare the height of the existing building on the site with the potential heights for different parts of the site.

	Existing (AOD)	Extant Consent (AOD)	Proposed (AOD)
North west	76 m	77-82m	82-88m
North	71 m	77-82m	69-91m
Central North	81 m	94-97m	68-102
Central South	74 m	94-103m	68-102
South West	72 m	67-94m	84-96
Centre	74 m	82m	78-98
East	89 m	(as existing)	77-104

Indicative Parking Provision

- 4.11 The application form indicates that provision will be made for 308 parking spaces. This would represent a reduction of 106 from the existing 414 on the site currently.

Ecology and Landscaping

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- 4.12 The Applicants have indicated that the detailed design of the buildings will provide green / blue roofs to meet drainage and attenuation requirements. A blue roof is a roof design that is explicitly intended to control the release of water, typically rainfall, over time.
- 4.13 A series of bat surveys has been undertaken throughout 2022 at the Old Library Building. These have concluded that no roosting bats are present on the site. The application proposals incorporate enhancements for roosting bats in the form of bat boxes and planting that are known to attract invertebrates.
- 4.14 The applicants have indicated that the detailed design of the scheme will provide a significant increase in habitats on site through the provision of tree planting, landscaping, green roofs, and green walls.
- 4.15 In respect of Biodiversity Net Gain, the Applicants have indicated that their proposals will result in a +1299.86% increase. However, a condition is recommended to secure a Biodiversity Net Gain Assessment to accompany each reserved matters application.

5.0 EQUALITIES ASSESSMENT

- 5.1 The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.
- 5.2 “S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- (c) foster good relationships between persons who share a relevant characteristic and those who do not share it.
- 5.3 During the determination of these applications due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In their assessment of these applications your officers are satisfied that any adverse impacts can be addressed and mitigated through the detailed design of the buildings and the imposition of appropriate conditions.

6.0 STATEMENT OF COMMUNITY INVOLVEMENT (SCI)***Process***

- 6.1 The SCI sets out the details of consultation activities including, but not limited to:
- Key stakeholder and Ward Councillor meetings,
 - A public exhibition event

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- Media / Social Media and a website
- Presentation at Bristol Urban Design Forum

Key Outcomes

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

- In response to concerns about the size of the building:

“We reduced the overall mass of built space by 79,639 sq m GIA to 77,831 sq m GIA and volumetrically by 267,425 m³ to 259,131 m³. Additionally, we have rationalised the design from 10 blocks to 9 to improve the efficiency, permeability and spacing of the scheme.”

- In response to stakeholders’ concerns about the height of the proposed development, the Applicants commented that:

“The updated design incorporated step-backs from the extant consent and original pre-app design to minimise overlooking, rights of light and daylight / sunlight impact, as well as an improved vista to Redcatch Park.”

- In response to stakeholders’ concerns that the development is too dense, the Applicants make the following comment:

“This is an opportunity to redevelop a failing shopping centre and to create a new heart for Knowle with shops, community facilities and new homes in a sustainable and attractive location. To achieve that we need to redevelop the whole site and create the quantum of development which will enable us to deliver the community benefits and homes the city needs. Reducing the number of homes will only serve to reduce the amount of affordable accommodation available. Additionally, increased density supports sustainable transport measures, frees up more land for public realm and amenity, supports local services and shops by increasing footfall and prevents development on green belt land. There is also an acute housing need in Bristol with the city only having a five-year housing land supply of c. 2.8 years. “

- In response to stakeholders’ request for the developers to do more for Redcatch Park, the Applicants comment:

“We will improve green infrastructure through the landscaping of the main thoroughfare between Wells Road and Redcatch Park featuring seating, alongside space for pop-ups, lush planting, and lighting, together with widened informal squares / courtyards which all create natural congregation and informal play points that punctuate the thoroughfare.”

- Finally, in respect of the retention of important shops and amenities, the Applicants state that:

“There will be an increase in shop frontage, these shops will be resized to optimise prime shopping space in store. These shops will be more flexible to ensure the centre stays relevant over time. We have ensured that everyday essentials like a dentist and library will be embedded in the Redcatch Quarter.

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Additionally, we want to ensure the provision of other requested services such as a pharmacy and supermarket.”

7.0 POLICY CONSIDERATION**7.1 National Planning Policy Framework – July 2021**

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

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

Emerging Policy and Legislation

7.3 The consultation on the Levelling Up and Regeneration Bill seeks view on the proposed approach to preparing National Development Management Policies and how policy might be developed to support levelling up. This feeds directly into the proposed changes to the NPPF (see below). At the time of writing, the Bill is progressing committee stage in the House of Lords. The Bill seeks to make the planning system work better for communities including introducing a requirement for local authorities to produce design codes, introducing a new infrastructure levy, giving increased weight to neighbourhood plans, reforming the 5 year housing land supply by removing the requirement for 5%, 10% and 20% buffers, and making changes to the Housing Delivery Test.

7.4 On 22 December 2022 the Department for Levelling Up, Housing and Communities published its proposed approach to updating the NPPF for consultation. The consultation runs until 2 March 2023. The main proposed changes relate to the weakening of the presumption in favour of sustainable development, with reduced support for high density development; strengthening neighbourhood plans; the potential removal of the requirement for robust testing of objectively assessed need, and potential strengthening of green belt boundaries.

7.5 Bristol City Council published the latest draft Local Plan policies for consultation in November 2022. The includes a range of sustainability policies to address climate change.

7.6 Draft Policy H1 sets an annual average minimum housing target of 1,925 net additional dwellings, which falls drastically below housing need derived by the Standard Method figure plus 35% uplift of 3,376, without any strategy in place for unmet need to be addressed outside of BCC's boundaries.

7.7 An earlier iteration of the draft Local Plan, published for consultation in March 2019, included a Draft Development Allocations document, which included a draft allocation of Broadwalk Shopping Centre (ref. BDA2201) for 'residential led redevelopment with appropriate town centre uses.'

7.8 Although emerging policy is at a relatively early stage in the plan preparation process, and therefore carry minimal weight as a material consideration, proposed changes to

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the NPPF could be adopted as early as Spring 2023. The proposed changes to the NPPF and the emerging policy have therefore been considered within this report as part of the planning balance.

8.0 RESPONSE TO PUBLICITY AND CONSULTATION**General response from the public**

8.1 A total of 900 neighbouring properties were consulted directly. As a result, the following representations were received:

8.2 At the time of the preparation of the report, 231 representations have been received objecting to the application:

Principle of development (Key Issue A)

- Concern about the loss of local services including local shops.
- “The loss of Snooker City, Soft Play and Bingo will effect a large number of people and the proposal of a cinema is no substitute”.
- The proposed development does not align with Site Allocations DPD DM14, which states that development should improve health and reduce health inequalities.
- Concern about how it will impact on local services such as doctors, schools and dentists.
- GP practices will not be able to cope.
- The potential influx of 2,000 residents will place a strain on local amenities.
- Concern about the reduced number of shops proposed – “Get rid of the cinema and put in a supermarket.”
- The proposal is “monstrous” – a density of 428 dph is too high.
- “This application is discriminatory to the disabled, the elderly and those on low incomes, who rely on there being shops at Broad Walk. This site needs redevelopment but the tower blocks are too big and provision for shops too small.”
- Access to a community hub (including Knowle Library) should have shop-like opening hours.
- Access to the library should be outside office hours.
- Toilet facilities should be provided.
- It should have an area for people to socialise in or just to use to get out of the weather.
- The community cafe could be part of this space but people should not feel they have to buy from the cafe to use this space.
- Provision should be made for a supermarket.
- The proposed development should contribute to local leisure services.
- A local supermarket is needed.
- The scheme does not Bristol City Council’s own standards for quality – it is too dense and does not provide sufficient affordable housing and should be refused.

Design (Key Issue C)

- Concern that the height of the proposal will be overbearing. “The proposed buildings are significantly taller than the existing structures, and I am concerned about the impact this will have on the surrounding area.”

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- “This application appears to be a major over development from previous applications. The application density does not appear to be in line with the policy bcs20 or the national planning framework; with hard transitions in height on the wells road frontage from local (2 story scale) to 10 story; there is no stepping up.”
- “The overall architecture is big brick blocks with repetitious and monotonous windows on a huge scale. It looks like many of the large schemes in other areas of the city it is not location specific. It is not a city centre location but the height, bulk, scale of the development is more akin to developments in the centre but bigger. Scale of development usually diminishes towards the outskirts of cities. The height of the development is nearly the same as the 1960/70 tower blocks of Lawrence Weston and Bedminster.”
- “The future residents of Bristol will despair that this horror show was allowed to see the light of day. This development is just wrong in every conceivable way, too tall, too dense, too ugly, just totally inadequate and benefitting no-one but the developers.”
- Object to the opening up of Ryde Road – “This fundamental change in the landscape, character and safety of my road is unacceptable.”
- The proposal will stick out like a sore thumb – “Knowle is not a high rise area”.
- Totally out of character with the surrounding area
- Daylight and Sunlight only meets the bare legal requirement.
- The proposal is inconsistent with the Urban Living SPD which states that tall buildings will be generally discouraged in physically constrained or built up areas
- The provision of 800 flats on the site suggests that each flat will be small.
- There is no need for a cinema. “If, based on their own research, the nature in which we shop has made more retail facilities/space unviable, then surely a cinema is even less viable. I do not feel this would add value for the local community in a scale way and is a fairly meaningless ‘give’ from the developers that they continue to anchor on.
- The small size of the proposed apartments is “inhumane”.
- The new route through to the park is a good idea though it could encourage more anti-social behaviour, littering, skateboarding, and graffiti.
- Concern that Ryde Road will become a drop off area to the detriment of the amenity of residents of the road.
- Concern that the light assessment has failed to include all affect properties, particularly those along Redcatch Road.
- There is no outside space for the flats which contradicts the Urban Living guidelines.

Density (Key Issue C)

- Concern that the density of the proposals is way over policy.
- The proposal equates to huperdensity at 426 dph.
- “Broadwalk sits in the 'Inner urban' area of the Urban Living SPD's 'Bristol Density Setting Map', which recommends an 'optimum density of 120 DPH'. However, fitting 817 dwellings (plus parking & town centre uses) into the 2.2ha footprint equates to 428 DPH when the Maccreeanor-Lavington method is applied. To propose this density in Knowle goes against the principle of Site Allocations Development Plan Documents (DPD) DM 26 - Local Character and distinctiveness, as this density & massing is completely at odds with the surrounding context of predominantly 2-3 storey Victorian, Edwardian & 1930's homes. Knowle's current density is approx 70 DPH, so the proposed 428 DPH is

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511% greater than the prevailing density of the neighbourhood. Neither is it compliant with the Urban Living SPD, at 257% greater than the 120 DPH 'optimal density'. 428 DPH is also 22% higher than the hyper-density threshold (350 DPH) recommended by the 'Superdensity: The Sequel' report. In this report, experts recommend an 'assumption against development' for schemes above 350 DPH, even in central London. If the Superdensity report's guidelines are followed, Redcatch Quarter would be rejected - or given intense scrutiny - even in central London. The proposed 12, 10 & 8 storey towers do not support Core Strategy BCS21, which calls for development to safeguard the amenity of existing development and create a high quality environment for future occupiers. Work done by 'Create Streets' identifies numerous studies concluding that 6+ storey buildings do not support a good quality of life for residents, with above-average incidents of poor mental health, anti-social behaviour, and children not fulfilling their potential. Other negative impacts are extensively listed in Part 3 of the Urban Living SPD. Chapter 3 of 'Superdensity: The Sequel' concludes that "at densities above 350 DPH, and even with the best practice approach we advocate, it feels very unlikely that we can create the conditions that allow mixed communities to thrive". At 428 DPH, Redcatch Quarter significantly exceeds the hyperdensity threshold, yet the developers have demonstrated little acknowledgement of the specific challenges experienced within hyper-dense communities, nor how to ensure this is mitigated. To meet BCS21 and remain in line with the Urban Living SPD's recommendations for Knowle, the scheme should be capped at 6 storeys, and 120 DPH."

- Concern about the impact on future residents of living at such a high density

— The revised NPPF if approved could include the requirement to meet local housing need could be outweighed if the proposed development is uncharacteristically dense for an area as this proposed development is.

Impact on Redcatch Park (Key Issue C)

- Concern that removing the physical border between Redcatch Park and the development, will have an adverse effect on the community spirit now generated in the park, the development will overshadow Redcatch Park and create a busy thoroughfare to the detriment of the current users.
- Redcatch Park is not a free garden for the development.
- The building overshadows a heavily used park.

Provision of affordable housing (Key Issue D)

- The amount of affordable housing to be provided is insufficient.
- The 7% affordable housing quote is 23% below the target for the area of Knowle.
- New development in the area should be maximising opportunities for low-income individuals and families to buy property, particularly with the on-going housing rental crisis Bristol is experiencing.
- If the reported percentage of affordable housing contained within the p/d is 7% this will shame Bristol and its citizens.
- The proposed tenures and unit sizes are unlikely to improve affordability for residents. Of the 817+ proposed units, 42.5% will be Build-to-Rent units, which will be rented at rates above market prices and will not contribute to solving the housing crisis. The developer's ambition to sell/rent these units at prices 15%

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higher than Knowle's current market prices will only exacerbate the housing crisis and inflate local rent and house prices.

Parking (Key Issue E)

- Concern about the lack of parking proposed.
- Concern that an RPZ is not an answer to a car parking problem that a development this size will attract, irrespective of how much the encouragement of leaving vehicles at home and using public transport to promote 'cleaner air'.
- "It is unreasonable to assume retirees and the disabled do not drive or have access to motor vehicles. These people will struggle with limited car parking and effectively become more isolated in their homes."
- "It is clear that the plans themselves do not make adequate provision for the proposed residents. There are woefully inadequate parking spaces meaning that residents and users will be forced to park in nearby streets which are already at capacity. As a local resident owning one car for a household of 5 we are very rarely able to park within 10 metres of our house and frequently have to park on a different road entirely.
"If the Redcatch Quarter development goes ahead, I think our road, Withleigh Road, should be given a Residents Parking Zone, as there will be more people parking on the local streets due to the insufficient number of parking spaces proposed for the development."

Transport (Key Issue E)

- Public transport in this area is incapable of servicing this development.
- The proposals will increase of traffic in the area. During rush hour the Wells Road is severely congested and can take 30 mins to get from outside Broadwalk shops to the train station.

Sustainability (See comments of BCC Sustainable Cities Team at paragraph 8.38)

- Question whether any account has been taken of the solar PV generation in the area to the East of the development. There are quite a few installations, residential and business (e.g. Priory Surgery) where the generation capacity will be adversely affected by shade from the development.
- "Structures above 6 storeys have been proven to be less sustainable, The density is 300% over BCC's own recommended DPH and we are no way near the 30% affordable threshold laid out in BCC's own policy."

Pollution

- Concern about intrusive noise arising from the development.
- The opening up of Ryde Road and the suggested positioning of the commercial units will increase the noise pollution, air conditioning and heating noise pollution, disturbances from people entering and exiting the new development.

Other comments

- Would support a smaller scale development.

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- Cannot understand why an EIA was not required.
- Concern expressed about the loss of jobs and several years of disruption.
- Application proposals represent “corporate greed”.
- “The development should be working for community cohesion, not profit at any cost.
- Temporary accommodation for the library and dentists.
- Poor consultation by the Applicant.
- Local residents will be disrupted during construction.
- Concern about the impact on bats of demolition of the library.
- “The proposed property contributes to the gentrification cycle in Bristol which is causing a donut effect on the city, pushing local residents and those on low incomes even further out of the centre.”
- “Tower blocks built post WW2 taught us a great deal, although they solved a short term problem in housing people they also brought to light terrible social ills. Poverty, deprivation, squalor and a breakdown of community which lead directly to the creation of an underclass and all that comes with it. Crime, drug abuse, prostitution, gangs and a multitude of other undesirable traits. When I see plans to put close to a thousand flats in an already deprived area I question whether we learnt anything?”
- “Please ban woodburning fuels in these new properties as the air quality due to the current usage is appalling in this area.”

8.3 At the time of the preparation of the report, 13 representations have been received in support of the application:

- Strongly support. The sooner this is built the better.
- The proposals offer a sensible redevelopment of an under-used and run-down shopping centre.
- “The height of the buildings is reasonable for an inner city location and will not do undue harm to the area, considering the benefits of providing housing on the site.”
- Something needs to be done, the current buildings are an “eyesore”.
- Support the replacement of the outdated and failing shopping centre with this major investment for Knowle.
- This redevelopment is essential to the life of the community. It is the centre and social hub of Knowle. Without this investment the centre will inevitably close with the possibility that another developer will build as many flats but demolish the retail area and we will be left without a modern shopping area and destination for local residents. This developer has recognised the potential of Knowle as a vibrant strong community that deserves a Redcatch Quarter.
- We deserve a modern shopping area and we are so short of housing in Bristol, we need more housing.
- “The high density of this development, on previously developed, brownfield land whose current buildings are of little architectural or aesthetic value, can help to provide for ever-increasing housing demand without sacrificing green space or more valuable low density architecture in the city. Encouraging high density development makes the provision of public transport and other public services

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more efficient and/ or viable as the area they have to cover per quantity of residents is reduced.”

- The shopping centre does require redevelopment and it is accepted that the high density of the proposed scheme is required to make any redevelopment viable.
- “I’m excited for a rejuvenated community space and better quality units for the shops.”
- “... it is essential this outline planning application is approved for the future of Knowle. Without this we are in danger of losing a £150m investment by developers who can see the potential of Knowle, and the present shopping centre will close and we will be left with a derelict site. Any other developers appear to be interested only in building flats without any retail or community units and the whole area will decline and have very few essential services. A development like the proposed Redcatch Quarter will create a destination for local residents and neighbouring communities - Hengrove, Filwood and Totterdown.

“Block G has the same narrow pavement along the busy Wells Road as now but is to be 9 storeys high rather than the 2 of now - this will feel oppressive and restrict light along this part of the important Wells Road. Compare this with Block F which is only 1 storey higher but has much more generous space for pedestrians. Block G should either be moved back to give a wider pavement or the higher storeys stepped back.”

- Improved shops and access to Redcatch Park will greatly improve the area.
- “It is inherently better land use to have more density in development, it will lead to a more vibrant community and provide much needed support to encourage local investment. If we keep shunting new developments to an ever expanding suburb, the marginal environmental impact of each new housing unit expands significantly”
- “Without approval the continued decline of this amenity will impact all lives that it supports.
- The decline continues to build lesser job security of those who work in the centre and shops surrounding it. Supporting this development will increase job security and more opportunities than current retailers, and additional support workers for later living initiatives.
- It will create an eyesore that is worse than any development that is currently being explored if the area does. It get regeneration. The centre is already out dated and fails to meet the needs of its community.
The decline in area will create more antisocial behaviour if there is no development rather than increase it and impact on all housing in the area as it becomes a no go area.”
- “A lot of people are objecting the to the impact an extra 2000 residents will have, personally I am happy with this as it means new local businesses will be more likely to set up in the area and be financially successful. All of these factors will raise the appearance of the area from very run down to thriving.”

Representations from Members and other political groups

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8.4 Councillors Chris Davis and Gary Hopkins make the following comments:

The first thing to say about this application is that it is vital that we get development of our town centre that meets the modern needs of our community and the city as a whole.

There is little disagreement that there needs to be redevelopment but the seriousness should be understood by planners and those on the planning committee making the final decision.

We had for some years done our best to promote the centre despite its failings as it was vital for all our local traders including those in the "outside" near area. It used to be good for providing bargain shops but has for many years not attracted many local people as it has not provided the range of shops that they would find attractive. The sustainability tipping point passed a few years back.

Crucially a mainstream supermarket has been impossible to attract. Wilkinson abandoned in recent years as have others and we haveempty shops,charity shops and of the others many are held only because of unexpired leases. We understand that approaches from mainstream supermarkets have already been made.

The centre is 50 years old, in poor shape and very expensive to maintain. The car park as an example is on safety watch and will cost many millions.

When planning permission was granted unanimously by this council for the scheme applied for in 2018 the centre was in the hands of administrators and is still losing money every month.

The unanimous granting of planning permission that included flats built up to a 12 storey level , gave the centre a value for development and was then bought by the present owners on that basis.

The individual shops ,as well as carrying heavy service charges are uneconomic as they are too large and deep for most businesses.

The existing building is not attractive and presents a very ugly brick wall and multi storey car park to our wonderful Redcatch park. We look forward to an improved aspect even if it is a little higher. An open aspect with a cafe or 2 will be welcome.

The existing permission granted effectively to the same lead developer did not proceed due to Covid and the effects of Covid on the retail sector would now make that scheme unviable.

The new application is actually a better scheme and more attention has been given to the environmental outcomes which will be very positive.

The developers have been open with us and as well as our meetings invited us to all the local engagements that they were able to that were not off limits politically. We

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have been able to make progress on a number of issues within a realistic viability boundary.

The Need for Flats

In Knowle we have great family housing which in recent years has rocketed in price even more than the Bristol average. Private sector downsizing will work well and we know that an attractive offer to older council tenants will free up council family homes. There is a huge demand for flats to downsize to that are local and of good standard. We have very few small starter flats and we are not anxious to leave the community open to a spread of HMOs. We realise the wider city need but we also need the right mix of flats locally. We are not keen for families to be housed here and the marketing plan makes that unlikely.

The Size of the Flats

We recognise that this is an outline application but wish to make the point that we have already had discussions with the developers who have indicated that market forces will take them in the direction that we wish, particularly for the older living section, towards larger room sizes. So to put another way for some of the development we want a smaller number of flats that would have larger room sizes and feel this will not affect viability. The older living quality flats can effectively subsidise the other smaller first timer flats.

The Number of Flats

There is clearly a citywide need for numbers of new homes and in the local context we are very aware of the need to get a solid viable scheme particularly with rocketing construction costs and an impending economic downturn. Our planning obligation manager has made plain the risk involved in this type of development and just clearing the site is massively expensive. Existing and new businesses will benefit from customers on the spot and create a virtuous circle.

The Height of the Development

Let us first recognise that the present application is no higher than the existing permission and in fact seems to be a slightly smaller mass. If we limit the scale of the development further there would inevitably be a pressure on greenfield sites elsewhere. I am sure that many would prefer to cut the height in half but most of those if they realise that that would result in no development and a derelict shopping centre would think again. There is a small minority that do not care. The key thing here is that the new residents will be living within walking distance of most of their needs.

Transport

The existing Broadwalk area is unusual in that such a high % walk or cycle to it or get the bus. That percentage will improve further with the new residents. Despite the current public transport difficulties Redcatch is well situated as a bus hub. Car ownership will be severely restricted for new residents with reliance on walking cycling and public transport augmented by a comprehensive car club facility. Officers are currently seeking to design new cycle routes to avoid Wells Road and the huge number of cycle spaces on site mean that the site will be a key point of call.

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As has already been said child numbers will be low but that has not stopped some saying that our schools will be swamped . In fact our nearest school ,which is good, is short of intake and the census figures for Bristol show numbers in 0-5 age group not increasing. Across Bristol secondary places are squeezed but a brand new school is being built less than a mile away.

We have a large and expanded GP surgery across the Wells Rd and of course they will be welcome to use the new community facilities. The pressure though is not room space but numbers of doctors. Getting in new young staff is important and the development can make the difference by providing free or subsidised accommodation for them which is such a factor in Bristol. This is not possible to tie in as a 106 condition but the developers have indicated a willingness to meet our request on this.

We have banks and many service and commercial facilities which are at present let down by the increasingly empty mall. We need the new injection.

Parking

As has already been said parking for new residents will be severely limited and a 106 will pay for protection for the surrounding streets which in any case are under pressure from park and ride users. We will need at least part of the parking scheme to come in as soon as demolition starts as existing park and riders using the free car park will spill out and workers could f a nuisance.

Section 106 Requests

We feel that Redcatch park will benefit overall but we have pushed for and got agreement for park enhancement near the boundary . The friends are negotiating details.

We know that there will be some cheaper flats in any event that we do not have but in terms of affordable housing the developers are limited by the costs of the site. They have indicated a willingness to cooperate with a future review given the volatility of markets and costs.

Sustainability

The present situation is a disaster and we need improvement. The flats will of course be low energy use and there are other features in the scheme like green roofs and pocket parks are welcomed. We have dealt with the transport issues already and this development will provide an example for Bristol. The new shops will be sustainable both financially and environmentally. One of the keys to reducing carbon emissions is a balanced community with lower travelling which this development will give us.

Other Features

Not only will the library be better situated but we will gain community facilities. We feel that the cinema/theatre that we have pushed will be very popular.

Phasing

Demolishing from the back on Redcatch Road will be the start. The car park will go early and most of the main mall should also go early. We do though strongly

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recommend that the front shell on Wells Rd with its important businesses should be left until some of the new blocks are built. This would allow for continuity of service to the community and also make it easier for some businesses. We are extremely confident about the final outcome but we do not want a time gap between demolition and some re-provision. This would clearly increase the construction costs but some of this can be offset by increased rent retention and possible reduction in compensation.

Councillor Jonathan Hucker

8.5 Councillor Jonathan Hucker makes the following comments:

I support the redevelopment of Broadwalk Shopping Centre but I have serious reservations about the plans submitted. My main concerns are:

- Height of residential units – 12 stories is out of keeping with the area.
- Density of Residential Units – at over 800 residential units it is too highly concentrated. Density of 428 DPH significantly exceeds the hyperdensity threshold.
- Loss of retail and leisure facilities - the proposed scheme will see this reduced by 57% to 8.8k square metres.
- Lack of affordable housing – only 7% of the new development is affordable housing.
- Lack of parking for leisure, retail and in particular residents – 210 car parking spaces for over 800 residential is obviously completely inadequate.

I therefore object to the application.

Councillor Graham Morris

8.6 Councillor Graham Morris makes the following comments:

This development is a numbers led approach to deliver the highest number of dwellings possible. I do not believe this is what Knowle needs.

I appreciate the developers have a difficult job regarding the redevelopment of Broadwalk, something which most residents would like to see. However the devil is in the detail and most residents, myself included, are concerned about many issues.

My personal concerns include:

- there are just too many properties here. The delivery of circa 2,000 additional will change Knowle forever.
- the new people and properties lead to a hyperdensity situation. One which is greater than the council's own guidelines.
- the imposition of a property at 12 storeys high is a huge increase on what is already there. It will be around double the height of the current highest point in the development.
- Affordable Housing. We need a better mix of property types - not just 1b1p properties.
- The implementation of a RPZ will mean existing residents will have to pay to park in their own area. Those who use Knowle as a Park and Ride will now park further afield - clogging up the surrounding areas of Stockwood Ward and Hengrove and Whitchurch Park Wards.

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I am concerned about the loss of a local supermarket and the fact the cost of food will be more expensive in the area. If not people will be forced to drive to do their shopping - reducing the facilities locally.

I am also concerned by allowing a development at 12 storeys high this will set a precedent across south Bristol. 12 storeys is too high for such a residential setting and will greatly detract from what Knowle has to offer.

Councillor Lisa Stone

8.7 Councillor Lisa Stone makes the following comments:

The Broad walk shopping centre needs to be redeveloped and we need to have more housing, however, I would have to object to this planning application on technical reason as stated below:

1) The density of the building does not comply with Bristol's Urban SPD, it has a site area of 2.2 hectares, pg. 19 design access statement part 1, with 817 units being built, this gives 428 dwellings per hectare, making this a hyper dense space, with such density there comes responsibility to the occupiers:

- a. Does the scheme provide practical, attractive and easily accessible communal amenity space that meets the needs of its target resident profile?
- b. Does the scheme provide sufficient private outdoor space?
- c. Does the scheme create attractive, well designed and well maintained private outdoor spaces?
- d. Does the scheme creatively integrate children's play?

It does not provide the space required by the Bristol SPD, which state that 5sqm is required per 1 / 2 bedroom property, this would mean that approximately 4491sqm of outdoor space is required with an additional 852 sqm for children's play space, looking at the illustrative level 1 plan I can only account for 330 sqm of private outdoor space so I think their check list on pg. 156 of design access part 5 is misleading. To fulfil their obligations, they will need to heavily rely on Redcatch Park which the developers are providing some landscaping into the park, I would expect they will have to make a financial contribution for the privilege. These are all material considerations for objecting.

2) Living in poor quality accommodation at higher densities can make us sad and affect our physical health. For example, intense urban environments can exacerbate mental illness and represent threatening environments to vulnerable users, or negatively affect our physical health through exposure to air and noise pollution. The physical constraints of living in densely developed environments can also be felt in the home. Access to daylight and sunlight is often restricted, privacy from neighbours and external activity can be reduced and access to open space can be limited.

a. Does the scheme maximise opportunities for daylight and sunlight of internal spaces, avoiding single aspect homes? There has not been a proper daylight survey completed without this necessary report I cannot approve this application and a lot of the accommodation is single aspect, this is a material consideration to object.

b. What about wind tunnels and noise, especially with open window ventilation, which is being considered for most of the design.

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3) Part M of the building regulations states 90 per cent of new build housing meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' with the remaining 10 per cent meeting Building Regulation M4(3) 'wheelchair user dwellings'. Block A on Redcatch Road is proposed as a 'later living' facility. The development will accommodate some (not sure how many) units specifically for the over sixties. This accommodation will be provided with internal and external communal areas and a range of apartment types that are specific to the needs of older people. Apartments will be designed to Lifetime Homes standards. These standards allow less mobile people to operate with more ease. The 16 standards within the Lifetime Homes guidance include easy access to apartments, wider doorway widths, provision of handrails, improved lighting, wider parking bays, lifts, wheelchair access, larger bathroom sizes, window handle heights standards and specific service control locations. These units should total 10 % of the development suggested in Part M4 of the building regulations. This is best practice and Bristol should comply with best practise. The other 90 % should comply with Part M of the building regulations. This is a material consideration to object. In the planning obligation documents I have noticed disability rights have been ignored, Bristol needs to do better.

4) Social Housing: There is only 7% affordable housing provided, BCC policy is 30%, this is a material consideration, to object.

5) Energy statement: BCC Energy Services and Officers have advised that the district heating network is unlikely to have reached the site area in time for this development. Taking this into consideration, the following proposals are being considered as permanent solutions for the development:

a. Air Source Heat Pump (ASHP) - proposal - preferred option. This option is the preferred choice however, these units take up a lot of space inside the accommodation, they will affect the visual elevation of the blocks, until we see the detail, I cannot support this application.

There are plans for a blue roof, the design intent is for attenuation purposes rather than to capture and use in toilet flushing for example. Therefore, not recycling water at all.

6) Cycling infrastructure is not enough: The workplace travel plan May 2022 reports that there will be a total of 1280 cycle parking spaces provided for the proposals. This number has been calculated in accordance with BCC's minimum standards on the following basis:

-1110 spaces for residents and a further 85 spaces for visitors

-52 customer spaces for the retail and leisure uses, with a further 33 spaces for staff.

However, the plan suggest that the bike will be hung to achieve the amount by using less space:

This will not comply with the lifetime homes standards; people must be able to access their bikes at all ages. This is a material consideration to object.

To take advantage of our walking cycling city there needs to be more bikes and car clubs with less car parking.

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There are not many good points to this plan, the use of modular build to reduce carbon and creating a block and street design that may feel like a high-street are a couple a good points. However, the apartments are small, they just about comply to the internal space standards, there is not enough private external space for children's play, the design does not provide sufficient light levels, social housing and disability access. Bristol does not need uncompassionate developers.

Knowle Labour Party

8.8 Knowle Labour Party comment:

We object to the current proposals, but we support in principle the redevelopment of the Shopping Centre.

We would ask for:

- A reduction in height to 6 storeys for all proposed blocks of flats above this height
- The application of the City Council's policy on density.
- The provision of adequate Town Centre facilities for all socio - economic groups, as we have at present.
- An increase in the provision of affordable housing, in line with the city council's policy.
- Better parking provision for new residents, shop workers, and existing residents.

Representations from Key Interested Parties**Knowle Neighbourhood Planning Group (KNPG)**

8.9 Knowle Neighbourhood Planning Group (KNPG) OBJECTS to the Outline Planning Application Ref No 22/03924/p (called Recatch Quarter).

8.10 KNPG's objection can be summarised as follows:

1. Knowle is one of two designated 'Town Centres' in South Bristol, and it's "vitality and viability" is being undermined.
2. Residential density in Redcatch Quarter is too high - too many people in this small a space is called 'hyperdensity'
3. 10 and 12 storey tower blocks mean a significant loss of light, privacy and shadows cast in the nearby area.
4. The 12,10 and 8 storey blocks fail to provide the 'high quality environment' for residents that 'safeguards the amenity' that Bristol's policy guidance calls for (Core Strategy BCS21).

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5. KNPG supports the provision of housing on the Broadwalk site and flats in blocks. However, these should be 6 storeys and under to ensure a thriving community.
6. Only 7% of the new development is affordable. Bristol City Council's own Affordable Housing policy calls for 30%
7. There are insufficient parking spaces for residents and visitors. The 0.25 car parking spaces/dwelling cannot be reconciled with the 'City Council Parking Standard' or local and national practice (0.7-1.1 ratios)
8. The Redcatch Quarter Transport Plan relies on yet to be agreed improvements to public transport and bus services
9. Local Health and Care facilities are already at breaking point. More pressure will put the health and wellbeing of people in Knowle at further risk.
10. Redcatch Quarter does not contribute positively to the city and local sky line.
11. Outside space for the 85 children forecasted to live at Redcatch Quarter appears insufficient to Council guidance.
12. Open and Green Spaces are compromised by Redcatch Quarter
13. Closure, demolition and rebuild of the site will take up to 6 years with shops closing in the interim - impacting all who use them and in particular non-drivers in Knowle and nearby areas that use bus routes to Broadwalk (e.g. Stockwood).
14. The 2018 permission should not set a precedent for this scheme in KNPGs view. It is misleading to reference it.

Friends of Redcatch Park (FORP)

8.11 FORP makes the following comments:

FORP accept that this is an Outline Planning application and subject to an extant approval in terms of height and massing, although we note this was for significantly less residential units.

Our comments are made purely from the perspective of the park and Redcatch Community Garden and its users. We are not commenting on the broader aspects of the proposed development as we are confident that Knowle Neighbourhood Planning Group (KNPG) have the requisite experience for all other comments.

We are broadly in support of the outline planning application in principle, subject to the following provisions for further detailed review, consideration and consultation.

1. Concern that the proposals would result in the loss of trees in the park.

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2. Concern about the impact of tall buildings on the park.
3. Concern that a buffer zone is retained between the park and buildings on the site, so that the buildings are not too overpowering.
4. Concern about the building process itself and how it will impact on the park.
5. Concern about how the boundary between and the site will look and function.
6. Concern about the impact of 2000 plus people using the park.
7. Concern that green maintenance should not all be the responsibility of the Parks Department
8. Request for more refuse bins are added to the park.
9. Concern about the impact on the Redcatch Community Garden (RCG)
10. Improvements to the Park's toilet is requested.
11. The Park's Pavillion needs refurbishment
12. An increase in anti-social behaviour is a real concern for the future of the park.
13. Concern that the existing children's play equipment in the park will absorb the additional people in the park.
14. Concern about the security of the park. The park should be lit and a CCTV plan developed.
15. Concern that a RPZ will result in the loss of parking for the park.

Bristol Civic Society

8.12 Bristol Civic Society make the following comments:

The Society supports the principle of the redevelopment of the Broadwalk Shopping Centre. This is a large and outdated development comprising extensive retail, parking and servicing areas, all of which are no longer appropriate for modern use. A comprehensive scheme for the whole of the site is preferred to the previous proposals for partial redevelopment.

However, we cannot support the current planning application and register our strong OBJECTION to this proposal.

We are aware of, and largely support, the views of the Knowle Neighbourhood Planning Group. We share their concerns about the approach adopted to community consultation and, as is shown below, about the current plans for the site.

Our key objections to the current proposals concern the building heights and overall density of the development due to the greatly increased amount of housing in the current application. It is totally inappropriate in the context of the largely two storey residential area surrounding the development.

There will be overlooking and overshadowing to adjacent existing properties. A particular concern - which is just about visible on the sketches - is that the western high tower with its central well will contains flats that are definitely overlooked and/or overshadowed and the existing Victorian Ryde Street is very likely to suffer the same problem.

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We also consider that the proposed development will have a very negative impact on the immediately adjacent Redcatch Park whose facilities will be overwhelmed by the large number of new local residents.

The proposed pedestrian route from Wells Road to Redcatch Park through the middle of the site is potentially positive, but we remain uncertain with respect to the adequacy of the proposed retail provision. Is there scope for a supermarket as suggested by KNPG?

Clearly more detail is needed about the impact of additional parking pressures in the neighbourhood, as residents of the new development who need a car for work purposes will have no choice but to park on local streets.

This is a very large development located in a residential neighbourhood of largely two storey homes. The potential negative impact on existing residents is immense. We request that members of the City Council Planning Committee make a site visit to the Broadwalk Centre prior to making any decision.

Iceland Supermarket

- 8.13 Iceland Supermarket have objected to the application, which in summary is: The application as proposed is contrary to the Development Plan for Bristol and National Policy in the form of NPPF. The proposal will result in a significant reduction in the floorspace in a designated Town Centre which will have a significant impact on the vitality and viability of Wells Road Town Centre and its position within the Retail Hierarchy in Bristol contrary to NPPF and policy DM8.

The scale of development represents an over development of the site with an excessive density of residential use on the site which far exceeds the identified optimum level for this area of Bristol. The size and scale of the proposal is out of keeping with surroundings and is wholly inappropriate in the context of surrounding development and buildings immediately adjoining the site. The proposed development is contrary to policies BCS20 and DM27 of the Development Plan as well as the Urban Living SPD.

The proposal will have a significant detrimental impact on neighbouring residents by way of overshadowing, overbearing and loss of outlook which would result from multistorey buildings in close proximity to much smaller scale residential uses which permeate the area. The proposal will result in some existing private amenity spaces being in constant shadow for parts of the year. The proposal is contrary to Development Plan Policy DM29 and the NPPF.

The submitted viability assessment is not based on the extent of development proposed as part of this application but a reduced number of dwellings. My client reserves the right to make further comment on this as appropriate once any Council assessment on this matter is published.

The proposed development incorporates insufficient car parking to meet the requirements of the development and is not sufficiently accessible to justify the

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reduced level of car parking proposed. The proposal is contrary to policy DM23 of the Development Plan.

Response from External consultees**Avon and Somerset Police**

- 8.14 Avon and Somerset Police recommend that a number of anti-crime and anti-terrorism measures for the detailed design.

Avon Fire and Rescue

- 8.15 Avon Fire and Rescue request the installation and maintenance for five years for one fire hydrant.

Health and Safety Executive (HSE)

- 8.16 The HSE comment that should the LPA be minded to grant permission for this application, we strongly recommend the following:

- The planning permission is subject to a suitable condition requiring the submission of a suitable fire statement with any reserved matters application, and
- That HSE (Planning Gateway One) is consulted in conjunction with the Local Planning Authority's consideration of any reserved matters application.

Wessex Water

- 8.17 Wessex Water make the following comments:

Wessex Water is satisfied with a surface water connection to the local public surface water sewer network from the entire site at a rate not exceeding 33.8 l/s. Details to be agreed through formal application to Wessex Water if planning approval is gained.

We have some concerns regarding the continued build over of the existing 225mm / 300mm / 375mm public surface water and foul sewers crossing the site beneath and close to the existing structure. At the very least these sewers will require a CCTV survey and possible remedial works and buildover / near agreement before the demolition of the existing building and construction of the proposal (should the planning application be successful). There could be a chance that the sewers will require diversion into the proposed new drainage with possible upsizing. Especially where predicted foul flows exceed existing arrangements.

We are confident however that these matters can be agreed post planning and request a suitably wording planning condition so sewer protection matters are not overlooked.

The Coal Authority

- 8.18 The Coal Authority make the following comments:

The application site does not fall within the defined Development High Risk Area and is located instead within the defined Development Low Risk Area. This means that there is no requirement under the risk-based approach that has been agreed with the

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LPA for a Coal Mining Risk Assessment to be submitted or for The Coal Authority to be consulted.

The Theatres Trust

8.19 The Theatres Trust make the following comment:

“We welcome the principle of a theatre at this location which could further add to the availability and diversity of theatre provision across the city. As plans progress we would strongly encourage for the applicant to engage with the Trust and to identify an end user so that the space can be appropriately designed to meet their needs.”

Response from internal consultees**BCC Transport Development Management**

8.20 TDM support the application because:

- The proposed development is consistent with national and local transport policy.
- The location of the site is accessible to pedestrians, cyclists, and public transport users.
- Site permeability to pedestrians also integrates the site with the surrounding pedestrian routes.
- Access to services, education and employment areas are within walking and cycling distance of the site, which is in line with local and national policies
- Satisfactory vehicular access can be achieved. The details of which will be subject to S278 agreement.
- The internal site layout is able cater for all road users including service vehicles as shown by swept path analysis.
- The level of car parking proposed is suitable for the location of the site given that local facilities are accessible by foot, cycle, and public transport, and that on-street parking is controlled by a residents parking zone for which new residents would not be able to purchase permits.
- The sustainable travel measures proposed including secure cycle parking car club car, and the implementation of a Travel Plan at the site further would encourage the use of alternative modes of transport to the private car, reducing car parking demand.
- Comparing average traffic generation, the proposed traffic generation of the development would be in line with the previous approval.
- There are no specific road safety concern on the local road network and there is no reason to suggest that that proposal would affect this situation.
- There is no requirement for S38 (adoption) for this site.

The obligations and conditions

8.21 The obligations requested are considered required and meet the CIL Regulations 122 test, in that it would be:

- i. Necessary to make the development acceptable in planning terms;
- ii. Directly related to the development; and
- iii. Fairly and reasonably related in scale and kind to the development

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8.21 The following obligations are sought:

- The extent and scope of the S278 (which must be signed prior to commencement)
- Contributions of £220 per residential unit for travel plan delivery and management or £5,693 where applicant will do their own delivery. Notwithstanding additional s106 (£5,693) for each of the Classes E, F and Sui Generis uses. The exact floorspace of these individually is unknown.
- Contribution to the relocation of up to 8 bus stops would be estimated at £100,000.
- Contribution for restrictive parking measures (design, consultation and lines and signs) £150,000
- Contribution to Traffic Regulation order for RPZ £6,000.

Transport Conditions

8.22 Relevant conditions are incorporated into the recommendation set out below.

BCC Ecology

8.23 The Council's Nature Conservation Officer comments that the site is located in an urban area and is not within or directly adjacent to any designated wildlife sites. The site is not within the West of England Nature Partnership (WENP) Nature Recovery Network.

8.24 The Ecological Impact Assessment (EclA) (Engain, 2022) appropriately describes the ecological features of the site and mitigation required. The Biodiversity Net Gain Assessment (BNG) (Engain, 2022) calculates a 1299.86% gain in habitat units and a 100% gain in hedgerow units. Any future reserved matters application must include an updated EclA and BNG assessment using the BNG metric 4.0. A 30-year Landscape and Ecological Management Plan (LEMP) should be included but can be conditioned.

8.25 An updated landscaping plan with finalised proposals (which will be incorporated in to the Biodiversity Net Gain (BNG) assessment) should be submitted in any future reserved matters application. Provision of species schedules is advised.

Bats

8.26 A grant of planning permission does not remove the legal protection afforded to bats and their roosts. If, during the works, any bats (or signs of bats, such as droppings) are found, an immediate halt should be called and a bat worker/ecologist should be consulted to determine if and how the works can proceed lawfully, with or without a mitigation licence.

8.27 The bat emergence/return surveys (Engain, July 2022) are valid for 18 months only. If the demolition works have not commenced within 18 months of the survey date, then the survey should be repeated and the results submitted to Bristol City Council for written approval, prior to commencement.

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- 8.28 Should the survey result in the need for mitigation measures, then these must be approved in writing by the Local Planning Authority and implemented in full prior to the commencement of development.

Ecological Mitigation and Enhancement Strategy

- 8.29 A relevant condition is recommended requiring that prior to the commencement of the development, the applicant should submit an Ecological Mitigation & Enhancement Strategy (EMES) to include details of the provision of bird, bat, insect and hedgehog boxes.

Green Roofs/Walls

- 8.30 A relevant condition is recommended requiring that prior to the commencement of the development, the applicant shall submit a Method Statement prepared by a suitably qualified ecological consultant or landscape architect to secure the provision of living roofs and/or walls. This shall include management details e.g watering/care schedule, species/seed mix avoiding the sole use of sedum, provision of features for invertebrates, and details of the provision of new plants should the originals fail.

Landscape and Ecological Management Plan

- 8.31 A relevant condition to secure a Landscape and Ecological Management Plan pursuant to each reserved matters is recommended.
- 8.32 A relevant condition to secure the provision of a soft landscape plan is recommended.

Further walk over surveys

- 8.33 Given the length of time the scheme will take to build out the development, where 18 months lapses between submissions, an update walkover survey of the site shall be undertaken by a suitably qualified ecologist and an update of the Ecological Impact Assessment (EclA) will be submitted with each reserved matters submission to the Local Planning Authority for written approval.

Biodiversity Net Gain

- 8.34 A condition requiring a revised Biodiversity Net Gain Assessment (BNGA) based on the finalised proposals, prepared by a suitably qualified ecological consultant and using metric 4.0 must be submitted with each Reserved Matters submission to demonstrate that net gains in biodiversity will be achieved.

BCC Drainage Officer

- 8.35 The Council's Drainage Officer comments that the overall approach to the drainage strategy is acceptable. The SuDS features proposed will provide wider sustainability benefits. A reduction in existing site run off will also make an improvement to local drainage issues. There is just a concern with the diameter size of some of the orifice outflow controls proposed. A minimum of 75mm diameter is recommended unless it

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can be shown there are other means within the system to help avoid blockages and the associated flooding problems this can cause.

BCC Contaminated Land Officer

- 8.36 The Council's Contaminated Land Officer comments that in principle there is no objection to the proposed scheme with respect to contaminated land, however further information is required before determination so that appropriate and enforceable conditions can be compiled and recommended.
- 8.37 A detailed method statement for the petrol station decommissioning is required and can be secured by condition.

BCC Sustainable Cities Team

- 8.38 The Council's Sustainable Cities Officer comments that although only at outline stage, the proposals appear well considered in terms of sustainability and I am pleased to see the UN Sustainable Development Goals have been integrated into early designs and planning.
- 8.39 More detail on sustainability and energy will be required at detailed design stage.

Policy BCS13 – Climate Change

- 8.40 A range of green infrastructure is proposed including green roofs and walls. Support for biodiversity and restoration of the water ecosystem are to be integrated into the design of sustainable drainage systems. Climate resilience is to be a key consideration in landscape proposals. All of which is welcome and supported.
- 8.41 Overheating considerations appear to be integrated into design considerations with appropriate glazing ratios and solar shading considered.
- 8.42 Some information is provided on the overheating assessment that is to be undertaken. The use of TM59 methodology meets the requirements of BCS13 – however please note that we require assessment using the 2020, 2050 and 2080 weather files to show that the development will be resilient to future temperatures, as well as compliant with current requirements.

Core Strategy Policy BCS14 – Sustainable Energy

- 8.43 The outline proposals include good practice energy efficiency measures, a heat pump-led heating and hot water system, and additional solar PV.
- 8.44 The proposals meet the requirements of the BCS14 heat hierarchy and are expected to meet the 20% carbon emissions reduction from renewables requirement.

Core Strategy Policy BCS15 – Sustainable design and construction

- 8.45 An initial waste management strategy, flood risk assessment, and ecology assessment have all been provided. In addition, some outline proposals are included in relation to water efficiency and use of sustainable materials.
- 8.46 In line with policy BREEAM Excellent will be targeted for the non-domestic parts. The BREEAM pre-assessment has been provided which shows this can be achieved.

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8.47 An initial BREEAM Communities assessment has been undertaken which shows that mandatory and sustainability-focussed credit areas have been factored into high-level planning at the early design stages.

8.48 Recommended Conditions in relation to sustainability form part of the recommendation.

BCC Building Bristol

8.49 Building Bristol is satisfied with the content of the Employment and Skills statement supplied by the applicant. The applicant has acknowledged the requirement for a full ESP in line with the CITB benchmarks and this is to be agreed by Building Bristol prior to commencement of any works.

8.50 Please ensure the following condition is included within the Planning Decision (if granted) and that the £2000 Levy Fee is collected.

8.51 A relevant condition forms part of the recommendation.

9.0 KEY ISSUES

9.1 Whilst the consultation responses are noted, the following issues are key to the determination of this outline application:

- Is the proposed development acceptable in principle?
- What would be the economic benefit of the development?
- Would the application site be able to accommodate 850 homes?
- Does the proposal make sufficient provision of affordable housing?
- Is the access to the development acceptable?
- Can local amenities absorb the development?
- What would the impact of the development be on the ecology of the area?

(A) IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

9.2 Paragraph 120 of the National Planning Policy Framework (NPPF) advises that substantial weight should be given “to the value of using suitable brownfield land within settlements for homes and other identified needs” and that planning decisions should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing.

9.3 Paragraph 123 of the NPPF states that local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. They should support proposals to use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres,”

9.4 Policy BCS1 sets out that the Core Strategy identifies South Bristol as a priority focus for development and comprehensive regeneration. This includes:

“- Around 60,000m² of net additional office floorspace focused on centres and

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the major regeneration areas.

- Up to 10 hectares of new industrial and warehousing land focused on the major regeneration areas.

-The provision of around 8,000 new homes of a mix of type, size and tenure.”

- 9.5 Policy BCS1 is clear that development in South Bristol will primarily occur on previously developed land.
- 9.6 Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built-up areas. Between 2006 and 2026, 30,600 new homes will be provided in Bristol.
- 9.7 Policy BCS7 states that retail development and higher density forms of residential development should be provided within local centres. Mixed-use development will be supported where it takes advantage of underused land and uses that contribute to maintaining the vitality, viability and diversity of centres will be encouraged. Active ground floor uses will be maintained and enhanced throughout the centres.
- 9.8 Policy BCS18 of the Core Strategy states that all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.
- 9.9 Policy BCS20 states that development should maximise opportunities to re-use previously developed land.

Retail and Leisure Uses

- 9.10 The current shopping centre was built in the early seventies and is in need of significant refurbishment.
- 9.11 At the time of the preparation of this report, the shopping centre has a significant number of vacant retail units. At the current time, of the 49 existing commercial spaces 39 are dedicated retail units and 10 are [describe uses]. Of the 35 dedicated retail units, 29 are occupied, and of the 12 other commercial units 6 are occupied. It is also noted that the second-floor office space has been vacant for a significant length of time.
- 9.12 Policy BCS7 states that retail shop uses will be predominantly in the designated primary shopping areas of the City and Town Centres, supported by a wider range of appropriate uses in the other parts of these centres.
- 9.13 The application site is within the Wells Road / Broadwalk (Knowle) Town Centre designated within the Local Plan. The provision of Class E commercial, Class E/ F2 community floorspace, Class F1 library and sui-generis cinema / theatre floorspace is therefore acceptable in this location in principle and consistent with Policy BCS7.
- 9.14 The application proposal would deliver approximately 30 retail units. The indicative plans suggest that to accommodate this, the linear retail frontage will also increase from 460m within the existing shopping centre to 480m within the proposal.
- 9.15 The exact design of the units will be refined at reserved matters stage. However the applicants anticipate that the new units will be able to be further subdivided, subject to the tenant demand. They will be designed to allow tenants to respond to market requirements. The applicants' intention is to create a varied commercial offer that will

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assist in the creation of a 15 minute neighbourhood, where essential shops and services are located within a 15 minute walk or cycle.

- 9.16 The applicants have indicated that the proposed Class E floorspace will include suitable accommodation for the dentist, which will be re-provided within the scheme. However, there is no means by which this could be secured through this planning process.
- 9.17 The existing library will be accommodated with the proposed community centre. The application proposal includes provision for up to 320 square metres Class F1 library floorspace. Bristol City Council currently have a secure lease from the company that owns the Broadwalk Centre. The Council would need to negotiate suitable library/community provision in the proposed development in return for giving up their existing lease.
- 9.18 The application proposal will provide up to 870 square metres of sui generis floorspace to be used as a cinema / theatre. In addition, the inclusion of a cinema within the site will help to drive footfall and further support the proposed new retail uses.
- 9.19 The description of development includes reference to the provision of a cinema / theatre. Cinemas and theatres are both appropriate town centre uses and are consistent with Policies BCS7 and DM8.
- 9.20 When considering the loss of retail uses, it is pertinent to note that since the changes to the Town and Country Planning (Use Classes) Order 1987 (as amended) that were made in 2020, Class A1 retail use no longer exists and has been incorporated within a new Class E commercial, business and service use which encompasses former Class A1, a2, A3, B1 and D2 uses. This means that any existing Class retail floorspace could become a non-retail Class E use without the need for planning permission. None of the existing retail units in Broadwalk Shopping Centre are protected from this.
- 9.21 Given the provision of new community floorspace within the scheme, the application proposal complies with Policy DM5. As the application site is within the Wells Road / Broadwalk (Knowle) Town Centre designated within the Local Plan, the range of uses proposed is appropriate and consistent with core planning policies.

Residential Uses

- 9.21 The application proposal seeks outline planning permission for up to 850 residential units.
- 9.22 The location of housing in this location accords with the Core Strategy. The application site will make a significant and valuable contribution to the supply of housing (up to 850 homes) on a sustainably located site. This accords with policy BCS5 of the Core Strategy and is awarded significant weight in the planning balance.
- 9.23 The Council These indicators highlight the significant need for new housing developments in Bristol, a need which this application would help to address. The principle of the residential-led redevelopment of the site is considered to be acceptable. As the Council cannot demonstrate a five year supply of deliverable

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housing sites and has failed the recent Housing Delivery Test, paragraph 11(d) of the NPPF is engaged.

9.24 The NPPF requires each authority to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer. The Council cannot currently do so. The Council identified a housing land supply of 2.45 years for the purposes of a recent Appeal at Brislington Meadows and has failed its most recent Housing Delivery Test.

9.25 In view of the fact that the LPA is not able to demonstrate a five-year housing land supply, paragraph 11(d) of the NPPF is engaged, and the tilted balance applies meaning the presumption in favour of sustainable development as set out in paragraph 11(d) of the NPPF is applicable. This indicates that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole:

“d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.

9.26 In this case, the proposed residential development would contribute positively to the targets set for the delivery of new homes in South Bristol as set out within Policies BCS1 and BCS5. The proposed development would accord with Policy BCS7 by promoting mixed-use development within an accessible centre by taking advantage of underused land. The proposed re-use of brownfield land is supported by guidance in the NPPF and Policy BCS20.

9.27 Although dating back to 2007, it is noted that the principle of residential development on the site of the multi-storey car park was established with the issuing of planning consent as part of application 07/05426/F for 45 units. This added two and three-storeys of residential use to the existing area of car parking.

9.28 The principle of redevelopment of the library and petrol station fronting Redcatch Road has been established through the approval of application 06/05015/F for 38 apartments.

9.29 The principle of the redevelopment of the western part of the site within building heights of up to 12 storey has been established through the approval of application 18/05184/P for up to 420 apartments.

9.30 It is noted that the housing statistics for Knowle Ward indicate that the area is dominated by three bedroom houses (65%). The application proposal therefore has the potential to diversify the housing stock in this ward.

9.31 Whilst the exact accommodation schedule and housing mix is a reserved matter, the principle mix of 1 and 2 bedroom flats is considered to help to diversify the housing mix within the area, providing smaller units for first-time buyers and those wishing to downsize, in accordance with BCS1 and BCS5. Similarly, the potential for the provision of later living accommodation would also help to diversify the housing mix of the area.

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- 9.32 The proposed development will have a positive social and economic impact for Knowle and the city as a whole.
- 9.33 In support of their application, the Applicants have submitted an Economic Benefits Assessment. This states that the development will contribute to economic growth both during construction and over the lifetime of the development. The construction period will support jobs directly on site, as well as providing indirect support to additional jobs within the supply chain.
- 9.34 The scheme will provide direct economic benefits. The Economic Benefits Assessment indicates that the scheme will provide up to 510 permanent on-site jobs. The scheme will provide revenue from business rates, CIL, new homes bonus, up to 6.8m local resident spending per annum, and an estimated net additional maximum £15m GVA (per annum) for Bristol.
- 9.35 A Social Value Statement prepared by Social Value Portal has been submitted as part of the application. This estimates that over three years of construction and 10 years of management, the development could create up to £157.6m of social and local economic value around the site. This includes up to 500 weeks of training and apprenticeships, up to 1,104 hours of volunteering with local groups and 2,000 weeks of apprenticeship training.

(C) WOULD THE APPLICATION SITE BE ABLE TO ACCOMMODATE 850 HOMES?

- 9.36 Paragraph 120 of the NPPF states that planning decisions should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing with land supply is constrained and available sites could be used more effectively.
- 9.37 Paragraph 125 of the NPPF states that “where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site”.
- 9.38 Section 12 of the NPPF sets out that “the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve.”
- 9.39 Policy BSC20 of the Core Strategy requires new development to maximise the re-use of previously developed land and supports higher densities in or close to other centres and along main public transport routes. Appropriate densities for individual sites will be informed by site characteristics, accessibility, the need to provide an appropriate mix of housing and other uses, and the need to achieve high-quality, well-designed environments.
- 9.40 Policy BCS21 of the Core Strategy aims to ensure that all new development in Bristol achieves high standards of design.

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- 9.41 Policies DM26-28 of the site allocations and development management policies require development to contribute to the character of an area through its layout, form, public realm and building design.
- 9.42 A parameter plan has been submitted by the applicants demonstrating that up to 850 residential units can be accommodated on the site. This includes an indicative idea of the height that buildings would have to be secure this level of development. This will be subject to refinement as the detailed design of individual buildings emerges and is refined as part of the process of approving reserved matters. It is noted the majority of the buildings on the site would not need to be as tall as the scale of buildings that were approved in 2021.
- 9.43 The parameter plan sets out that the proposed development would range from 68 metres to 104 metres AOD this equates to between three and 12 stories and would include the following elements:
- A ten storey block fronting the junction of Wells Road and Redcatch Road.
 - A 5/6 storey residential block fronting onto Redcatch Road.
 - Part three storey blocks fronting Redcatch Park with ten storeys set perpendicular to the Park.
- 9.44 It is noted that the proposed 12 storey elements sit within the height parameter for this part of the site that were approved under the extant consent, approved in 2021.
- 9.45 It is anticipated that any future reserved matters application(s) would be brought to Development Control Committee for determination.
- 9.46 It is considered that the application site is within a suitably sustainable location within the town centre. It is an appropriate location for densification. In accordance with the Urban Living SPD an assessment has been undertaken by the applicant to identify what works well for the site and what would need to be addressed as part of future reserved matters application(s). The large scale of existing buildings on the site and the size of the site overall, mean that it is a natural location for a development of this scale.
- 9.47 For the purposes of calculating residential density in accordance with the Urban Living SPD, site area is 2.344ha. For a scheme of up to 850 homes, this results in a density of 416 dwellings per hectare (dph).
- 9.48 In comparison the extant consent as a residential density of 374 dph on the rear part of the site that could be developed to provide residential units both NPPF paragraph 124 and policy BCS7 recognise the need to optimise density the open living SPD is very clear that an optimal density is not determined by a fixed dwelling per hectare [dph] number nor does it set thresholds for density by location.
- 9.49 It occupies a sustainable location within a designated town centre and is close to bus stops with many amenities within easy reach. The proposed development is underpinned by the concept of the '15 minute neighbourhood' where key shops and services are within a 15 minute or cycle.
- 9.50 The scale of residential development on the site means that in effect a new village is being developed in this location. High density residential development and the subsequent increase in residents help to support new retail and community elements

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by increasing footfall within the site itself. This will further enhance the viability and vitality of the designated town centre.

Design considerations

- 9.51 A key consideration in confirming whether this site can accommodate 850 homes, is what the standard of each home would be. As layout and design do not form part of this outline application and are reserved for subsequent approval, Members are only being invited to assess whether in principle, the site could accommodate 850 homes. The detailed design of each apartment will be assessed as part of a future reserved matters application(s). Notwithstanding this, Officers have assessed whether the site would have a significant proportion of single aspect dwellings, mindful that it will be a pre-requisite of the reserved matters submission that each home meets Nationally Described Space Standards (NDSS).
- 9.52 Policies BCS21, DM29 and guidance set out in Q2.8 of the Urban Living SPD seeks to avoid single aspect homes in order to improve access to natural light, provide a choice of views, and allow cross ventilation in order to minimise overheating.
- 9.53 The current indicative layout provides 263 (32.2%) dual aspect units. Of the remaining single aspect units, 207 (25% of the total units) would be single aspect north facing units; these are predominantly located within Blocks A and B, in the north western part of the site adjacent to Redcatch Park, with some also located in Block G at the centre of the site.
- 9.54 It is inevitable that there will be a proportion of single aspect homes and that some will need to be north facing. This situation will be improved when the details of each of the individual buildings begins to emerge. However, at this stage there has been consideration given to additional design refinements such as 'cut outs' which could be incorporated within individual units to provide a choice of views and to further improve daylighting to units. Furthermore, it is anticipated that a high proportion of the homes will benefit from balconies, thereby increasing the choice of views from these units. In consideration of the detailed design, Officers will pay attention to guidance in the Urban Living SPD which, in assessing whether schemes create sufficient outdoor space, encourages the use of balconies.
- 9.55 In accordance with the requirements of Policy DM14, a Health Impact Assessment (HIA) has been submitted in support of the Application. The Applicants have committed to healthy placemaking principles. These include the following:
- Open spaces and green spaces to provide opportunities for social interaction, recreation and physical activity;
 - Improving site permeability and connectivity;
 - Providing access to Redcatch Park to Wells Road and the wider area;
 - Hard materials strategy, to ensure all open spaces are accessible to all; and, -
 - Supporting infrastructure to support and encourage sustainable and active modes of transport.
- 9.56 Overall, it is considered that the site can accommodate this level of development. There will be need for care in ensuring that the highest quality of daylight and sunlight is secured for future residents.

Amenity for surrounding residents

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- 9.57 In support of their application the applicants have submitted a Daylight and Sunlight Study. This study assessed the potential impact of the indicative design of the proposed development on residential properties in the surrounding area.

The following properties were assessed:

Ryde Road Properties

- 9.58 25 main habitable room windows at the Ryde Road properties fall short of the Vertical Sky Component (VSC) test. However, 20 of the 25 windows will maintain a VSC score of 15.5% or more after the development, with the majority around 20%.
- 9.59 As noted in a number of appeal decisions, it is generally accepted that for large schemes in cities or densely populated town centre locations, a VSC of 20% or more is considered reasonably good, and VSCs in the mid-teens (around 15% or more) are acceptable. It is also relevant that 24 of the 25 windows achieve before/after ratios between 0.7 or more, which is only marginally short of the BRE 0.8 recommendation.
- 9.60 Finally, many of these windows are already hampered by the projecting wings created by the design of the properties themselves. The BRE guide acknowledges that where a room has a projecting wing on one or both sides of it, a larger relative reduction in the area of the room receiving direct skylight may be unavoidable, as the building itself contributes to its poor daylighting

Redcatch Road Properties

- 9.61 27 main habitable room windows at the Redcatch Road properties fall short of the VSC test. However, 22 of the 27 windows maintain a VSC score of 16.7% or more after the development, with the majority around 20%, and some, with extremely high retained VSC levels of 26.9% (i.e. only 0.1% short of the BRE VSC 27% recommendation). Furthermore, 3 of the windows appear to serve bedrooms. The BRE guide states that daylight is required in living rooms, kitchens and bedrooms. In the context of daylight distribution, the guide states that bedrooms are less important. The guide does not distinguish between the relative importance of daylight in respect of the vertical sky component test. However, in our opinion less weight should be given to bedrooms than living rooms, on the basis that bedrooms are likely to be used less than living rooms during daylight hours. Given the style of these properties are very similar to those on Ryde Road, many of the windows are also already hampered by a projecting wing.

Broad Walk Properties.

- 9.62 104 main habitable room windows at the Broad Walk properties fall short of the VSC test. However, 93 of the 104 windows maintain a VSC score of 16.2% or more after the development, with the majority around 20%. Additionally, 34 of the 104 windows achieve before/after ratios between 0.71 or more, which is fairly close to the target of 0.8 stated in the BRE guide.
- 9.63 It is noted that the style of these properties is such that a number of the windows are tunnelled in by the projecting wings of their own building, where a degree of obstruction is likely to be unavoidable. Further, it is also relevant that the proposed development only affects the rear of the properties, where it is extremely likely that the rear of the properties will comprise bedrooms and kitchens. The main living room windows likely face away from the proposed development and therefore will remain unaffected.

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- 9.64 18 main habitable room windows at the Wells Road properties fall short of the VSC test. However, 14 of these windows maintain a VSC score of 22.6% or more after the development. The worst affected windows (408, 409, 411 & 412) are all side elevation windows. It has not been possible to confirm whether these are habitable room windows although it appears that they are unlikely to serve main living areas. For the purpose of the quantitative analysis above, the Applicants assumed that they are habitable room windows. If this is the case, then notwithstanding the above, the conclusion reached is that they should be afforded less protection (given their location) by the Local Authority in terms of the impact on their daylight availability.

Hengrove Road Properties

- 9.65 14 main habitable room windows at the Hengrove Road properties fall short of the VSC test. However, 10 of the windows will maintain a VSC score of 18.1% or more. Given the style of these properties are very similar to those on Redcatch Road, Ryde Road and Broad Walk, many of the windows are also already hampered by the projecting wing. Furthermore, it has not been possible to confirm room uses, although we have assumed that the windows are habitable where not known.
- 9.66 However, it would appear that at least some of the windows are to non habitable rooms. Furthermore, from a review of the street view photography, it appears that the main living areas are those fronting Hengrove Road, which are unaffected by the proposed development.
- 9.67 The majority of main habitable room windows tested meet or surpass the BRE numerical recommendations. Whilst some windows do not meet the recommendations, the results are not unusual in the context of an urban location. The BRE guide explains that the numerical guidelines should be interpreted flexibly, since natural lighting is only one of many factors in site layout design. This was the previous under the consented scheme, where daylight and sunlight considerations were balanced against all other material planning considerations. The proposal would be in accordance with the NPPF, which states that “authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site.”
- 9.68 By providing a gap in excess of 21 metres, the proposed development would be located sufficiently far from dwellings on Broad Walk so as to avoid overlooking. A gap of 24 metres would be provided between the proposed four-storey residential block at no’s. 2-16 Ryde Road. The elevation has been arranged in such a way as to minimise overlooking by providing oblique windows. This would be secured as a condition of any reserved matters application.
- 9.69 There would be no unacceptable harm to existing residential amenity through overshadowing, overbearing or overlooking.
- 9.70 The visual impact of the proposed massing of the indicative design has also been assessed. Having considered the Townscape and Visual Impact Assessment prepared in support of the application and submitted with application, it is considered that the massing of development required to accommodate the proposed development would be acceptable.

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- 9.71 The proposed development falls within Use Class C3 of the Use Classes Order, meaning that it is required to address the Council's Affordable Housing Policies. Although the application is in outline only, it indicatively includes 817 dwellings and therefore it is required to comply with Core Strategy Policy BCS17, which seeks the provision of up to 30% affordable housing (245 affordable dwellings) subject to scheme viability.
- 9.72 The NPPF and the associated Planning Practice Guidance were revised in 2019, and these revisions are pertinent to the assessment of scheme viability.
- 9.73 The Applicant has claimed that, to remain viable in planning terms, the proposed scheme is only able to provide 6.7% affordable housing (55 affordable dwellings). A Viability Report and supporting commentary has been submitted by Savills on behalf of the Applicant in support of the claimed viability position.
- 9.74 Officers commissioned DVS (the specialist property arm of the government Valuation Office Agency) to assess the Savills Viability Report and advise the Council as to whether the Applicant's claim was reasonable. DVS undertook a detailed assessment of the Savills Viability Report, and they agreed with Savills that the scheme could not provide the maximum policy target of 30% affordable housing.
- 9.75 However, DVS did not agree with all the inputs used by Savills, and the main areas of difference are summarised in the following table and considered in more detail below:

	Savills	DVS
Benchmark Land Value	£8,500,000	£4,800,000
Residential Base Build Costs	£2,087 / sqm	£1,909 / sqm

Benchmark Land Value (BLV)

- 9.76 BLV is the sum that the landowners could reasonably expect to receive for their land, taking account of the existing use value of the land, any alternative policy compliant uses that could be implemented on the land, and the transacted values of comparable sites.
- 9.77 Both Savills and DVS agree that the existing use value of the site is around £4,000,000, which is significantly lower than when the previous application for redevelopment was considered back in 2019. Savills consider that the planning permission that was granted gives the site a greater value. However, DVS note that

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in the Savills Viability Report they state the following in respect of the previously granted planning permission:

However, this consent is no longer deemed to be practically deliverable or commercially viable hence the submission of a new planning application.

- 9.78 Consequently, following the process for determining BLV as set out in the Government's Planning Practice Guidance, DVS consider that the appropriate approach to establishing BLV in this instance is to take the agreed existing use value and apply a landowner premium to that, to incentivise the landowner to release the site for development. This results in a BLV of £4,800,000, which is the figure used in the appraisals undertaken by DVS.

Base Build Costs

- 9.79 Savills have assessed the base build costs using a cost consultant's cost plan. This is fairly standard practice, particularly in cases where the viability relates to a full planning application. However, in this case the application is in outline, with only the means of access being fully determined at this stage. Consequently, the exact heights and designs of the buildings are not known, and the cost plan can be considered indicative at best. It is important to note though, that the cost plan was put together in July 2022, and that build costs may have increased since then, and if that is the case then the cost plan would be underestimating the costs.
- 9.80 DVS based their initial assessment of build costs on the Building Cost Information Service (BCIS) indices. This is data collected from costs relating to building projects undertaken across the UK, which is collated, analysed, and then published to enable cost planning to be undertaken. BCIS publish data relating to lower quartile, mean, median and upper quartile costs for a multitude of different development types, and it is recognised in Planning Practice Guidance as an appropriate tool for assessing build costs. DVS adopted the median costs, which is an appropriate approach to take in assessing an outline application.
- 9.81 However, having discussed the BCIS build costs with colleagues in housing, there was concern raised that the currently available BCIS data may not be reflective of recent increases in build cost inflation, and consequently may be underestimating build costs, particularly for tall buildings. To come to a view on this issue, actual build costs were sought from Housing Association partners who are currently delivering tall buildings in Bristol. These were provided on a confidential basis, but officers can confirm that the costs were more than both the BCIS median costs used by DVS and the build costs provided by the applicant.
- 9.82 Upon receipt of this information, DVS ran a sensitivity test, adopting the applicants base build costs, rather than BCIS median costs.

DVS Conclusions

- 9.83 The outputs of DVS assessment of the viability of the proposed scheme were as follows:

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	BCIS Median Costs	Applicants Costs
Benchmark Land Value	£4,800,000	£4,800,000
Residential Base Build Costs	£1,909 / sqm	£2,087 / sqm
Affordable Housing %	20.2% (165 dwellings)	9.8% (80 dwellings)

Officer Commentary

- 9.84 Whilst it would be tempting to make a recommendation based on the BCIS Median Costs; it is incumbent on officers to take account of evidence of actual build costs of schemes currently being delivered in Bristol as well as published information on build cost inflation. It is pertinent to note that the government's Monthly Statistics of Building Materials and Components, published on 1 March 2023 stated the following:

The material price index for 'All Work' increased by 10.4% in January 2023 compared to the same month the previous year.

- 9.85 It is clear that build cost inflation remains a significant issue and given the evidence provided around build costs, officers consider that it is appropriate to use the build costs provided by the applicant in assessing the amount of affordable housing that the scheme can provide. It is also pertinent to note that the applicants build costs are from July 2022, and therefore, given build cost inflation, they may be considered optimistic.

Officer Recommendation

- 9.86 Officers recommend that based on the above information, 9.8% affordable housing, equating to 80 affordable dwellings, are required. These will be secured via a Section 106 Agreement.
- 9.87 Housing colleagues have requested that at this point in time the tenure of the affordable housing is delegated to housing officers to be agreed as the scheme comes forward. This is because it is possible that as well as standard open market housing, the scheme may include specific housing for older persons, and an element of Build to Rent. By not specifying type and tenure at this stage it enables the type of affordable housing to be tailored to the type of housing delivered as part of the scheme. It will also make it easier to facilitate the provision of additional affordable housing which could potentially be delivered via the use of Homes England Grant Funding if that became available.
- 9.88 Finally it is recommended that, in accordance with Planning Practice Guidance, upwards only viability reviews are undertaken at various points in the development programme to see if additional affordable housing can be provided.
- 9.89 It is recommended that the first of these reviews is undertaken on the earlier of the following dates:

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- One year after the granting of the first reserved matters consent.
- Commencement of the development (excluding demolition and preparatory works).

9.90 A second late-stage review should also be undertaken, and it is recommended that this is undertaken 3 years after the first review.

9.91 These reviews would protect the Council's position and potentially enable it to achieve a level of affordable housing closer to the 30% target set out in Core Strategy Policy BCS17.

(E) IS THE ACCESS TO THE DEVELOPMENT ACCEPTABLE?

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

9.93 Policy DM23 of the Site Allocations and Development Management Policies outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network. With regard to parking, Policy DM23 states that this must be safe, secure, accessible and usable.

9.94 The information provided by the Applicant is sufficient to secure support from TDM subject to obligations and conditions. The proposed development is consistent with national and local transport policy.

9.95 The location of the site is accessible to pedestrians, cyclists, and public transport users.

9.96 The application proposal will increase permeability to pedestrians would integrate the site with the surrounding pedestrian routes.

9.97 Access to services, education and employment areas are within walking and cycling distance of the site, which is in line with local and national policies

9.98 Satisfactory vehicular access can be achieved. The details of which will be subject to S278 agreement.

9.99 The internal site layout is able to cater for all road users including service vehicles as shown by swept path analysis.

9.100 The level of car parking proposed is suitable for the location of the site given that local facilities are accessible by foot, cycle, and public transport, and that on-street parking is controlled by a residents parking zone for which new residents would not be able to purchase permits.

9.101 The sustainable travel measures proposed including secure cycle parking in excess of

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the minimum standards, car club car, and the implementation of a Travel Plan at the site further would encourage the use of alternative modes of transport to the private car, reducing car parking demand.

- 9.102 Comparing average traffic generation, the proposed traffic generation of the development would be in line with the previous approval.
- 9.103 There is no road safety concern on the local road network and there is no reason to suggest that that proposal would affect this situation.
- 9.104 There is no requirement for a S38 agreement (adoption) for this site.

TDM Assessment

- 9.105 The submitted Transport Assessment (TA) is considered to provide an adequate appraisal of the relevant transport and highway related matters including an assessment of the potential for journeys to be made by sustainable modes of transport as well as detailed estimates of vehicular trips resulting from the development.
- 9.106 Officers have reviewed this application and identified the following areas for detailed comments:
- Road network - Access and Road Safety – The safe movement of all modes entering and exiting the public highway
 - Trip Generation –The existing and proposed trips related to the site
 - Active Transport – Walking and cycling and behaviour change
 - Public Transport – Current access and future potential
 - Servicing and Delivery – How the development will manage the vehicular trips required
 - Car Parking - How the development will manage the vehicular trips required

Location

- 9.107 The site is bounded to the North by Ryde Road and Redcatch Road, to the East by A37 Wells Road, to the South by Broad Walk and to the West Redcatch Park
- 9.108 The site is located in the Knowle area of Bristol. The bus services 2, 8, X5, 177, 2A, 511 and 376 operate along Wells Road offering links to the City Centre and other areas towards the South of Bristol.

Road Network*Wells Road*

- 9.109 The A37 Wells Road a primary distributor road and, as such, is a wide two-way single carriageway road with an approximate carriageway width of 10.3 metres. The road provides two running lanes and a bus lane (providing Bus Priority through key junctions), which alternates between the southbound and northbound side of the carriageway is subject to a 30-mph speed limit with footways on both sides of the carriageway with a minimum width of approximately 3 metres. Parking on Wells Road

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within the vicinity of the site is limited to lay-bys providing operational parking for local retail and services.

Redcatch Road

- 9.110 Redcatch Road is part two way and part one-way road of strong residential character. It is considered a local distributor road, with a carriageway width of 8.5m and is subject to a 20 mph speed limit and provides controlled parking along one or both sides of its length, depending on specific location. A small section of Redcatch Road, between Wells Road and the existing site access junction is one way only (westbound). The eastbound connection from Redcatch Road to Wells Road is provided by Oakmeade Park.

Oakmeade Park

- 9.111 Oakmeade Park is a short one-way road, providing eastbound connection between Redcatch Road and Wells Road. It is subject to 20 mph speed limit, approximately 8.5 metres wide and with footways on both sides. It also allows controlled parking on both sides.

Broad Walk

- 9.112 Broad Walk is a two-way local distributor road. It is subject to a 20 mph speed limit and has a carriageway width of approximately 7.5 metres. Footways of approximately 2.0 metres wide are provided on both sides of the carriageway although the footways are more prominent adjacent to the existing Shopping Centre. The road does provide some limited controlled parking at the eastern end where there is significant widening and connects with Wells Road via an existing signalised junction.
- 9.113 Visibility from the site exit (onto Broad Walk) is currently restricted by the presence of an existing tree and associated foliage. It is understood that this Tree is not subject to a Tree Preservation Order (TPO) and it was agreed as part of application 18/05184/P that it would represent a highway safety benefit if it were to be removed.

Priory Road

- 9.114 Priory Road is a two-way single carriageway residential road having an approximate carriageway width of 6.5 metres. Footways with an approximate width of 1.5 metres are located on both sides.

Ryde Road

- 9.115 Ryde Road is a residential cul-de-sac accessed from Redcatch Road. It runs southbound away from Redcatch Road and also provides access to the yard area serving properties fronting Wells Road and Redcatch Road. The carriageway is approximately 6.8m wide and has on-street parking provided on both sides. Commercial vehicles using the service yard serving Redcatch Road and Wells Road travel on Ryde Road to gain access.

Road Traffic casualty assessment

- 9.116 Within the wider area, for the five-year period 2016-2021 two accidents were categorised as serious, whilst the remainder were slight. Two accidents included pedal cycles and were categorised as slight. Three accidents involved pedestrians; of

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these, one was categorised as slight, and two were categorised as serious, accounting for both serious accidents.

- 9.117 The data does not indicate any design errors or need for immediate improvement as is common as more accidents are related to distraction.

Proposed changes to the public highway

- 9.118 The changes to the public highway will be subject to the S278 works which will include but are not restricted to cycle, bus and pedestrian Footway and carriageway upgrades required for the surrounding of the site.

Active Transport***Walking***

- 9.119 Broadwalk Shopping Centre is considered a satisfactory walking environment where all streets providing appropriate footway facilities on one or both sides of the carriageway with some crossing point locations access to all local facilities, schools, places of interest and leisure facilities and public transport nodes. This was supported in the TA where all reasonable points of interest can be walked to between 5 and 20 minutes.

- 9.120 Pedestrian access to the development will be to the new pedestrian area from:

- Wells Road
- Redcatch Park
- Ryde Road
- Redcatch Road (via Ryde Road or the north vehicle access)

To the proposed residential units (with multiple lobby entrance points) from:

- Redcatch Road
- Broad Walk

- 9.121 The proposed public realm area will provide a new pedestrian link from Wells Road to Redcatch Park, allowing a vehicle free route from Wells Road to the park to the west.

- 9.122 Contributions have been proposed for road safety and sustainable transport improvements within the vicinity of the site

Cycling

- 9.123 There are no on-road or off-road cycle routes in the immediate vicinity of the site. Although the bus lane on Wells Road provides some.

- 9.124 The TA provided demonstration of reasonable cycling time for the site to City Centre and Temple Meads.

- 9.125 Contributions have been proposed for road safety and sustainable transport improvements within the vicinity of the site.

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- 9.126 A total of 1280 cycle parking spaces are proposed. There will be a mix of types and locations to suit the various needs for resident and visitor parking. This is an acceptable quantum.

Public Transport

- 9.127 The site has a good level of public transport provision.

Bus

- 9.128 The bus services 2, 8, X5, 177, 2A, 511 and 376 operate along Wells Road offering links to the City Centre and other areas towards the South of Bristol.
- 9.129 Contributions for planned works for Wells Road to accommodate improvements to the bus services are requested.

Train

- 9.130 The nearest National Rail Stations are Bedminster and Bristol Temple Meads, both located approximately 2 km from the site to the north-west and north respectively with regular bus connections to Knowle.

Trip Generation

- 9.131 The development is expected to generate 87 two-way vehicle trips in the AM peak hour and 122 in the PM peak hour. This is in line with the prediction evidenced from TRICs in the TA.
- 9.132 These are likely to distribute as 30% north on Wells Road towards central Bristol, 20% on Priory Road and 10% south on Wells Road to connect to the A4174 and the A37 south.
- 9.133 An average of 58% of all daily trips will be by active and public transport.

Car Parking

- 9.134 A total of 308 car parking spaces are proposed in two areas of the site. All parking spaces will be set up for electric vehicle charging with 20% provision from the outset (i.e. "active" EV charging) and the remainder with sufficient infrastructure for future roll-out of charge points. The results of on-street parking surveys undertaken on:

Car Club

- 9.135 The application should use at least 2 parking bays to provide for car club vehicles and the possibility of it being an electric car club car.

Internal parking management

- 9.136 The internal streets around the site would be managed by a management company to make sure that no parking takes place outside of the marked parking bays. A condition for a parking management plan will be required to detail how this will be managed.

Conclusion on the Access Arrangements

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9.137 The access arrangements for this proposal are acceptable. They comply with relevant plan policy.

(F) CAN LOCAL AMENITIES ABSORB THE DEVELOPMENT?

9.138 Many representations have been received from local residents expressing concern that local amenities will be incapable of absorbing such an increase in population. Of particular concern is the capacity of local schools and GP Practices

Local Schools

9.139 The Council's School Partnership Team have confirmed that there is sufficient capacity in the area to accommodate a development of this scale.

9.140 They indicate that the forecast is informed by the annual return that is undertaken for the DfE. This details supply of places and projected demand. It is called the 'SCAP Return' and is submitted by the School Partnership Team each summer. Places are reported by 'planning areas'. For primary this is 2-4 city wards. For secondary the city is divided into 3 areas, so this would be 'south'. The forecast model uses birth data as well as historical school attendance and estimated yields from new housing. These returns confirm that there would be sufficient capacity in 'south' schools to absorb this development.

GP Surgeries

9.141 The challenges in securing GP capacity lie outside the planning process. There are no grounds to refuse this planning application on the grounds that there is insufficient GP Surgery capacity, as it is covered by separate legislation. Nevertheless, information has been sought in an attempt to address the representations received.

9.142 With reference to the capacity of GP surgeries, Table 4 of the Health Impact Assessment (page 18 and 19) outlines local GP capacity within a 1.2 mile radius, and Table 5 provides a wider search area of 5 miles. Within these areas, there are roughly 45 GP surgeries. While most operate over the patient list ratio recommended by the Royal College of GPs, a number are under this recommendation (including Birchwood Medicine Practice, 1.2 miles away), have capacity, and all are accepting patients.

9.143 It is noted that GP surgeries receive additional funding for every patient taken on. This includes funding to cover the additional costs of employing more clinicians.

9.144 The objections to the application proposal that have been received on the grounds that local GP Surgeries and Schools are unable to cope with the additional residents generated from this application proposal cannot be sustained as grounds for refusing this application.

10.0 PLANNING OBLIGATIONS

10.1 The recommendation to grant planning permission is subject to the completion of a legal agreement to secure:

- Affordable Housing

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- One Fire Hydrant
- Travel Plans (A Framework Travel Plan has been submitted with the application)
- Contributions towards sustainable transport measures specifically:

10.2 The extent and scope of the S278 (which must be signed prior to commencement)

10.3 Contributions of £220 per residential unit for travel plan delivery and management or £5,693 where applicant will do their own delivery. Notwithstanding additional s106 (£5,693) for each of the Classes E, F and Sui Generis uses. The exact floorspace of these individually is unknown.

10.4 Contribution to the relocation of up to 8 bus stops would be estimated at £100,000.

10.5 Contribution for restrictive parking measures (design, consultation and lines and signs) £150,000

10.6 Contribution to Traffic Regulation order for RPZ £6,000.

11.0 COMMUNITY INFRASTRUCTURE LEVY (CIL)

11.1 This is an outline application. The Community Infrastructure Levy Regulations 2010 require that CIL liabilities are calculated when reserved matters applications are submitted as until the reserved matters stage it is not necessarily clear as to the exact level of CIL liable floor space.

11.2 As this is an outline application and the exact size in square metres of the proposed development has not yet been finalised, the exact CIL Liability cannot be calculated at this moment in time. However, based on the information provided, it is likely to be in the region of £4,000,000. Of this, 15% (approx £600,000) would be devolved to Area Committee 5 to allocate to local infrastructure improvements, which could include local parks and green spaces, community buildings, local highway measures etc. Whilst not related to the CIL liability of the proposed scheme, it is noted that on 4 April 2023, the Council's Cabinet specifically identified funding to be allocated to improvements to Redcatch Park, which is in close proximity to the proposed development.

12.0 CONCLUSION

12.1 Having considered all the information submitted in support of this application for outline planning permission, your Officers are satisfied that in principle this is an acceptable location for the mix of uses set out in the description of development.

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- 12.2 It will enable the Applicants (or their successors) to move forward with refining their detailed proposals for the site for submission as either one or multiple reserved matters applications. At that stage detailed consideration can be given to the design of the proposal and the impact of the design on neighbouring properties.
- 12.3 At this stage, outline planning permission is recommended. The proposed development affords an opportunity to secure the regeneration of this important brownfield site in the south of Bristol, consistent with Development Management policy.
- 12.4 The proposed development would contribute to the delivery of market and affordable homes on previously developed land in accordance with the NPPF and as per the requirements of Policies BCS1, BCS5 and BCS20.
- 12.5 The proposed development would provide leisure and retail space within a Local Centre, in accordance with Policy BCS7.
- 12.6 There are no material considerations that could be supported as grounds for refusing this outline application.

RECOMMENDED GRANT subject to a Planning Agreement and the following conditions:

Time limit for commencement of development

1. Application for approval of the reserved matters shall be made to the council before the expiration of 3 years from the date of this permission.

The development hereby permitted shall begin no later than the expiration of 2 years from the date of approval of the last of the reserved matters to be approved.

Reason: As required by Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Approval of the details of the Appearance, Scale, Layout and Form and Landscaping for a phase of development (hereinafter called "the reserved matters") shall be obtained from the council in writing before any development is commenced within the phase in question.

Reason: This is outline permission only and these matters have been reserved for the subsequent approval of the Local Planning Authority.

Pre commencement condition(s)

3. Phasing Plan

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Prior to commencement of development a site-wide phasing plan of proposed demolition and construction works shall be submitted to and approved in writing by the Local Authority. The phasing plan may include details relating to the subdivision of the site into development parcels to provide a basis for the discharge of conditions (including the Reserved Matters) and subsequent construction works.

The development shall be carried out in accordance with the approved Phasing Plan or any subsequent version approved in writing by the Local Planning Authority.

Reason: in the interest of the orderly development of the site.

4. Parameters

Each reserved matters submission shall conform to the following design parameters approved at Outline application stage:

- Up to 850 dwellings
- No building shall be above the heights set out for each part of the site on the Heights Parameter Plan (Dwg.1611 PA 01).
- The scale, massing and bulk of the development should be informed by an assessment of liveability conditions for future and existing occupiers.
- The orientation of the buildings should minimise single aspect flats, particularly when that aspect is north or south-facing.
- A daylight and sunlight assessment must be provided to demonstrate that existing and proposed internal spaces and amenity space meets Building Research Establishment (BRE) guide 'Site Layout Planning for Daylight and Sunlight: a good-to-good practice guide, 2nd Edition by P.J Littlefair 2011.
- Dwellings should as a minimum meet the Nationally Described Space Standard (NDSS) for one-bedroom, two person units to allow for future flexibility.
- Any windows on the eastern elevation facing 2-16 Ryde Road and on the southern elevation facing 9-43 Broad Walk should be oblique angled to avoid overlooking.

Reason: To ensure that the final development is in accordance with the Outline submission.

5. Surface Water and Foul Water Drainage Strategy

A detailed surface water drainage design for a relevant phase must be submitted with each Reserved Matters submission for the phase in question, formed in accordance with the approved Surface Water and Foul Water Drainage Strategy.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal is incorporated into the design and the

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build and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

6. Fire Safety Statement

A suitable fire statement for a relevant phase must be submitted with each Reserved Matters submission for the phase in question.

Reason: To ensure adequate fire safety measures within the development.

7. Highways

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

- (i) A signalised crossing across the left turn from Broad Walk onto Wells Road giving pedestrian access of the centre.

Redcatch Road/ Wells Road junction to be tightened and a speed table implemented along Redcatch Road.

Redcatch Road/ Oakmeade Park junction pedestrian improvements.

Reinstatement of redundant access ways and resurfacing of highway surrounding the site.

- (ii) Where applicable for any phase, indicating proposals for:

Existing levels of the finished highway tying into building threshold levels

Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works

Signing, street furniture, street trees and pits

Structures on or adjacent to the highway

Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement)

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

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

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any

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statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

8. Construction Management Plan

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

- A construction programme including phasing of works;
- 24 hour emergency contact number;
- Hours of operation;
- Expected number and type of vehicles accessing the site:
- Deliveries, waste, cranes, equipment, plant, works, visitors;
- Size of construction vehicles;
- The use of a consolidation operation or scheme for the delivery of materials and goods;
- Phasing of works;
- Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction):
- Programming;
- Waste management;
- Construction methodology;
- Shared deliveries;
- Car sharing;
- Travel planning;
- Local workforce;
- Parking facilities for staff and visitors;
- On-site facilities;
- A scheme to encourage the use of public transport and cycling
- Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;

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- locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- Locations for storage of plant/waste/construction materials;
- Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- Arrangements to receive abnormal loads or unusually large vehicles;
- Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- Any necessary temporary traffic management measures;
- Measures to protect vulnerable road users (cyclists and pedestrians);
- Arrangements for temporary facilities for any bus stops or routes;
- Method of preventing mud being carried onto the highway;
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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

9. Highway Conditions

No development shall take place (including investigation work, demolition, siting of site compound/welfare facilities) until a survey of the condition of the adopted highway has been submitted to and approved in writing by the Local Planning Authority. The extent of the area to be surveyed must be agreed by the Highways Authority prior to the survey being undertaken.

The survey must consist of:

- A plan to a scale of 1:1000 showing the location of all defects identified;
- A written and photographic record of all defects with corresponding location references accompanied by a description of the extent of the assessed area and a record of the date,
- time and weather conditions at the time of the survey.
- No building or use hereby permitted shall be occupied or the use commenced until any damage to the adopted highway has been made good to the satisfaction of the Highway Authority.

Reason: To ensure that any damage to the adopted highway sustained throughout the development process can be identified and subsequently remedied at the expense of the developer.

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10. Cycle Parking Provision

Detailed drawings at the scale of 1:100 of cycle parking provision within a relevant phase shall be submitted to and be approved in writing by the Local Planning Authority prior to commencement of the relevant phase, excluding site preparation works and demolition. The detail thereby approved shall be carried out in accordance with that approval.

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

11. Car Park Management Plan

No development of a relevant phase, excluding site preparation works and demolition, shall take place until a car park management plan for the relevant phase setting out how the car park within the phase will be managed has been prepared, submitted to, and approved in writing by the Local Planning Authority prior to commencement. The measures shall thereafter be implemented in accordance with the approved car park management plan for the lifetime of the development.

Reason: To ensure the safe operation of approved car park(s).

12. Contamination - Intrusive Investigation and Risk Assessment

Following demolition within a phase, no construction of the relevant phase 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 within the phase, whether or not it originates from within the phase. 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 DEFRA and the Environment Agency's Model Procedures for the Management of Land Contamination, CLR 11.

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets,
- woodland and service lines and pipes,
- adjoining land,
- groundwater and surface waters,
- ecological systems,

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- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

(iv) submission of a validation report for the petrol station decommissioning works

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

13. Contamination – Detailed Remediation Scheme

Following demolition within a phase, no construction of the relevant phase shall take place until a detailed remediation scheme to bring the relevant phase 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 relevant phase will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason: To ensure that risks from land contamination 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.

14. Sustainability Statement

Prior to construction of a phase a sustainability statement demonstrating how sustainable design principles and climate change adaptation measures have been incorporated into the design and construction of the development for approval in writing by the Local Planning Authority.

The development shall be constructed in full accordance with the sustainability statement prior to occupation.

Reason: To ensure the development incorporates measures to minimise the effects of, and can adapt to a changing climate in accordance with policies BCS13 (Climate Change), BC14 (sustainable energy), BCS15 (Sustainable design and construction), DM29 (Design of new buildings).

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15. Energy Statement

Prior to construction of a relevant phase (excluding demolition and site preparation works) an energy statement for the relevant phase shall be submitted to the Local Planning Authority to be approved in writing. The energy statement shall demonstrate how the energy hierarchy has been followed, how the heat hierarchy has been applied and how a 20% reduction in carbon dioxide emissions beyond residual emissions through renewable technologies has been achieved including full technology specifications and locations.

Prior to occupation of a relevant phase, evidence demonstrating that the approved measures have been implemented, together with detail of ongoing management and maintenance to ensure the measures continue to achieve the predicted CO₂ emissions reduction shall be submitted and approved in writing by the Local Planning Authority.

Reason: To ensure the development contributes to minimising the effects of, and can adapt to a changing climate in accordance with policies BCS13 (Climate change) and BC14 (sustainable energy), DM29 (Design of new buildings).

16. Renewable Energy - PV

Prior to implementation of a relevant phase, details of the proposed PV system for the relevant phase including location, dimensions, design/ technical specification together with calculation of annual energy generation (kWh/annum) and associated reduction in residual CO₂ emissions shall be provided within the Energy Statement for the relevant phase.

Prior to occupation of the relevant phase the following information shall be provided:

- Evidence of the PV system as installed including exact location, technical specification and projected annual energy yield (kWh/year) e.g. a copy of the MCS installer's certificate.
- A calculation showing that the projected annual yield of the installed system is sufficient to reduce residual CO₂ emissions by X%/the percentage shown in the approved Energy Statement.

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

17. Renewable energy – heat pumps

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Prior to implementation of a relevant phase, details of the air and/or ground source heat pumps (including the location and design/ technical specification) together with calculation of energy generation and associated CO₂ emissions reduction in line with the approved energy statement for the relevant phase should be submitted to the Local Planning Authority and approved in writing. The system shall be installed prior to occupation of the dwellings within the phase and thereafter retained.

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

18. Overheating

No development of the relevant phase shall take place until an overheating risk assessment for the relevant phase (based on a recognised methodology and criteria such as C.I.B.S.E TM52/ TM59, or equivalent, against weather files to 2080, based on a medium emissions, 50th percentile scenario), together with details of mitigation measures (without increase to the energy use of the development and carbon dioxide emissions) in the event that the overheating risk assessment identifies risks for any units/rooms, has been submitted to and approved in writing by the Local Planning Authority.

The approved measures must then be implemented prior to the first occupation of the relevant phase to the satisfaction of the Local Planning Authority.

Reason: In order to ensure the resilience of the development to climate change and to ensure compliance with Policy BCS13 of the Bristol Core Strategy (Adopted June 2011), the overheating risk assessment and required mitigation measures must be submitted to the satisfaction of the Local Planning authority before the development commences.

19. Employment and Skills Plan (Construction Phase)

No development of a relevant phase shall take place, including any works of demolition, until an Employment and Skills Plan that aims to maximise the opportunities for local residents to access employment offered by the construction phase of the relevant phase has been submitted to and approved by the Local Planning Authority. The approved plan shall be implemented in accordance with an agreed timetable.

Reason: In recognition of the employment opportunities offered by the construction phase of the development.

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20. BREEAM

Prior to occupation of a relevant phase, the full BREEAM Post Construction report (prepared by the registered BREEAM assessor together with confirmation that this has been submitted to the BRE (or other approved registration body), including dates/receipt confirmation email from the BRE) shall be submitted in respect of the relevant phase to the local planning authority and approved in writing.

Within 6 months of first occupation of the relevant phase the final post construction BREEAM certificate(s) for the relevant phase indicating that a BREEAM 'Excellent' rating has been achieved shall be submitted to the local planning authority and approved in writing.

Reason: To ensure the development is built in a sustainable manner in accordance with BCS15 (Sustainable design and construction)

21. Completion of Vehicular Access - Shown on Approved Plans

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until the means of vehicular access has been constructed and completed in accordance with the approved plans and the said means of vehicular access shall thereafter be retained for access purposes only for the lifetime of the development, notwithstanding any plans that may be submitted for approval of temporary access routes for any particular phase of development. Approved plans for temporary access routes should include details of the duration for which the access route(s) will be in use. Any access point opening onto the adopted highway shall include suitable drainage provision within the curtilage of the site, to prevent the discharge of any surface water onto the adopted highway.

Reason: To ensure that the vehicular access point is safe and includes adequate drainage.

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

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No building or use hereby permitted within a relevant phase shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists for the relevant phase have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only, notwithstanding any plans that may be submitted for approval of temporary pedestrian / cycle access routes for any particular phase of development. Approved plans for temporary pedestrian and/ or cycle access routes should include details of the duration for which the access route(s) will be in use.

Reason: In the interests of highway safety.

23. Car Club

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until details of a car club scheme, in accordance with a contract to be entered into by the developer and an approved car club provider, shall be submitted to and approved in writing by the Local Planning Authority in relation to the relevant phase. The car club scheme shall comprise (where applicable):

- The allocation of x car club parking space(s)
- The provision of x vehicle(s)
- Provision of car club membership for all eligible residents of the development for a
minimum of three years
- Promotion of the scheme
- The phasing at which the scheme will be introduced

Reason: In order to reduce the need for excessive car ownership

24. Electric Vehicle Charging Points

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

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prior to occupation of the relevant phase and retained in that form thereafter for the lifetime of the development.

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

25. Refuse Store

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until the refuse store and area/facilities allocated for storing of recyclable materials, as shown on the approved plans for the relevant phase have been completed in accordance with the approved plans.

Thereafter, all refuse and recyclable materials associated with the relevant phase of the development shall either be stored within this dedicated store/area, as shown on the approved plans for the relevant phase, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

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

26. Car/ Vehicle Parking Area

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until the car/vehicle parking area (and turning space) for the relevant phase shown on the approved plans has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development. Driveways/vehicle parking areas accessed from the adopted highway must be properly consolidated and surfaced, (not loose stone, gravel or grasscrete) and subsequently maintained in good working order at all times thereafter for the lifetime of the development.

Reason: To ensure that there are adequate parking facilities to serve the development constructed to an acceptable standard.

27. Travel Plan Statement

No building or use permitted within a relevant phase shall be occupied or use commenced until a Travel Plan Statement for any Class E, sui generis, and Class C3 uses within the phase comprising immediate, continuing and long-term measures

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encourage alternatives to single-occupancy car use has been prepared and approved in writing by the Local Planning Authority in relation to the relevant phase.

The Approved Travel Plan for the relevant phase shall be implemented in accordance with the measures set out in therein.

Within three months of occupation of the relevant phase, evidence of the implementation of the Approved Travel Plan Statement shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To support sustainable transport objectives including a reduction in car journeys and the increased use of public transport, walking and cycling.

28. Delivery and Servicing Plan

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until a delivery and servicing plan for the relevant phase has been prepared, submitted to and approved in writing by the Local Planning Authority, notwithstanding any plans that may be submitted for temporary servicing and delivery of a relevant. Any temporary servicing and delivery plan submitted for approval should include details of the duration of that plan. The measures shall thereafter be implemented in accordance with the approved delivery and servicing plan for the lifetime of the development. The delivery and servicing plan for a relevant phase shall include:

- a) The contact details of a suitably qualified co-ordinator;
- b) How vehicle arrivals, departures, parking, stopping and waiting will be controlled to minimise any impact on the adopted highway;
- c) Details of any freight consolidation operation, centre and the delivery and servicing booking and management systems;

Reason: In the interests of highway safety and to minimise the impact of vehicles servicing the development upon congestion.

29. Waste Management Plan

No building or use hereby permitted within a relevant phase shall be occupied or use commenced until a waste management plan for the relevant phase setting out how waste will be stored and collected has been prepared, submitted to and approved in writing by the Local Planning Authority, notwithstanding any temporary waste management plans that may be submitted for any relevant phase. Any temporary waste management strategy submitted for approval should include details of the duration of the strategy. The measures shall thereafter be implemented in accordance with the approved waste management plan for the lifetime of the development.

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Reason: To ensure appropriate waste management facilities are provided to accommodate all waste generated by the development.

30. Ecological Mitigation & Enhancement Strategy (EMES)

Prior to the commencement of development of a relevant phase hereby approved, the applicant shall submit an Ecological Mitigation & Enhancement Strategy (EMES) for the relevant phase. This shall include details of the provision of bird, bat, insect and hedgehog boxes. The location, specification, height and orientation of these features shall be shown on a site plan.

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

Reason: In order to protect local ecology.

31. Ecological Method Statement

Prior to commencement of development of a relevant phase hereby approved, the applicant shall submit a Method Statement prepared by a suitably qualified ecological consultant or landscape architect shall be submitted to and approved in writing by Local Planning Authority for the creation of living roofs and/or walls for the relevant phase. This shall include management details e.g watering/care schedule, species/seed mix avoiding the sole use of sedum, provision of features for invertebrates, and details of the provision of new plants should the originals fail. 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 Local Planning Authority.

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'.

32. Soft Landscape Plan

Where relevant, a Soft Landscape Plan including a planting schedule must be submitted with each Reserved Matters submission.

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

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Reason: To conform with Policy DM29 in the Site Allocations and Development Management Policies Local Plan.

33. Biodiversity Net Gain Assessment (BNGA)

Where relevant, a revised Biodiversity Net Gain Assessment (BNGA) based on the finalised proposals, prepared by a suitably qualified ecological consultant and using metric 4.0 must be submitted with each Reserved Matters submission to demonstrate that net gains in biodiversity will be achieved. The metric should be submitted in support of the assessment, together with condition assessment sheets and habitat maps (baseline and post-development).

The development hereby approved shall be carried out in full accordance with the habitat retention, enhancement and creation measures set out in the revised BNGA or any amendments approved in writing by the Local Planning Authority.

Reason: To comply with the revised National Planning Policy Framework (NPPF, 2021), which states in paragraph 174 (d) on page 50.

34. Landscape and Ecological Management Plan (LEMP)

Prior to commencement of development of a relevant phase hereby approved, the applicant shall submit a 30-year Landscape and Ecological Management Plan (LEMP) for the relevant phase. This should address retained features of ecological interest, together with mitigation and enhancements to be provided. The LEMP should set out management compartments, objectives, and prescriptions for all new proposed soft landscaping/planting. It should also show how management of the site will be resourced and monitored.

Reason: Ecological enhancement is needed to meet the requirements of the revised National Planning Policy Framework (NPPF, 2021).

Post occupation management**35. Update of the Ecological Impact Assessment (EclA)**

Where 18 months lapses between submissions, an update walkover survey of the site shall be undertaken by a suitably qualified ecologist and an update of the Ecological Impact Assessment (EclA) will be submitted with each Reserved Matters submission to the Local Planning Authority for written approval. The updated EclA shall confirm (or otherwise) that there has been no significant change to the site since the 2022 ecological surveys and that further surveys for protected, priority or locally

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notable species or habitats are not required. The walkover survey shall also confirm (or otherwise) that invasive, non-native plant species are absent from the site.

Reason: To ensure legal and policy compliance with regard to valued ecological species and habitats as well as to invasive plant species.

36. Parking

Parking within a relevant phase is to be restricted to the areas allocated on the approved plans and shall not encroach onto areas allocated on the plans for other uses.

Reason: To control the level of parking on the site and to safeguard the uses of other areas.

37. Vehicle parking, loading and unloading

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

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

38. Sewer Protection Measures

Prior to commencement of a relevant phase on-site sewer protection arrangements must be agreed with the planning authority and the incumbent undertaker.

Reason: To ensure that sewerage services crossing the site can be maintained and the risk of pollution minimised.

List of approved plans

39. List of approved plans and drawings

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

1611.E.01 Site Location Plan, received 11 August 2022

1611.E.02 Existing Loading Bay Level, received 11 August 2022

1611.E.03 Existing Shopping Centre Level, received 11 August 2022

1611.E.04 Existing 1 Floor Plan, received 11 August 2022

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1611.E.05 Existing 2 Floor Plan, received 11 August 2022

1611.E.06 Existing 3 Floor Plan, received 11 August 2022

1611.E.07 Existing 4 Floor Plan, received 11 August 2022

1611.E.08 Existing Elevations A-C, received 11 August 2022

1611.E.09 Existing Elevations D-G, received 11 August 2022

1611.E.10 Existing Elevations H-K, received 11 August 2022

1611.E.11 Demolition Plan, received 11 August 2022

1611.PA.01 Heights Parameter Plan, received 11 August 2022

13707-CRH-XX-00-DR-D-6188-P2 Proposed Junction Amendments, received 11 August 2022

Reason: For the avoidance of doubt.

Advice Notes

- 1 The development hereby approved includes the carrying out of work on the adopted highway. You are advised that before undertaking work on the adopted highway you must enter into a highway agreement under Section 278 of the Highways Act 1980 with the Council, which would specify the works and the terms and conditions under which they are to be carried out.

Contact the Highway Authority's Transport Development Management Team at transportDM@bristol.gov.uk allowing sufficient time for the preparation and signing of the Agreement. You will be required to pay fees to cover the Council's costs in undertaking the following actions:

I. Drafting the Agreement

II. A Monitoring Fee equivalent to 15% of the planning application fee

III. Approving the highway details

IV. Inspecting the highway works

NB: Planning permission is not permission to work in the highway. A Highway Agreement under Section 278 of the Highways Act 1980 must be completed, the bond secured and the Highway Authority's technical approval and inspection fees paid before any drawings will be considered and approved.

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2 Impact on the highway network during construction

The development hereby approved and any associated highway works required, is likely to impact on the operation of the highway network during its construction (and any demolition required). You are advised to contact the Highway Authorities Network Management Team at traffic@bristol.gov.uk before undertaking any work, to discuss any temporary traffic management measures required, such as footway, Public Right of Way, carriageway closures or temporary parking restrictions a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

3 Restriction of parking permits - future controlled parking zone/residents parking scheme

You are advised that the Local Planning Authority has recommended to the Highways Authority that on the creation of any Controlled Parking Zone/Residents Parking Scheme area which includes the development, that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Residents Parking Scheme.

4 The development hereby approved includes the carrying out of a Highway Condition Survey. To agree the extent of the area to be surveyed contact the Highway Authority's Transport Development Management Team at transportDM@bristol.gov.uk5 The development hereby approved includes the carrying out of excavation works on the adopted highway. You are advised that before undertaking any work on the adopted highway you will require a Section 171 (Excavation) Licence from the Highway Authority which is available at www.bristol.gov.uk/highwaylicences

6 You are advised that to ensure that all new properties and streets are registered with the emergency services, Land Registry, National Street Gazetteer and National Land and Property Gazetteer to enable them to be serviced and allow the occupants access to amenities including but not limited to; listing on the Electoral Register, delivery services, and a registered address on utility companies databases, details of the name and numbering of any new house(s) and/or flats/flat conversion(s) on existing and/or newly constructed streets must be submitted to the Highway Authority.

Any new street(s) and property naming/numbering must be agreed in accordance with the Councils Street Naming and Property Numbering Policy and all address

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allocations can only be issued under the Town Improvement Clauses Act 1847 (Section 64 & 65) and the Public Health Act 1925 (Section 17, 18 & 19). Please see www.bristol.gov.uk/registeraddress

7 Travel Plan Statement / Travel Plan - Not Submitted

You are advised that a Travel Plan Statement / Travel Plan is required to be prepared and submitted using the Travel Plan Guide for New Developments and the associated templates at www.travelplans.gov.uk/travelplans

8 You are advised that to reduce the impact of delivery vehicles servicing the development a freight consolidation scheme can be utilised. Further details about freight consolidation are available at www.travelwest.info/freight.

Supporting Documents

2. Broadwalk Shopping Centre, Broad Walk, BS4 2QU.

1. The Application Site
2. Location Plan
3. Proposed Layout
4. Indicative Layout
5. Height
6. Indicative Images

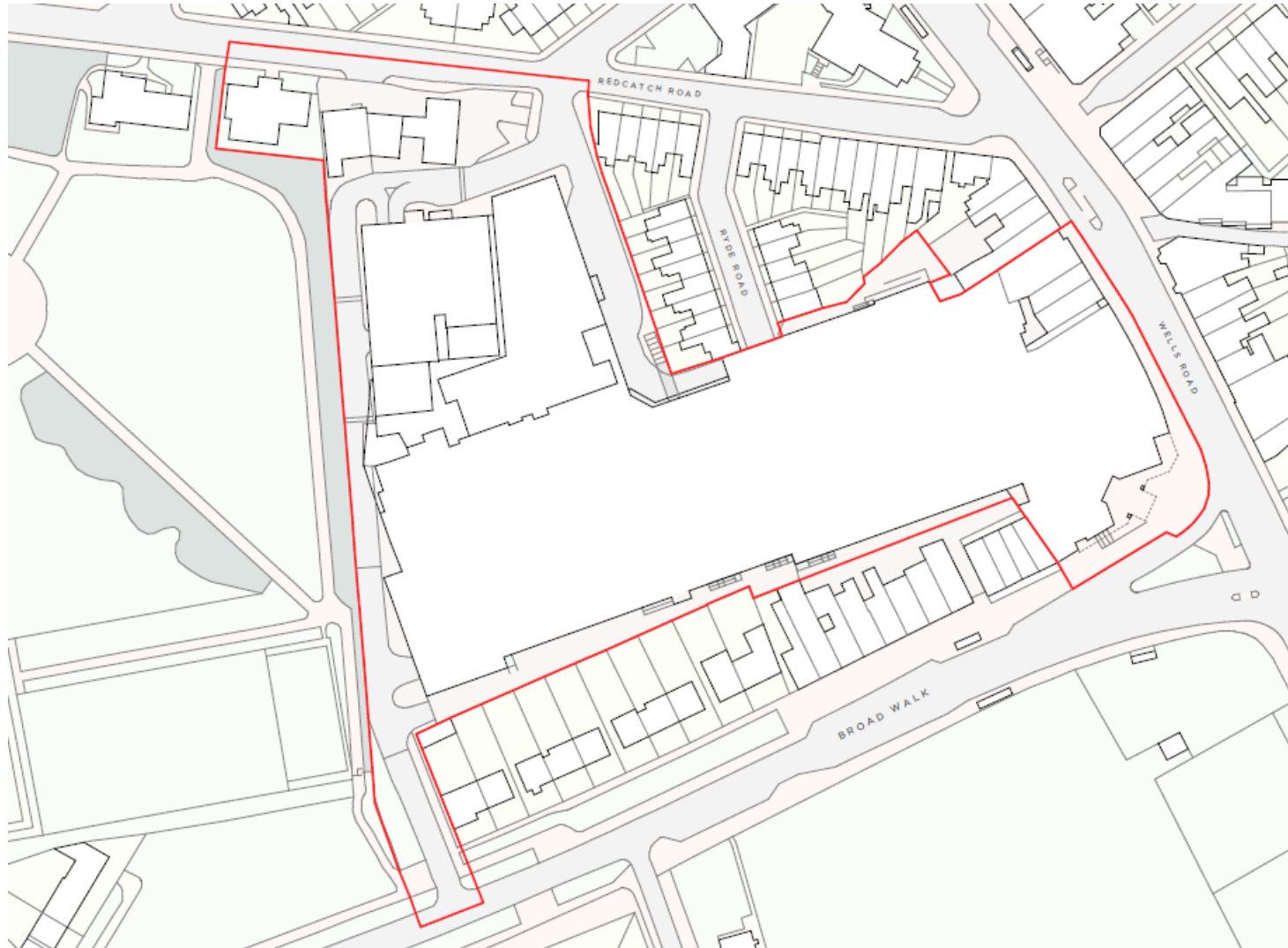
Broadwalk Shopping Centre (Sometimes referred to as Redcatch Quarter)

Application for Outline Planning Permission with some matters reserved
- Demolition of existing buildings and erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters reserved except for access.

The Application Site



Location Plan



Application Details

- Outline application – Appearance, Scale, Landscaping and Layout are all reserved for subsequent approval. Only the Means of Access to the site is applied for in detail.
- Proposal includes the demolition of existing buildings and erection of a mixed use scheme comprising residential units (Class C3), commercial floorspace (Class E), community use (flexible Class E/Class F2), library floorspace (Class F1), cinema/ theatre floorspace (Class sui generis), vehicle parking spaces, cycle parking, and associated landscaping, public realm, access and servicing arrangements, and circulation space. All matters reserved except for access. (Major)

Proposed Layout



Consideration of the Application

- We are awaiting the outcome of the Viability Appraisal – Our assessment is that it should be 9.8%. Applicants think it is 7%.
- It is considered that the site can accommodate 850 homes, but detailed design will come at reserved matters stage. Parameter plans to be conditioned.
- Significant level of local interest – 231 objections, 27 in support.

Indicative Layout



Height



Height

	Existing (AOD)	Extant Consent (AOD)	Proposed (AOD)
North west	76 m	77-82m	82-88m
North	71 m	77-82m	69-91m
Central North	81 m	94-97m	68-102
Central South	74 m	94-103m	68-102
South West	72 m	67-94m	84-96
Centre	74 m	82m	78-98
East	89 m	(as existing)	77-104

Indicative Images



