

WARD: Brislington East

SITE ADDRESS: Christadelphian Meeting Room Church Hill Bristol BS4 4LT

APPLICATION NO: 22/01548/F Full Planning

DETERMINATION DEADLINE: 1 July 2022

**Change of use of a place of worship (Class F) to a ten-bedroom House in Multiple Occupancy (Sui Generis).**

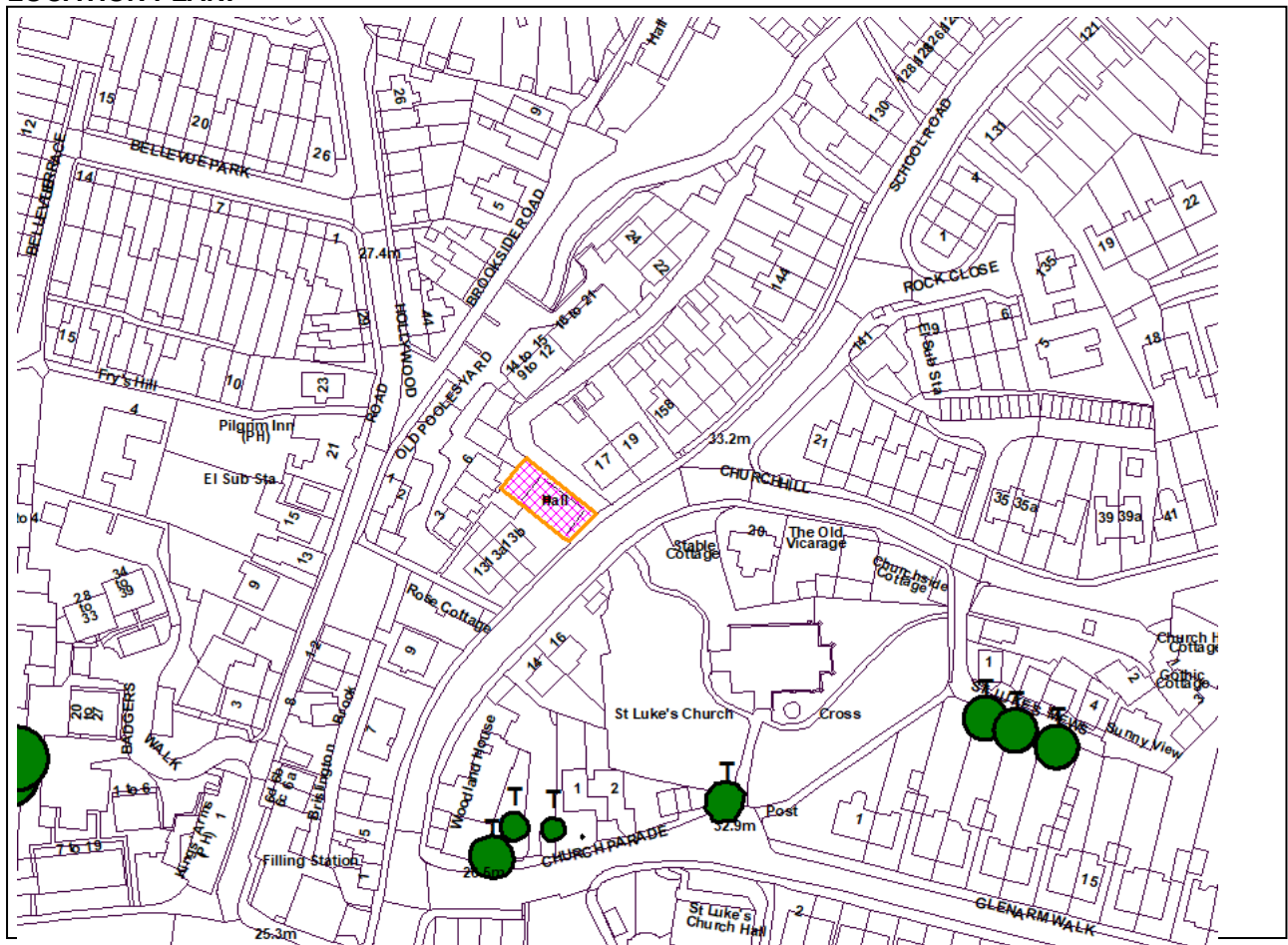
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Pegasus Planning Group  
 First Floor South Wing  
 Equinox North  
 Great Park Road  
 Almondsbury  
 Bristol BS32 4QL

APPLICANT: Build Logistics 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. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

REASON FOR REFERRAL

Local ward Member for Brislington East ward Councillor Katja Hornchen has referred the application should it be recommended for approval by officers for the following reasons:

- Cramped form of development
- Poor public transport therefore not a viable option for future residents leading to car ownership and parking impacts
- Loss of a community facility and existing lack of community facilities

SUMMARY

The application relates to the conversion of an existing building for use as a house in multiple occupation (HMO) with 10 bedrooms. The existing building is unoccupied (for the past 4 years) but was last in use as a place of worship and therefore categorised as a 'community building' in planning terms. The site within the Brislington Conservation Area. No off-street parking is proposed.

Public consultation has elicited 23 objections to the application on numerous grounds but primarily concerns around impact on parking, the principle of HMO additions in this area, noise and disturbance from the HMO use, future living environment and loss of community use.

Officers have assessed the proposal against all relevant policy and concluded that the proposal would be policy compliant in all respects. Approval is recommended subject to conditions and planning agreement.

SITE DESCRIPTION

The application relates to a detached building situated on Church Hill in Brislington East ward. The site comprises a former place of worship (Use Class F) and is known as the Christadelphian Meeting Room. The property has been unoccupied for the last 4 years.

The main entrance to the property is from Church Hill and a small front yard to the property is enclosed by a boundary wall. There is a change of topography from Church Hill dropping down to the rear of the site and the development of Old Poole's Wharf to the rear. The property has a small rear yard accessed via the property and via an external side access path. An access road (un-named, adopted unclassified highway) providing access to garages/ gardens to properties on Church Hill borders the north-east of the site. There is a drop in level from the yard down to the residential properties behind.

Church Hill is adopted unclassified highway and turns to School Road to the east of the site, where the junction of the side road also named Church Hill joins the street. There are double yellow lines immediately outside the site and extending beyond past the junction with Church Hill side road.

The wider area is predominantly residential in character including the properties immediately bounding the site. The property directly faces the Grade II\* St Luke's Church.

The site is within the Brislington Conservation Area. The site is within a Coal Authority designated 'high risk' area and within Flood Zones 2 and 3.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

RELEVANT PLANNING HISTORY

There is no recent relevant planning history.

APPLICATION

The application is for change of use of the building from a place of worship (Use Class F) to a 10-bed House in Multiple Occupation (HMO) (Sui Generis). The development would provide 10no. bedrooms, 10no. en-suite bathrooms, a kitchen, a utility room and a lounge.

External alterations proposed include 12 new windows. The existing windows are proposed to be replaced with grey UPVC frames, with the top section fitted with obscured cladding panel to screen the floorplate beyond. To the south the lower section will be frosted to prevent views into the adjoining private garden.

A new pedestrian access is proposed within the existing north-east boundary wall of the site via the side access road. Installation of a waste/ recycling store is proposed to the frontage of the site and a cycle store to the rear of the site.

AMENDMENTS/ FURTHER INFORMATION SUBMITTED IN SUPPORT OF THE APPLICATION- MARCH 2023

Following case office review of the proposals, the applicant submitted further details in support of their application as follows:

- Supporting letter 3 March 2023
- Quotes for building works required;
- Details of u-values (insulation values for building materials);
- Updated proposed cross-sections, elevations and layout plan;
- Parking survey Tuesday 28<sup>th</sup> February and Wednesday 1<sup>st</sup> March;

PRE-APPLICATION COMMUNITY INVOLVEMENT

The application proposal is classified as a 'minor' planning proposal and pre-application community involvement (by the applicant) is not a requirement for minor planning proposals. It is required only for 'major' scale planning proposals.

RESPONSE TO PUBLICITY AND CONSULTATION

A Site Notice and Press Notice were posted/ published on 16.11.22 and neighbours (a total of 37) were consulted by individual letter dated 26.09.22. Following the submission of further information in respect of the application, further neighbour consultation (including application contributors) was carried out on 19.05.23.

A total of 23 contributors made comment on the application (including 2 comments to the reconsultation), all of which object to the application on the following grounds:

*HMO concerns*

- The proposed 10-bed HMO is not appropriate in this residential primarily family area.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

- 
- There are other HMOs situated close by (including Church Hill and School Road).
- Brislington East do not have a licensing scheme in place unlike Brislington West so unless the Landlord registers it, HMO's often go under the radar. \*1
- There are other townhouses converted to 2/3 flats adjacent and in the area

*Proposed living environment*

- Overdevelopment and poor-quality living environment- insufficient size to accommodate 18 adults (with 8 doubles and 2 singles) or 20 adults.
- Insufficient head height to double bedrooms.
- Lack of outside space.

*Impact on neighbours*

- Noise concerns- noise issues experienced with existing shared houses nearby.
- Crime and anti-social behaviour concerns
- The residence will turn into a hostel \*2
- Harm to privacy due to overlooking from the yard \*3

*Parking, traffic and highway safety*

- No off-street parking is proposed. Proposal could mean 20 more cars.
- Poor public transport means residents will need to own cars/ vehicles (buses 36 and 39 are frequently cancelled).
- Existing lack of on-street parking for households.
- When used as an active church, there was insufficient on street parking on Church Hill and residents couldn't park close to their houses.
- The submitted parking survey is inadequate and doesn't reflect the reality of the situation- some identified available parking spaces are close to junctions and not suitable.
- Church Hill is very busy (particularly at peak times) and current parking impacts on traffic flows. The bend in the road, narrowing of the road, bus stop and traffic queuing to reach the A4 near the site particularly impact traffic flows.
- Parking by residents of the development is likely to obstruct traffic flows and lead to unsafe parking arrangements.
- Lack of pedestrian crossing on School Road and pedestrian safety issues affecting especially children.
- Further traffic would increase air pollution, which is already poor.
- There would be no safe place for refuse vehicles to stop and collect.

*Loss of community use*

*External alterations proposed*

- Proposed windows are not in keeping with the building

*Other*

- Insufficient waste/ recycling facilities
- Fire risks due to layout and only a single exit point \*4
- Lack of neighbour notification \*5
- The proposal would negatively impact property prices in the area \*6
- Pressure on local infrastructure (including health services and schools) \*7

\*1- There are 3 types of property licence:

1. Mandatory HMO Licence – this is for any property of 5 or more individuals sharing- applies nationwide.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

2. Additional HMO Licence – this is for smaller HMO's of 3 or 4 sharing & only applies where a local authority introduces it to all or part of its district, as in Bristol.
3. Selective licence – this is for all non-HMO properties (single people, families etc.) & only applies where a local authority introduces it to all or part of its district, as in Bristol.

\*2- Concern regarding hostel- if granted, permission would be for an HMO only. A hostel use would require a further planning application.

\*3- Privacy- The agent advises that since application submission, a 1.8m high close-boarded fence is to be imminently erected along the boundary with neighbours under permitted development rights.

\*4- Fire safety risks for proposals of this scale are dealt with via Building Regulations.

\*5- Neighbour notification- See summary above of neighbour notification carried out.

\*6- Property prices- this is not a material consideration in the planning process

\*7- Impact on local infrastructure- The Community Infrastructure Levy is the mechanism to raise funds from developers who are undertaking new building projects, to help pay for infrastructure that is needed to support new development. It can be used to fund a wide variety of infrastructure including schools and health facilities.

All other case officer responses to the public consultation are covered within the relevant Key Issues section below.

INTERNAL CONSULTATION (BRISTOL CITY COUNCIL CONSULTEE ADVICE)

**The Transport Development Management Team** advised that [in summary] 'Notwithstanding the above, it is accepted that within 150m of the site and excluding the Southeast side of Church Hill, there is likely to be sufficient space to park 5x additional vehicles... However, given that current parking stress is likely much greater than estimated by the applicant for the reasons given above, TDM is keen to secure **a contribution of £6,310 in addition to design and implementation fees** towards a TRO for parking restrictions on the Southeast side of Church Hill to ensure that inappropriate footway parking in the vicinity of the site is not intensified by the development to the detriment of highway safety and traffic flow.'

**The Community Buildings Officer** objected to the proposal on the grounds of the loss of community infrastructure- full comment below:

*"The application for change of use of this property raises a major concern about the loss of community infrastructure.*

*There is a general shortage of community buildings to meet the demand from community-based groups and organisations in Bristol. Some of these orgs have a requirement to be based in a specific location, but others are much more flexible and are keen to find suitable accommodation anywhere in Bristol, as they serve communities of interest that are prepared to travel greater distances, compared with geographic communities.*

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

*There are very few generic community centres in the Brislington area. There are some church halls, a couple of scout buildings, and a library, but the area lacks general community buildings that are available for hire.*

*The majority of community halls/buildings tend to have a main hall of between 100-200m<sup>2</sup>, with additional kitchen facilities, storage areas, toilets, a couple of small offices or pods, and an outside area. This type of community building is capable of meeting the bulk of existing community needs. Some buildings have a larger main hall, which can often be sub-divided into two lettable spaces. In addition to this, Bristol has a smaller number of much larger community buildings, spread across the city. These provide accommodation for large gatherings, community events, public meetings, wakes, weddings, parties, etc. These larger venues have a much wider catchment area and tend to have larger carparks and are often located near good public transport links.*

*Community users/tenants usually can't afford to pay high rents, so they are often priced out of the market when property owners/landlords look for commercial tenants, or sell properties for development on the open market. In the case of the Christadelphian Meeting Room, this property would be very suitable for another faith organisation for both public worship and community activities. Many churches and faith groups share their buildings with scouts, local community groups and charities, self-help groups, etc.*

*The Meeting Room at Church Hill is located within a densely populated area. Its location and size make it ultimately suitable for continued faith & community use, or just a range of community uses. Converting it to residential extinguishes the existing community use in an area where there is high demand for this type of building.*

*BCC receives a large number of enquiries from community orgs each year, all looking for vacant premises that they can rent or (in some cases) buy. On average we receive at least two enquiries each week. There is much more demand for community buildings than BCC will ever be able to supply, so we signpost people to other community buildings that can sub-let some of their 'spare' space, or to property agents that can keep an eye on the market to help these orgs find suitable accommodation.*

*In recent months we received enquiries from two faith organisations that are very keen to acquire their own building.*

*8 Nov 2022: church in central Bristol currently hires a school building every Sunday. They now require more space and are looking for a bigger building. They also need to accommodate church activities during the week, when the school hall that they usually rent is not available. I have made them aware of the planning application and suggested they contact the owners/agent to enquire if they can purchase the Meeting Room.*

*18 January 2023: enquiry from a long-established church in North Bristol. They have outgrown their current building (which they rent from a third party) and they also need to accommodate a growing programme of youth and community activities, for which their existing building is not suitable. I have signposted them to the Meeting Room too.*

*There is an acute shortage of 'community buildings' across Bristol, with many interested parties all competing for a small number of buildings that become vacant each year. We continue to receive many enquiries from a very wide range of different groups and organisations. We don't have the capacity to log all enquiries, but we keep copies of email correspondence and you are welcome to inspect these to see for yourself the huge unmet demand that exists in Bristol.*

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

*My colleagues in the Community Development Team will be very aware of the many community projects that require accommodation.*

*We also work with Voscur and the Black South West Network - these are Bristol-based umbrella organisations that provide support/advice to community-based organisations. Both are very familiar with the high demand for more community buildings and both are actively trying to help alleviate the current need by sharing information and bringing organisations offering space into contact with orgs requiring space.*

*Please let me know if you require any further details. I can supply you with contact details for Community Development area managers and for Voscur and BSWN, if required.”*

**The Pollution Control (Environmental Health) Officer** advised that each application is judged on its own merits and impact would depend on how great the intensification of residential use is, the positioning of communal rooms and any new bathrooms in relation to neighbouring properties/party walls and the level of complaints and objections from neighbouring residents. A Management Plan would be helpful in assessing an application but would not be conditioned. A commitment to carry out insulation works would be preferable to this not being considered and it can then be determined whether a fuller noise assessment is necessary or not.

**The Air Quality Officer** advised that the development is small and therefore the changes to traffic will be considered insignificant in terms of AQ impacts. Also, the overall annual pollution levels along the road won't breach current standards so there is no way of objecting on these grounds. That's not to say the air pollution isn't potentially poor when traffic is queuing or that air pollution levels will be without health impacts. Given the current legal limits in place and lack of planning mechanisms to push for better consideration of air pollution in these types of planning applications, I have to conclude that air pollution is not a reason to resist this type and scale of development in this location.

**The Land Contamination Officer** raised no objection subject to a relevant condition.

**The Flood Risk Manager** comments that the proposals shall have no effect on surface water flood risk and drainage.

**The Private Housing Service** advised as follows:

- No application for an HMO licence has yet been received. The landlord of a newly rented property has 28 days to apply from when the property was occupied.
- There are 3 types of property licence.
  1. Mandatory HMO Licence - for any property of 5 or more individuals sharing & applies nationwide.
  2. Additional HMO Licence - for smaller HMOs of 3 or 4 sharing & only applies where a local authority introduces it to all or part of its district, as in Bristol.
  3. Selective licence - for all non-HMO properties (single people, families etc.) & only applies where a local authority introduces it to all or part of its district, as in Bristol.

The planning application proposal will require a Mandatory HMO licence.
- Applicants for an HMO licence make an application specifying requested occupancy. The Private Housing Service makes an assessment of possible occupancy based on licensing standards. The licence restricts the occupancy accordingly.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

- 
- The HMO licence standards include assessment of bedroom, communal area and kitchen sizes and bathroom/ WC provision (amongst other matters).
- Bedroom floor areas need to take account head heights (below 1.5m would not count towards the minimum floor area). Below 10.2sqm would be a single bedroom. (Ensuites are excluded from the minimum floor area. The floorspace areas shown on the 'Proposed Floor Plans' are for bedrooms only and exclude the ensuites).
- Proposed development: the kitchen and communal floor areas would meet the minimum space standard for 18 residents sharing.
- Kitchens require 1 set of facilities per 5 residents (1 set is a hob & oven, basin & drainer, fridge freezer, cupboard space and worktop space, 4 electrical sockets). A fully detailed plan of kitchen facilities has not been submitted (this is a licensing requirement and not a planning requirement). If they can/could fit 4 sets of facilities in the kitchen, then they could achieve an occupancy of up to 18. Otherwise, occupancy on the HMO licence would be limited to either 10 or 15 residents based on how many sets of kitchen facilities can be provided.
- HMO Licences include conditions such as the following 'The licence holder and/or manager must issue new tenants/occupiers with a tenancy/written agreement that include clauses that will allow the licence holder to take reasonable steps to tackle anti-social behaviour and ... Must take all reasonable steps to deal with anti-social behaviour perpetrated by occupiers and/or visitors to the property.'

**The Sustainability Manager** advised that 'the details provided suggest that the thermal envelope of the building is being upgraded, and the u values proposed meet the minimum building regulations requirements. Further details should be sought of the ASHP system via condition to ensure this has been appropriately sized based on the heat loss rate of the building.'

#### EXTERNAL CONSULTATION (CONSULTEE ADVICE)

**The Coal Authority advised** that the development was exempt from coal risk assessment (being a change of use) but recommended that an informative note be attached to any permission granted.

**The Environment Agency** confirmed that they are satisfied that the proposed conversion is located within Flood Zone 1 and have no comments on the proposal in terms of flood risk.

**The Bristol Waste Company** has advised that they would provide the standard kerbside service for this development and listed the recommended number and type of containers. There should be a suitable presentation point adjacent to the highway where containers can be placed for collection by a resident or building manager on the relevant collection day. *Summarised- for full comment, see online application record.*

#### RELEVANT POLICIES

National Planning Policy Framework – July 2021

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter



**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

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

**EQUALITIES**

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

s149 of the Equalities Act 2010 sets out the Public Sector Equalities Duty (“PSED”):

149 Public sector equality duty:

(1) A public authority must, in the exercise of its functions, have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it...

(3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

(4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

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

The proposal would result in the loss of a community building as considered at Key Issue B (below). The building is currently unoccupied and therefore any impacts would be indirect and would relate to the future potential of the building to be used by those who share protected characteristics.

**Development Control Committee A – 5 July 2023****Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

It is noted that the building as existing does not have any physical design features such as specialised disabled access and/or facilities that are particular to this premises. Considering the number and type of community uses identified nearby to the proposal site, it is considered that there is adequate provision that meets the needs and expectations of the whole community. Therefore, it is not considered that the proposed development would result in any shortfall in the provision or quality of community facilities as per the requirements of DM5 and BCS12.

The proposal would provide a house in multiple occupation (HMO). This would provide a housing type that would meet the needs of certain groups within the population by meeting relevant standards and would reduce pressure on the conversion of existing homes to meet this demand. However, the proposed HMO would not specifically address the needs of any of the groups with identified protected characteristics and has not been designed to be accessible for the disabled. This is in line with relevant planning policy for developments of this nature.

Overall, it is considered that the approval of this application would not have any adverse impact upon any protected group. Therefore, the requirements of s149 of the Equalities Act 2010 have been duly considered.

**KEY ISSUES****(A) SUSTAINABLE DEVELOPMENT AND THE HOUSING DELIVERY TEST**

The National Planning Policy Framework (NPPF, 2021) states that "the purpose of the planning system is to contribute to the achievement of sustainable development". This includes economic, social and environmental objectives. Local Plan Policy DM1 outlines that the city's approach to development proposals will generally be positive and reflective of the presumption in favour of sustainable development as referenced throughout the NPPF.

NPPF Paragraph 11 (c) and (d) states that decisions should **apply a presumption in favour of sustainable development** [case officer emphasis].

On 14th January 2022, the government published the results of its 2021 Housing Delivery Test, which aims to measure how effectively each local authority is delivering housing against the NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer. Bristol was found to be delivering only 74% of the housing requirement (approximately 3.7 years of supply). However more recent estimates indicate that the current housing land supply is not greater than 2.45 years. The penalties for this are that Bristol will have to provide a "buffer" of sites for 20% more homes than are needed to meet their five-year target, has been required to produce a Housing Action Plan, and the presumption in favour of development in the NPPF will apply.

In view of this position, the current policies of the Bristol Local Plan are deemed 'out-of-date', and paragraph 11(d) of the NPPF, and the 'tilted balance' is engaged. **Applying the 'tilted balance' to this application involves two aspects to understanding whether planning permission should be granted** [case officer emphasis] (NPPF paragraph 11 (d)), which in this case can be summarised as:

- i) Whether the application of policies in the NPPF that protect Conservation Areas provide a clear reason for refusing the proposal;

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

ii) Whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In relation to point i. it has been identified that the only asset of relevance in this case would be the Brislington Conservation Area. As covered below by Key Issue (E) *Urban Design and Heritage* below, the proposal is deemed to preserve the character of the Conservation Area and therefore meets the test of point i).

In relation to point ii), the remaining report assesses the proposal against the development plan, along with other material considerations (including the NPPF), culminating in a consideration of the planning balance. In determining the application, it must be considered **whether any adverse impacts of the granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.**

Contribution to housing supply

Core Strategy Policy BCS5 sets the minimum new homes target for the city. As set out above, Bristol has failed to meet the housing requirements established by the Housing Delivery Test and the required to provide a "buffer" of sites for 20% more homes than are needed to meet the five-year target. Recent estimates indicate that the current housing land supply is not greater than 2.45 years.

Core Strategy Policy BCS20 seeks to ensure that all developments maximise the use of previously developed land, achieving densities appropriate for the respective site. The NPPF also promotes the effective use of land and development of under-utilised land and buildings, especially where land supply is constrained, while safeguarding and improving the environment and ensuring safe and healthy living conditions (paragraph 119- 120).

The development would contribute to the housing supply for the city and would provide housing in a built-up area, in a more sustainable location, bringing a vacant building back into use. For the purposes of housing supply figures, this development would count as 1 additional residential unit (as advised by the Strategic Planning Policy Team).

**(B) LOSS OF COMMUNITY USE**

The existing land use as a place of worship constitutes a community use.

*Policy*

The NPPF (paragraph 93) states at section c) that planning decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. Policy BCS12 of the Bristol Core Strategy states that existing community facilities should be retained unless it can be demonstrated that there is no longer a need to retain the use or where alternative provision is made.

Development Management Policy DM5 'Protection of Community Facilities' states that: Proposals involving the loss of community facilities land or buildings will not be permitted unless it is demonstrated that:

i. The loss of the existing community use would not create, or add to, a shortfall in the provision or quality of such uses within the locality or, where the use has ceased, that there is no need

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

or demand for any other suitable community facility that is willing or able to make use of the building(s) or land; or

ii. The building or land is no longer suitable to accommodate the current community use and cannot be retained or sensitively adapted to accommodate other community facilities; or

iii. The community facility can be fully retained, enhanced or reinstated as part of any redevelopment of the building or land; or

iv. Appropriate replacement community facilities are provided in a suitable alternative location.

The submitted Planning and Design and Access Statement (PDAS) and letter of 3 March 2023 seek to demonstrate in accordance with part i) of Policy DM5 that “The loss of the existing community use would not create, or add to, a shortfall in the provision or quality of such uses within the locality”. It sets out the following considerations:

- The use has not been operational for around four years. The loss of the church was ‘organic’ in nature and there is insufficient demand for this denomination in the locality. No Christadelphian church remains within the Brislington area with the nearest Christadelphian church being located in Downend.
- A review of alternative religious and community activity buildings (excluding schools, hospitals and public houses) within the area indicates the following community uses within 1km of the site, including a comparable facility at St Luke’s Church Hall within 100m of the site:
  - o Church – 4
  - o Church hall- 1
  - o Scout hall- 1
  - o Conservative Club- 1
  - o Public library – 1
  - o Day nursery and pre-school- 1
  - o Children’s centre- 1
  - o Rugby football club- 1
- Failure to facilitate a viable alternative use could lead to ongoing decline of the building and the proposal would safeguard the long-term future of a building of merit within the Conservation Area
- The building is of a limited size and extensive renovations required would make a community use or less intensive residential use unviable and include the following requirements:
  - o Ground stability works due to subsidence (quote provided £26,000)
  - o Full roof replacement (also to prevent walls splaying) (quote of £20,400)
  - o Other building works (quote- £56,875)
  - o This amounts to a total of over £100,000 for basic works with additional costs of fit-out required (e.g. new disabled toilet).

*The Community Building’s Officer advice*

For full comment see ‘Consultee Comment’ Section above and online. However, in summary, the Council’s advisor on community buildings in respect of planning applications has raised major concerns regarding the loss of community infrastructure given that there is a general

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

shortage of community buildings citywide and locally with Brislington lacking general community facilities available for hire in particular.

They have commented that the Christadelphian Meeting Room would be very suitable for another faith organisation for both public worship and community activities or a range of community uses. They advise that Bristol City Council (BCC) receives a large number of enquiries from community organisations each year, all looking for vacant premises that they can rent or (in some cases) buy. On average BCC receives at least two enquiries each week. There is much more demand for community buildings than BCC will ever be able to supply, so people are signposted to other community buildings that can sub-let some of their 'spare' space, or to property agents that can keep an eye on the market to help these organisations find suitable accommodation. In recent months (Nov 2022 and Jan 2023), enquiries have been received from two faith organisations that are very keen to acquire their own building and are looking for larger premises. They have been signposted to the Meeting Room as an option.

*Summary and conclusion*

Taking into account the above considerations, despite the concerns of the 'Community Buildings' Officer', it is the view of officers that criterion (i) of Policy DM5 - 'The loss of the existing community use would not create, or add to, a shortfall in the provision or quality of such uses within the locality'; has been met. There are a number of other community facilities identified in the area.

While the Community Buildings' Officer advice is noted, there is no specific evidence of any community group seeking premises in the specific locality or for a building of this nature. Two faith organisations looking for space have been referred to the application building as a possible option but without this being taken further.

In addition, it is the view of officers that criterion (ii) of Policy DM5 is also likely met- 'The building or land is no longer suitable to accommodate the current community use and cannot be retained or sensitively adapted to accommodate other community facilities.' It is clear that the building requires investment in order to bring it back into viable use as a community use, which may exclude some organisations seeking space.

In conclusion, officers assess the loss of the community use as being policy compliant.

**(C) PROPOSED HOUSE IN MULTIPLE OCCUPATION (HMO) USE**

*Policy*

Core Strategy Policy BCS18 requires that "All new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities." Policy DM2 of the Site Allocations and Development Management Policies acknowledges that shared housing makes an important contribution to people's housing choice within the city.

Bristol Local Plan Development Management Policy DM2 states that proposals for conversion of buildings to houses in multiple occupation will not be permitted where:

i. The development would harm the residential amenity or character of the locality as a result of any of the following:

- Levels of activity that cause excessive noise and disturbance to residents; or
- Levels of on-street parking that cannot be reasonably accommodated or regulated through parking control measures; or
- Cumulative detrimental impact of physical alterations to buildings and structures; or

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

- 
- Inadequate storage for recycling/refuse and cycles.

ii. The development would create or contribute to a harmful concentration of such uses within a locality as a result of any of the following:

- Exacerbating existing harmful conditions including those listed at (i) above; or
- Reducing the choice of homes in the area by changing the housing mix.
- Where development is permitted it must provide a good standard of accommodation by meeting relevant requirements and standards set out in other development plan policies.

*Physical alterations, waste, cycle storage, parking*

In relation to criterion (i) of Policy DM2, officers advise that all physical alterations and waste/cycle storage arrangements are acceptable as covered in detail below. Parking impacts would also be acceptable- refer to Key Issue G for full detail.

*Noise, activity and disturbance*

Local concerns have been raised in particular about noise, activity and disturbance.

A material consideration is the comparison to the existing lawful use of the site as a community facility (albeit currently vacant). The existing lawful use of the site is unrestricted in terms of use of the outside areas, activities and times of operation.

The application site relates to a detached building and therefore direct noise transfer between properties (i.e. through a party wall) would not take place, so noise considerations would relate to noise outbreak from the fabric of the building/ windows, noise generated when entering/ leaving the property, use of external areas and any plant or machinery.

Proposals for the development or intensification of HMOs may be subject to building regulations requirements relating to sound reduction. The requirements are set out in Building Regulations Approved Document E and mainly relate to the sound insulation values for separating wall, floor and stair partitions. In this case (a detached building), this would relate to noise transfer within the building only (as there are no adjoining buildings).

The external space of the property is of a limited size, primarily providing access to the cycle store thereby naturally limiting larger gatherings. Some noise outbreak from windows would be expected to occur, however this would not be considered to be significantly more harmful than that of an unrestricted community use.

The Council's Pollution Control Officer has advised that a Management Statement would help to provide reassurance as to any recourse to dealing with noise issues. This could also form part of the Licensing application. This has been requested from the agent 14.06.23, who has instructed this to be produced. Officers will provide an update via the Amendment Sheet.

Supplementary Planning Document (SPD) 'Managing the development of houses in multiple occupation' (Adopted 3 Nov 2020) sets out that all HMO property licence holders must comply with the West of England - Code of Good Management Practice. The West of England Rental Standard Rent with Confidence is a voluntary set of realistic standards and requirements that sets out clearly what landlords and agents need to do when letting or managing a property.

It is the advice of officers that while some difference in levels of activity compared to the existing use would be noted by immediate neighbours of the site, such impacts would not be so significant as to harm the residential amenity and character of the area overall.

**Development Control Committee A – 5 July 2023****Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT***'Harmful concentration' assessment*

Criterion (ii) of Policy DM2 considers whether development would contribute to a harmful concentration of such uses in a locality by reason of exacerbating harmful conditions, reducing housing choice. Supplementary Planning Document (SPD) 'Managing the development of houses in multiple occupation' (Adopted 3 Nov 2020) sets out further guidance to assess whether a 'harmful concentration' would be created. These assessments are the 'Sandwiching Assessment' (street level), the HMO Threshold Assessment (Neighbourhood Level). Additional guidance is provided on what constitutes a 'good standard' of accommodation including the current standards for HMO properties.

There are no licensed HMOs on Church Hill or within a 100m radius of the site. There is an HMO at 131 School Road (with an occupancy of 5) approximately 200m to the north east. Within Brislington East Ward there are 15 licensed HMOs, equivalent to 0.28% of total properties. 8 of these licensed HMOs are located within 150- 250m of the site on Bristol Hill (nos.15, 27, 29, 35, 45, 51 and 53) and 62 Grove Avenue.

The development has been assessed in terms of all of the relevant guidance and passes these assessments and achieves, on balance, a good standard of accommodation overall. For consideration of 'space standards' see Key Issue E below.

**(D) RESIDENTIAL AMENITY**Impact on neighbouring occupiers

Core Strategy Policy BCS21 states that new development will be expected to safeguard the amenity of existing development (properties).

The quality of the living accommodation for future residents and the impact on neighbours in terms of noise, disturbance and anti-social behaviour has been raised by contributors to the application. Noise matters in relation to the HMO use are covered above. The noise impact of the proposed air source heat pump (ASHP) can be addressed via condition.

*Privacy and boundary fences*

The proposed development would have an acceptable relationship with neighbouring properties given the specific separation distances and angles of view from windows over neighbouring properties and their gardens, that in some instances would be comparable to existing residential relationships. The application submission states that 'the 1.8m high boundary fence to the rear is off-set from the boundary wall to address the relationship with neighbours... This could be erected under permitted development rights at up to 2m above ground level (being inset from the retaining wall) and therefore the applicant will therefore imminently be installing a standard 1.8m high fence". The proposed bike store would sit within this form.

Proposed living environment- future occupiers

Core Strategy Policy BCS21 states that new development will be expected to safeguard the amenity of existing development and create a high-quality living environment for future occupiers. Policy DM27 of the Site Allocations and Development Management Policies Document (SADMP) states that development will enable existing and proposed development to achieve appropriate levels of privacy, outlook and daylight. Policy DM2 'Residential Sub-divisions, Shared and Specialist Housing- General Criteria' states that where development is

**Development Control Committee A – 5 July 2023****Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

permitted it must provide a good standard of accommodation by meeting relevant requirements and standards set out in other development plan policies.

*Space standards and occupancy level*

The relevant space standards are set out within the Council's Supplementary Planning Document (SPD) 'Managing the development of houses in multiple occupation' and on the Council's website. The HMO licence standards include assessment of bedroom, communal area and kitchen sizes and bathroom/ WC provision (amongst other matters).

Following the advice of the Council's Private Housing Team (who are responsible for HMO Licensing), it is advised that the proposal would meet the relevant space standards in terms of bedroom, kitchen and communal space **floor areas** for an **occupancy of 13 people**.

This is based on 7 single bedrooms (Bedrooms 1, 2, 6, 7, 8, 9, 10) and 3 double bedrooms (Bedrooms 3, 4, 5). This occupancy level is based on the licensing standards (10.2sqm for a double bedroom) and takes into account head heights at the proposed first floor (roof level). The minimum floor area excludes ensembles. The floorspace areas shown on the 'Proposed Floor Plans' drawing are for bedrooms only and exclude the ensembles.

Only floorspace with a head height above 1.5m is counted towards the minimum floor area requirement. The floor areas shown on the proposed first floor plan need to be considered in conjunction with head heights. The case officer has measured only the floor area within minimum head height of 1.5m in concluding that Bedrooms 6-10 would be suitable only for single occupancy (as that area would be below 10.2sqm). The absolute minimum for a single room is 6.51sqm and all of the bedrooms meet that requirement.

Further detail would be needed in terms of kitchen facilities, and it may be necessary to restrict the HMO License to the lower number of 10 depending on ability to accommodate these. Kitchens require 1 set of facilities per 5 residents (1 set is a hob & oven, basin & drainer, fridge freezer, cupboard space and worktop space, 4 electrical sockets). A fully detailed plan of kitchen facilities has not been submitted (this is a licensing requirement and not a planning requirement). Occupancy on the HMO licence may need to be limited to either 10 or 15 residents based on how many sets of kitchen facilities can be provided (i.e., either 2 or 3 sets).

In summary, Members can be satisfied that the proposals meet the relevant space standards in planning terms. Any planning permission granted could not restrict the occupancy level, but further detail would be required at the Licensing application stage, at which point occupancy can be restricted. **The size of the bedrooms would be the main limiting factor and would likely limit the overall HMO occupancy to a maximum of 13 residents, though provision of kitchen facilities may limit the occupancy further, potentially to 10 residents.**

*Privacy, light and outlook*

All proposed bedrooms and communal accommodation would experience acceptable levels of privacy. 2 of the ground floor bedrooms would have an outlook at 5m separation distance onto the flank elevation of the adjacent house 13b Church Hill. Ground floor bedrooms would have windowsill heights of 1.4m, which while 30cm higher than normal windows would facilitate natural light and outlook. First floor bedrooms would be served by rooflight windows with a sill height of 1.6 m.

Kitchen and lounge/ diner facilities are proposed at the lower ground floor level. The kitchen would be reliant on artificial light because it would be served only by a small window, which faces a boundary wall at close distance. The requirement for artificial lighting within kitchens



**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

is stated by the applicant to be common practice as kitchen activities often require task lighting in any case, even in well-lit environs. Lounge/ dining facilities would be well-served by two windows with sill heights of 1.1m.

While the quality of the living environment is not a high standard taking into account the outlook of some rooms and light levels of communal spaces, on balance, officers consider the quality of the living environment to be acceptable overall and that this should not be a reason for refusal of the application taking into account the city's housing need requirements, which carry significant weight.

*Fire safety*

The Building Regulations are responsible for consideration of fire safety considerations for developments of this nature.

**(E) HERITAGE AND URBAN DESIGN CONSIDERATIONS**

The proposed external alterations to the building would be acceptable and would safeguard the character and appearance of the Brislington Conservation Area.

**(F) TRANSPORT- PARKING, TRAFFIC AND HIGHWAY SAFETY**

*Policy*

Of relevance to this site, the National Planning Policy Framework (NPPF) sets out that in considering applications, it should be ensured that appropriate opportunities to promote sustainable transport modes are taken and any significant impacts from the development on the transport network or on highway safety, can be cost effectively mitigated to an acceptable degree (para. 110). "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe" (para. 111).

Policy BCS10 of the Bristol Core Strategy states that proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport and sets out a user hierarchy for transport priorities with pedestrians then cyclists at the top.

Policy DM23 of the Site Allocations and Development Management Policies Document (SADMP) highlights that development should not give rise to unacceptable traffic conditions and will be expected to provide safe access to the highway network, access to public transport, improvements to overcome unsatisfactory conditions, enhanced pedestrian and cycle network- it also sets out parking standards (maximum standards).

*Site highway context*

The site is not within a Residents Parking Area (RPA). Church Hill is a busy route and local residents comment that traffic often queues along Church Hill to access Bath Road. A bus service runs along this route with the closest stop to the south-east of the site.

The road narrows in some sections and where vehicles park on-street, this has potential to prevent two-way traffic. Double yellow lines prevent parking at the narrow section of Church Hill joining Bath Road. Between 7 Church Hill and the application site there is no double yellow lining to either side of the road, however drivers appear to park cars only on the north-western side of the road in recognition that parking on both sides would restrict traffic movements.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

Passing spaces are created where driveway accesses prevent parking. Immediately outside the site, double yellow lines continue onto School Road past Church Hill side road.

*Parking, traffic and highway safety considerations*

The existing property has no off-street parking, and no parking for the house in multiple occupation (HMO) is proposed. There are no minimum parking standards and therefore the policy test (out set out above) is whether the development would have an unacceptable impact on highway safety or traffic conditions or severe impact on the road network.

While the existing building has been vacant for some time and therefore generates no parking demand currently, the existing land use as a place of worship (Use Class F1) would generate its own demand for parking. Public comment received stated that when the building was in active use it had its own impacts on parking demand, leading to residents being unable to park nearby to their homes.

The Transport Development Management (TDM) Officer advises that the proposed 10-bedroom house in multiple occupation (HMO) would generate a demand for an average of 5 parking spaces based on the Census data for this ward (which for 1-bedroom apartments shows that the car ownership level is approximately 49%). It is acknowledged that local residents have concerns that the occupancy level of the HMO could be up to 20 people and therefore would generate a parking requirement of 20 parking spaces. While these concerns are noted, as this approach is not supported by the Census car ownership evidence, refusal of the scheme based on such objection is not advised. Furthermore, based on Licensing requirements, the occupancy would likely be restricted to between 10 and 13 people.

Local objection has also been received to the proposal that there is an existing lack of parking availability and that parking as a result of the development would result in traffic flow and highway safety issues. Residents comment that public transport is poor in this location and that residents would rely on cars. Residents advise that there are already highway safety issues along this road, including the bus stop, where buses obstruct traffic movement and due to the bend of the road/ the brow of the hill and visibility issues.

The closest bus stop to the site is on Church Hill to the south-west, formerly served by bus services 513 and 514 however it cannot be confirmed if these services are still running- a search via the Travelwest website indicates that they are not. Other bus service routes run along Bristol Hill as follows: 435, 349, 39, 668, X39 and 522 with bus stops within 200m of the site (considered walking distance). Therefore, while the site is located in an 'Outer Urban Area' (as defined by the Urban Living Supplementary Planning Document), it is in a more sustainable location for that area being situated close to regular bus routes.

A parking survey was submitted with the application and amended at the request of the Transport Development Management (TDM) officer to follow the Council's methodology. TDM have raised a number of criticisms of the survey methodology. However, taking into account these shortfalls, TDM are still satisfied that within 150m of the site and excluding the south-east side of Church Hill, there is likely to be sufficient space to park 5 vehicles.

TDM has advised however that given that the current parking stress is likely much greater than estimated by the applicant for the reasons given in their TDM comment (see full comment), they are keen to secure a contribution of £6,310 (in addition to design and implementation fees) towards a traffic regulation order (TRO) for parking restrictions on the south-east side of Church Hill to ensure that inappropriate footway parking in the vicinity of the site is not intensified by the development to the detriment of highway safety and traffic flow.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

TDM do not consider the level of traffic or parking demand generated to have unacceptable impacts on traffic levels or highway safety. Air quality considerations are set out below.

*Cycle parking*

A covered bike shelter is proposed with space provided for 10 bicycles. This is a sufficient number of cycle parking spaces but does not constitute a secure form of cycle storage and a condition is therefore recommended to seek a secure cycle store.

*Waste/ recycling collection*

Sufficient space is available within the proposed waste storage area (within the front yard of the site) to accommodate the required number of waste storage bins and boxes recommended by Bristol Waste (refer to full comment online). The pavement in this location is of sufficient width for the placement of bins/ containers for collection. A condition is required to specify that waste receptacles must not be left on the footway.

*Transport/ highways summary*

It is the advice of officers that the proposals would be acceptable in transport/ highway terms in all respects.

**(G) SUSTAINABILITY**

The Bristol Core Strategy (21 June 2011) contains specific policies relating to sustainability as follows: Policy BCS13: Climate Change, BCS14: Sustainable Energy, BCS15: Sustainable Design and Construction and BCS16: Flood Risk and Water Management. Developers are required to demonstrate through Sustainability Statements and Energy Statements how they have addressed the objectives of these policies.

A Sustainability Statement and Energy Statement have been submitted. The thermal envelope of the building is proposed to be upgraded and the u-values proposed meet building regulations requirements. An air source heat pump is proposed (solar panels have been avoided to minimize the Conservation Area impact) and is shown in the rear yard of the property. Full details of the air source heat pump (including noise levels) should be provided by condition

**(H) OTHER MATTERS**

*Flood risk and drainage*- No objections on flood risk/ drainage grounds.

*Air quality* - Air quality has been raised as an issue by residents, particularly in respect of queuing traffic along the road. Overall, the annual pollution levels along the road would be in line with current standards. Changes to traffic arising from the proposal would be considered insignificant in terms of air quality impacts. Given the current legal limits in place and current planning policy considerations, there would be no objection from the Council's Air Quality Team.

*Land contamination*- No objection subject to conditions.

*Coal risk*- the site is in a 'Coal High Risk Area'; however the development is exempt due to being a conversion. An informative note regarding the coal risk is required.

**(I) HEADS OF TERMS**

A Section 106 legal agreement would secure fees for implementing a TRO for double yellow lines along Church Hill.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

*COMMUNITY INFRASTRUCTURE LEVY*

The CIL liability for this development is £18230.36

*PLANNING BALANCE AND CONCLUSION*

In summary, it is the advice of officers that the proposed loss of the community use would be policy compliant, and that sufficient parking availability has been demonstrated to accommodate parking demand generated by the development. The site is within walking distance of a number of bus routes.

The benefits of the proposal include making efficient use of land, bringing back into use a building of merit in the Conservation Area, contribution to housing supply (the equivalent of 1 residential unit), upgrading of the building to a more sustainable form development and short-term benefits in terms of employment during the construction process.

There would be considered no adverse impacts of the development except that the living environment in terms of the outlook of some rooms would be

On balance, the adverse impacts would be outweighed by the benefits in applying the ‘tilted balance’ principle and presumption for sustainable development and therefore permission should be granted without delay.

*(M) RECOMMENDATION*

Approval of the application is recommended subject to a legal agreement and conditions. Should Members be minded to approve the application, officers would seek delegated authority to secure the legal agreement.

**RECOMMENDED GRANT subject to Planning Agreement**

**Time limit for commencement of development**

1. Full Planning Permission

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

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

**Pre commencement condition(s)**

2. Noise from air source heat pumps

No commencement of use of any air source heat pumps shall take place until an assessment on noise from the heat pump(s) at nearby residential properties has been submitted to and been approved in writing by the Local Planning Authority.

If the assessment indicates that noise from the air source heat pump(s) is likely to affect neighbouring affecting residential or commercial properties then a scheme of noise mitigation measures shall be submitted to and approved in writing by the Council prior to the commencement of the development.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

The noise mitigation measures shall be designed so that nuisance will not be caused to the occupiers of neighbouring noise sensitive premises by noise from the development.

Reason: To safeguard residential amenity.

3. Renewable energy - Air source heat pumps

Prior to implementation, details of the air source heat pump and internal distribution system (including the exact location and design, technical specification and evidence that the heat pump and emitters have been sized according to the building's heat demand) together with calculation of energy generation and associated CO2 emissions to achieve 28% reduction on residual emissions from renewable energy in line with the approved energy statement should be submitted to the Local Planning Authority and approved in writing. The system shall be installed prior to occupation of the dwellings 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

4. Further details of secure cycle parking store provision before occupation:

No building or use hereby permitted shall be occupied or use commenced until detailed designs of the following have been submitted to and approved in writing by the Local Planning Authority:

- The intended location, dimensions, layout, and capacity of a secure, lockable, cycle store for 10x cycles, using the preferred 'Sheffield stand' design or metal cycle lockers, in compliance with the Council's Guidance on Cycle Storage.

The detail thereby approved shall be carried out in accordance with that approval, and thereafter be kept free of obstruction and available only for the parking of cycles.

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

**Pre-occupation condition(s)**

5. Energy and Sustainability in accordance with statement

The development hereby approved shall incorporate the energy efficiency measures, renewable energy, sustainable design principles and climate change adaptation measures into the design and construction of the development in full accordance with the energy statement (thermenergy, 8th March 2023) prior to occupation. A total 37% reduction in carbon dioxide emissions beyond Part L 2013 Building Regulations in line with the energy hierarchy shall be achieved, and a 28% reduction in carbon dioxide emissions below residual emissions through renewable technologies (air source heat pump) shall be achieved.

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

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

6. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development, it must be reported immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the Environment Agency's 'Land Contamination: risk management' guidance and BS 10175:2011 + A2:2017: Investigation of Potentially Contaminated Sites - Code of Practice. Where remediation is necessary a remediation scheme must be prepared which ensures the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

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. This is in line with paragraph 170 of the National Planning Policy Framework.

7. Implementation/Installation of Refuse Storage and Recycling Facilities – Shown on Approved Plans

No building or use hereby permitted 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 have been completed in accordance with the approved plans.

Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, 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.

8. Completion of Cyclists Access to rear yard/ cycle store - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of access for cyclists to the rear yard (through the new opening in the boundary wall) have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

**List of approved plans**

9. 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.

2 Location and block plan, received 6 May 2022

6 Proposed floor plans, received 6 May 2022

7 Proposed elevation, received 6 April 2023

8 Site plan, received 6 May 2022

9 Site indication plan, received 6 April 2023

0 Proposed new window, received 6 May 2022

5 Cross section, received 6 April 2023

Energy statement, received 6 May 2022

Reason: For the avoidance of doubt.

**Advices**

- 1 The proposed development lies within an area that has been defined by the Coal Authority as containing coal mining features at surface or shallow depth. These features may include: mine entries (shafts and adits); shallow coal workings; geological features (fissures and break lines); mine gas and former surface mining sites. Although such features are seldom readily visible, they can often be present and problems can occur, particularly as a result of new development taking place.

Any form of development over or within the influencing distance of a mine entry can be dangerous and raises significant land stability and public safety risks. As a general precautionary principle, the Coal Authority considers that the building over or within the influencing distance of a mine entry should be avoided. In exceptional circumstance where this is unavoidable, expert advice must be sought to ensure that a suitable engineering design which takes into account all the relevant safety and environmental risk factors, including mine gas and mine-water. Your attention is drawn to the Coal Authority Policy in relation to new development and mine entries available at:

[www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries](http://www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries)

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires a Coal Authority Permit. Such activities could include site investigation boreholes, excavations for foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes. Failure to obtain a Coal Authority Permit for such activities is trespass, with the potential for court action.

If any coal mining features are unexpectedly encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848. Further information is available on the Coal Authority website at:  
[www.gov.uk/government/organisations/the-coal-authority](http://www.gov.uk/government/organisations/the-coal-authority)

**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4 4LT**

2 Construction site noise: Due to the proximity of existing noise sensitive development and the potential for disturbance arising from contractors' operations, the developers' attention is drawn to Section 60 and 61 of the Control of Pollution Act 1974, to BS 5528: Parts 1 and 2: 2009 Noise and Vibration Control on Construction and Open Sites code of practice for basic information and procedures for noise and vibration control" and the code of practice adopted by Bristol City Council with regard to "Construction Noise Control". Information in this respect can be obtained from Pollution Control, City Hall, Bristol City Council, PO Box 3176, Bristol BS3 9FS.

3 Sound insulation/acoustic reports

The recommended design criteria for dwellings are as follows:

\* Daytime (07.00 - 23.00) 35 dB LAeq 16 hours in all rooms & 50 dB in outdoor living areas.

\* Nighttime (23.00 - 07.00) 30 dB LAeq 8 hours & L<sub>max</sub> less than 45 dB in bedrooms.

Where residential properties are likely to be affected by amplified music from neighbouring pubs or clubs, the recommended design criteria is as follows:

\* Noise Rating Curve NR20 at all times in any habitable rooms.

4 Bats and bat roosts: Anyone who kills, injures or disturbs bats, obstructs access to bat roosts or damages or disturbs bat roosts, even when unoccupied by bats, is guilty of an offence under the Wildlife and Countryside Act 1981, the Countryside and Rights of Way Act 2000 and the Conservation (Natural Habitats, &c.) Regulations Act. Prior to commencing work you should ensure that no bats or bat roosts would be affected. If it is suspected that a bat or bat roost is likely to be affected by the proposed works, you should consult English Nature (Taunton office 01823 283211).

5 Wessex Water requirements: It will be necessary to comply with Wessex Water's main drainage requirements and advice and further information can be obtained from <http://www.wessexwater.co.uk>.

6 The operation of the HMO hereby approved may require a separate license. It is an offence to operate a licensable HMO without a licence. Please contact the Private Housing Team on 0117 352 5010 for further information.

7 Traffic Regulation Order (TRO)

You are advised that a Traffic Regulation Order (TRO) is required. You must submit a plan to a scale of 1:1000 of an indicative scheme for a TRO, along with timescales for commencement and completion of the development. Please be aware that the statutory TRO process is not straightforward; involving the public advertisement of the proposal(s) and the resolution of any objections.

You should expect a minimum of six months to elapse between the Highway Authority's TRO Team confirming that it has all the information necessary to enable it to proceed and the TRO being advertised. You will not be permitted to implement the TRO measures until the TRO has been sealed, and we cannot always guarantee the outcome of the process.



**Development Control Committee A – 5 July 2023**

**Application No. 22/01548/F : Christadelphian Meeting Room Church Hill Bristol BS4  
4LT**

We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management Team at [transportdm@bristol.gov.uk](mailto:transportdm@bristol.gov.uk)

N.B. The cost of implementing any lining, signing or resurfacing required by the TRO is separate to the TRO fees, which solely cover the administration required to prepare, consult, amend and seal the TRO.

8 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](mailto: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.

9 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.

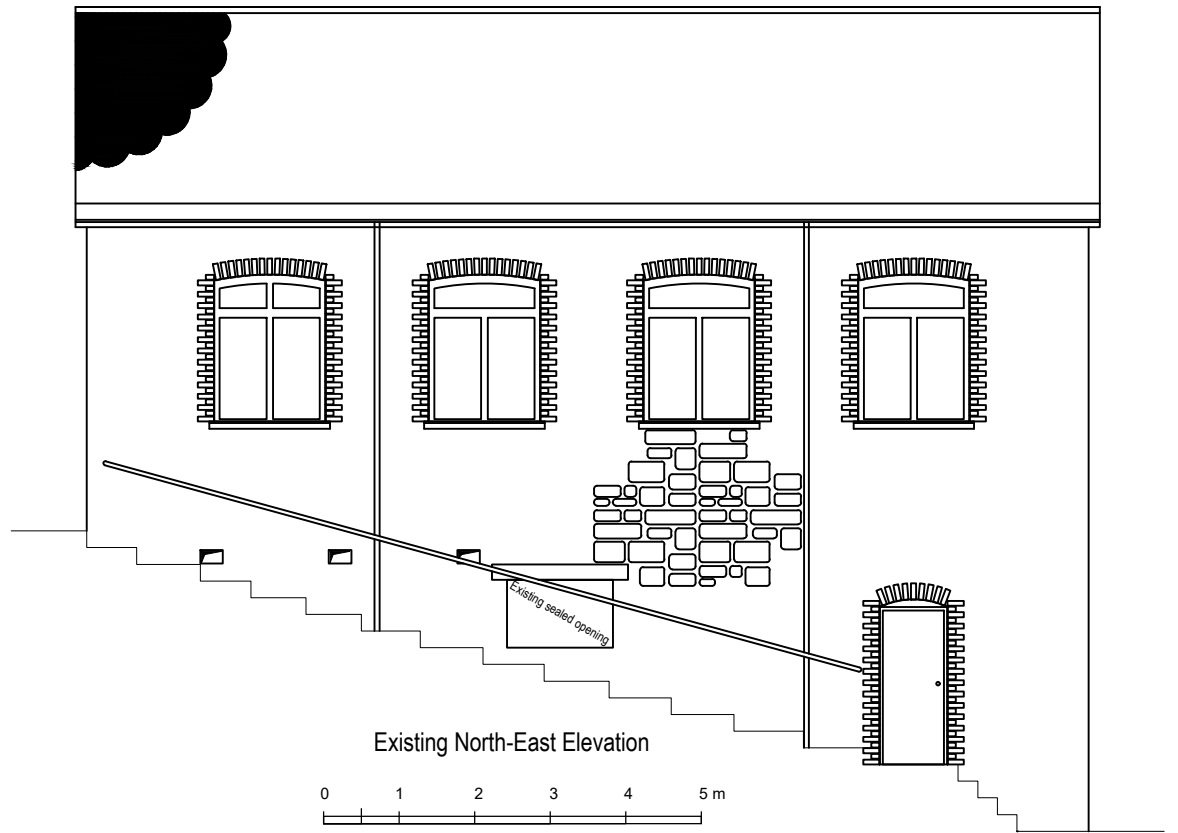
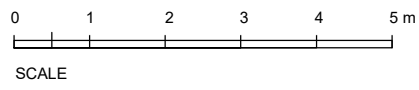
## **Supporting Documents**

### **2. Christadelphian Meeting Room, Church Hill, Bristol, BS4 4LT.**

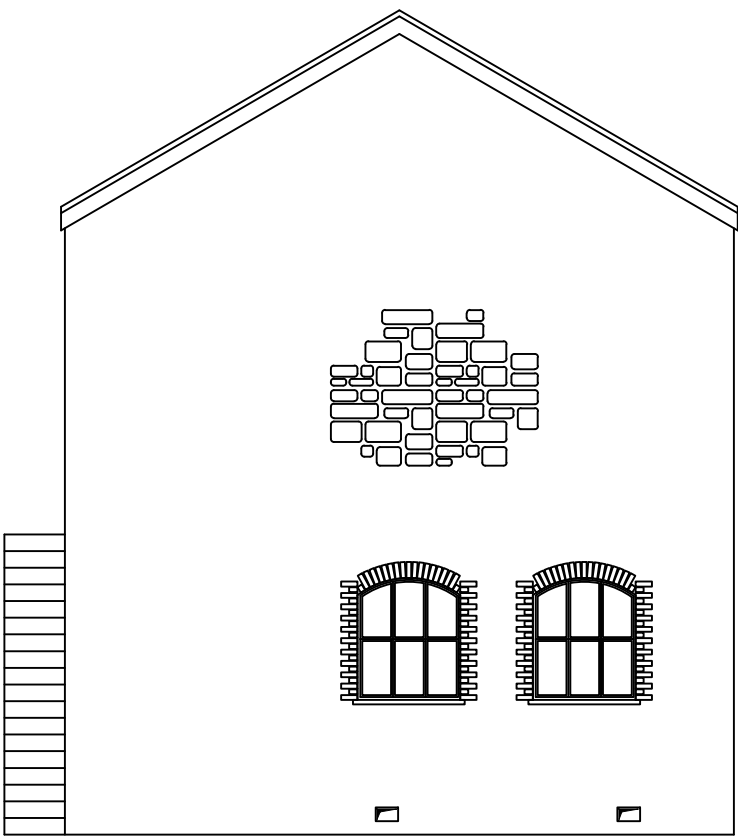
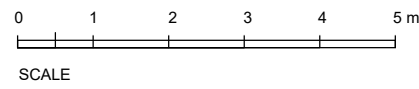
1. Existing Elevations
2. Existing Floor Plans
3. Location Plan with Proposed Floor Plan Overlay
4. Proposed Site Layout Plan
5. Proposed Floor Plans
6. Proposed Elevations
7. Proposed Cross sections
8. Site Photos



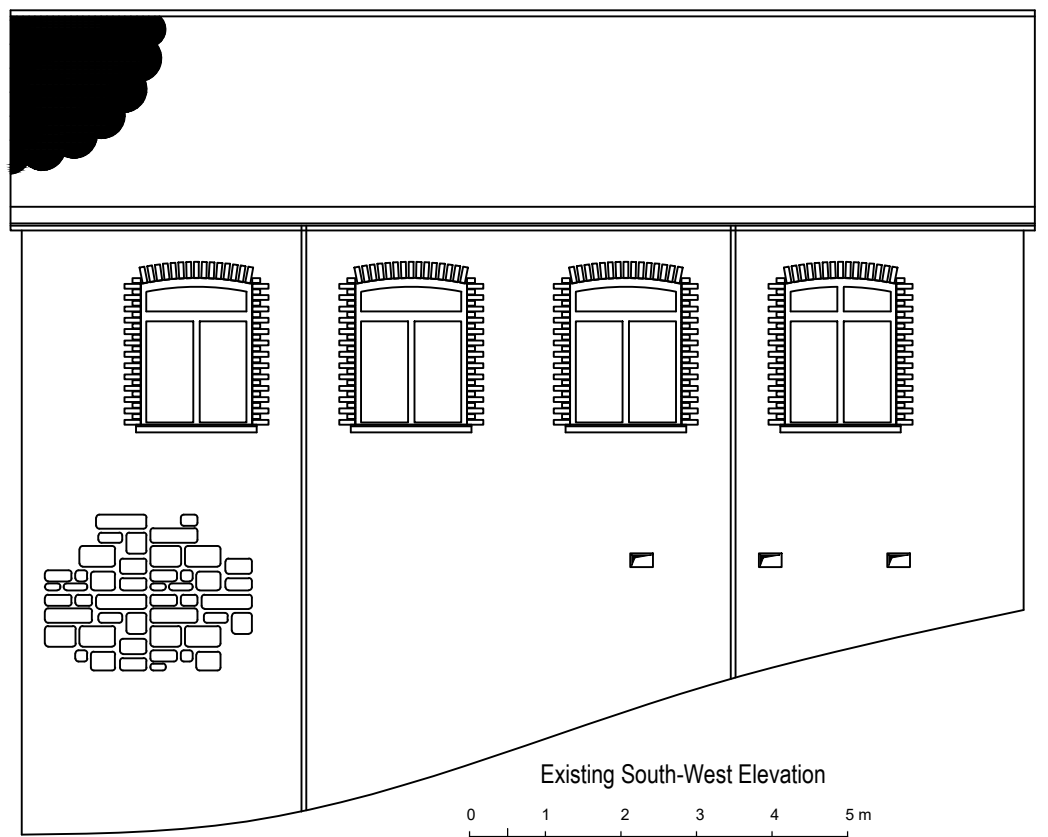
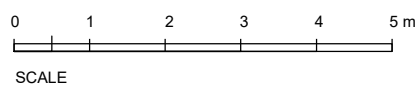
Existing South-East Elevation



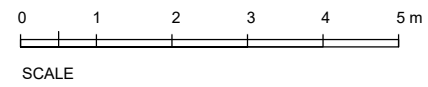
Existing North-East Elevation



Existing North-West Elevation



Existing South-West Elevation



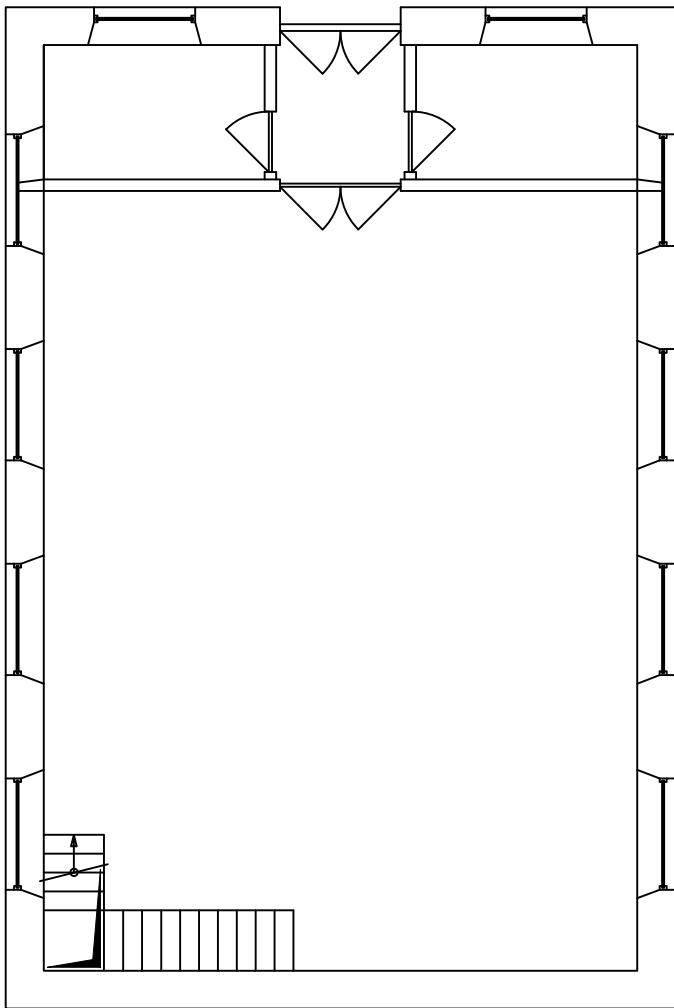
Location: Christadelphian Church Hall  
Church Hill BS4 4LT

Issue: Planning Date: 16.12.2021

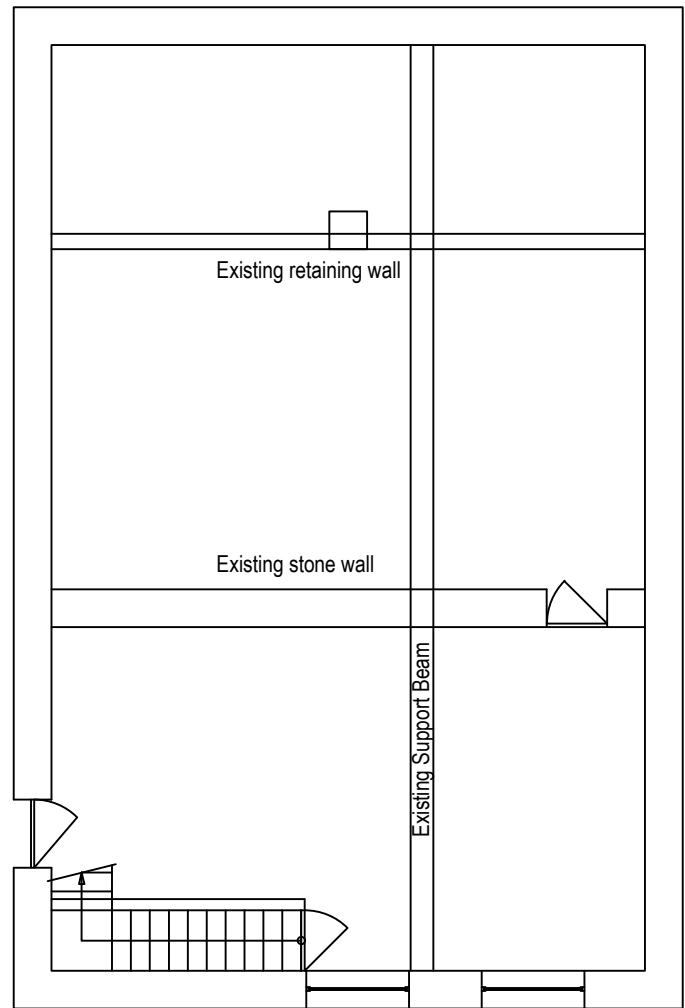
Drawn by: GA Scale: 1: 100@A3

Dwg No: 004 Existing Elevations

Revisions:



Existing Ground Floor

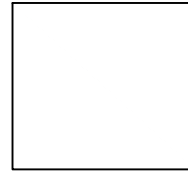
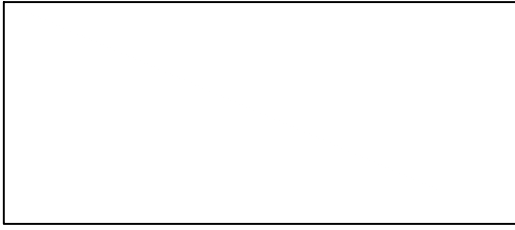


Existing Lower Ground Floor

Location: Christadelphian Church Hall  
Church Hill BS4 4LT

Issue: Planning Date: 16.12.2021  
Drawn by: GA Scale: 1: 100@A3

Dwg No: 006 Proposed Floor Plans  
Revisions:



# Christadelphian Church Hall



Map area bounded by: 361993,170773 362083,170863. Produced on 16 December 2021 from the OS National Geographic Database. Reproduction in whole or part is prohibited without the prior permission of Ordnance Survey. © Crown copyright 2021. Supplied by UKPlanningMaps.com a licensed OS partner (100054135). Unique plan reference: b90c/uk/729351/986466

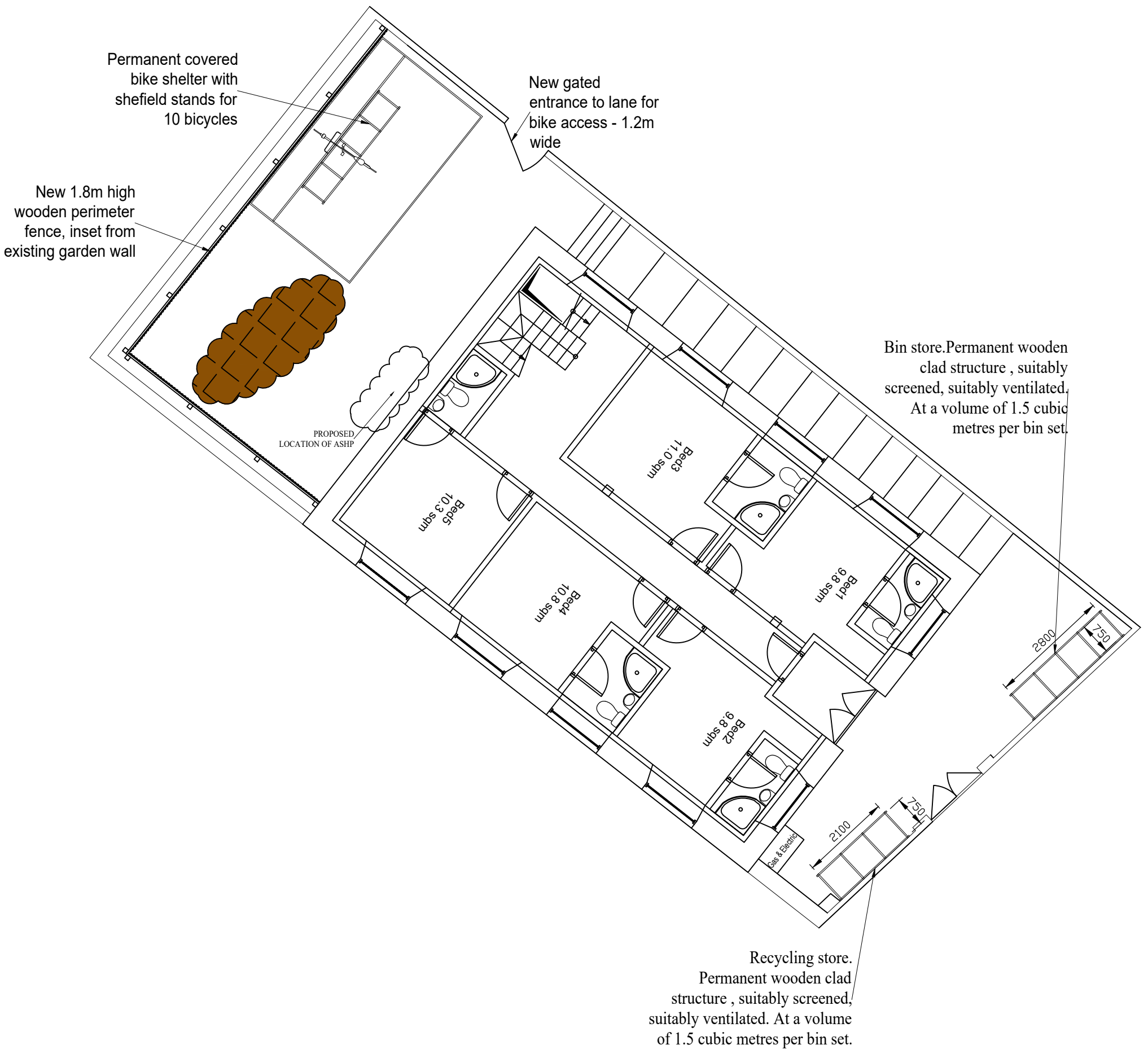
Location: **Christadelphian Church Hall**  
**Church Hill BS4 4LT**

Issue: **Planning** Date: **16.12.2021**

Drawn by: **GA** Scale: **1: 500@A3**

Dwg No: **008** Site Plan

Revisions:



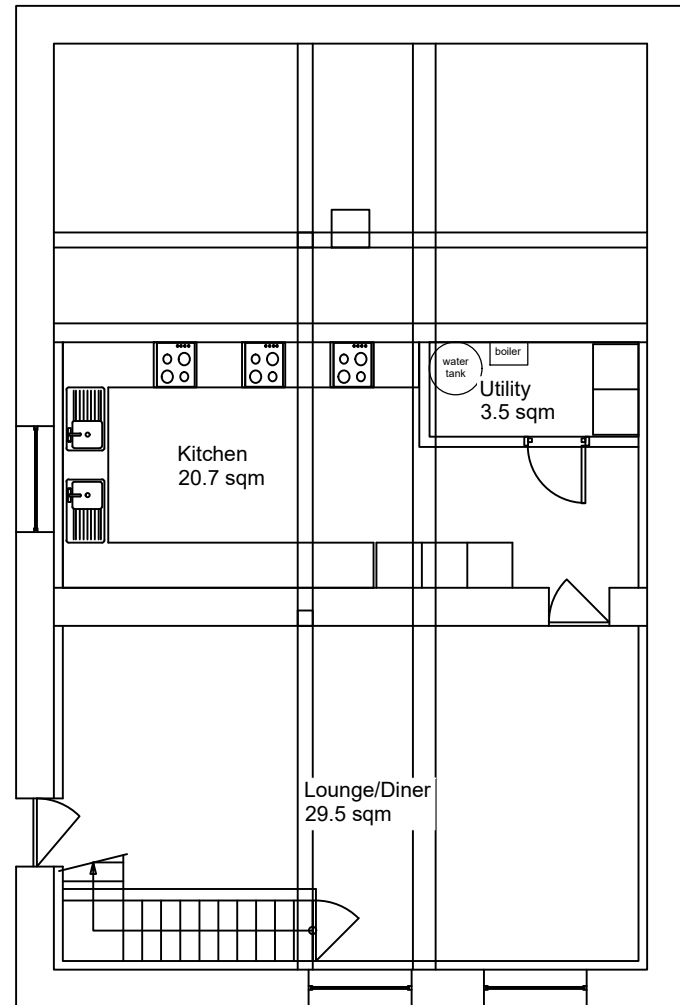
Location: Christadelphian Church Hall  
 Church Hill BS4 4LT

---

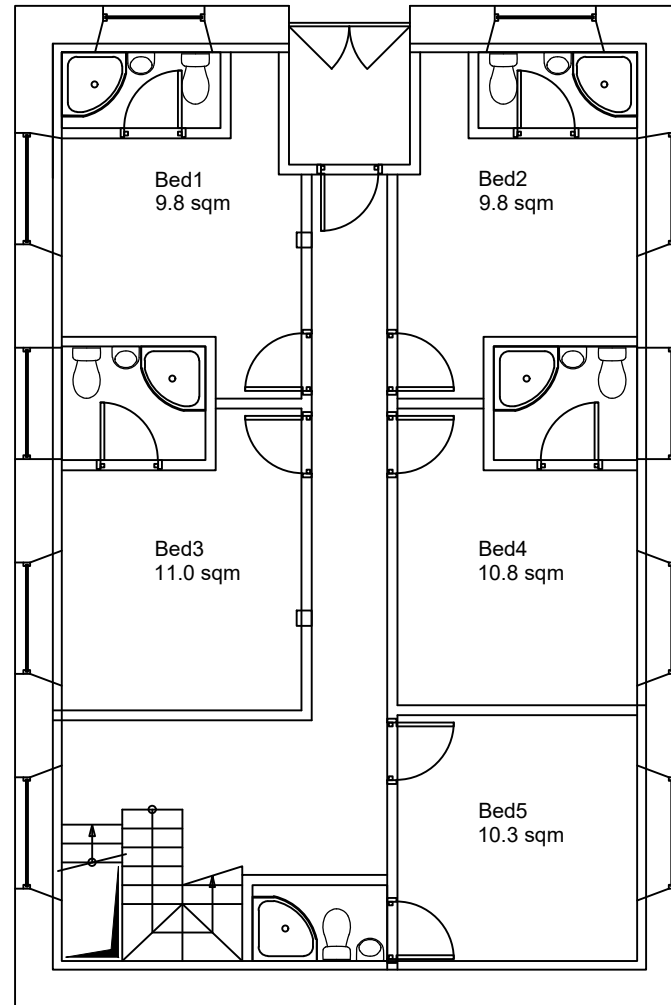
Issue: Planning Date: 05.01.2023  
 Drawn by: GA Scale: 1: 100@A3

---

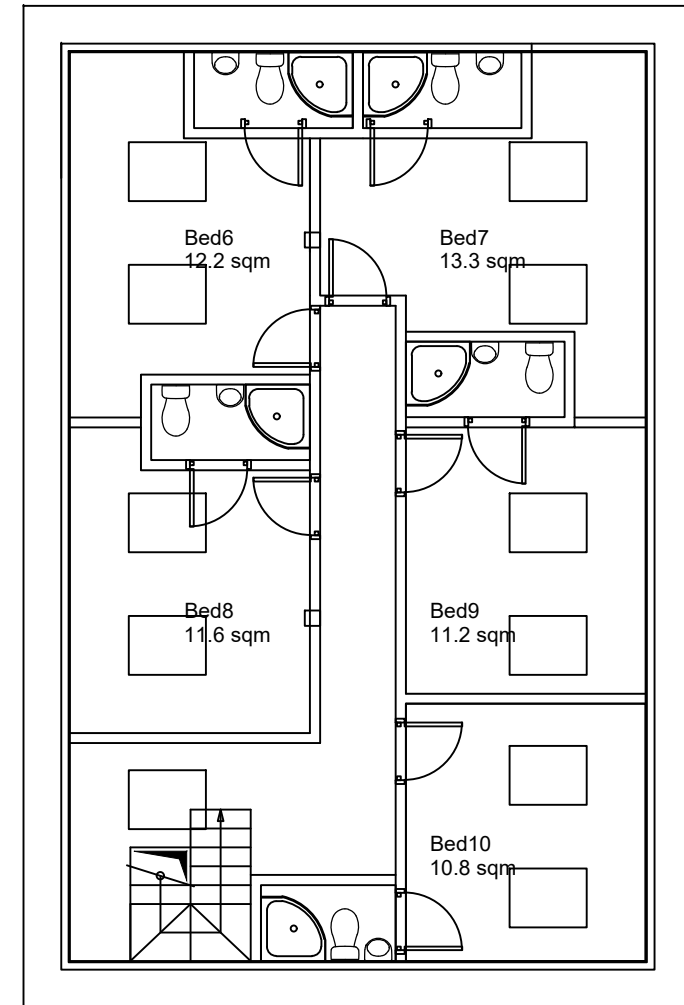
Dwg No: 009 Site Indication Plan  
 Revisions:



Proposed Lower Ground Floor



Proposed Ground Floor



Proposed First Floor

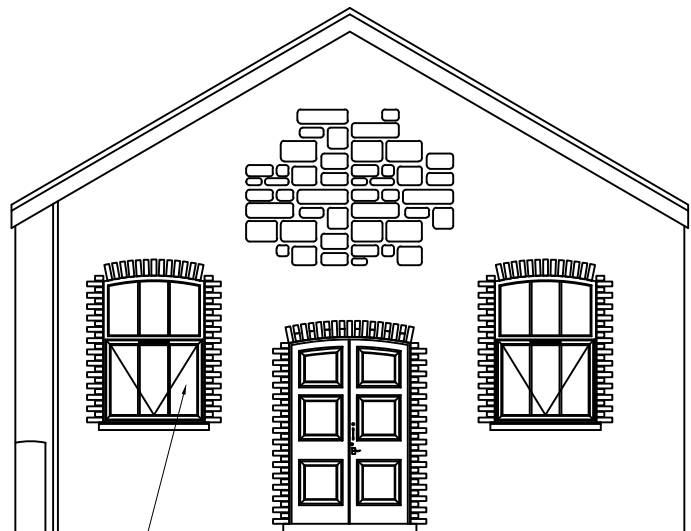
Location: Christadelphian Church Hall  
Church Hill BS4 4LT

Issue: Planning Date: 16.12.2021

Drawn by: GA Scale: 1: 100@A3

Dwg No: 006 Proposed

Revisions: Floor Plans

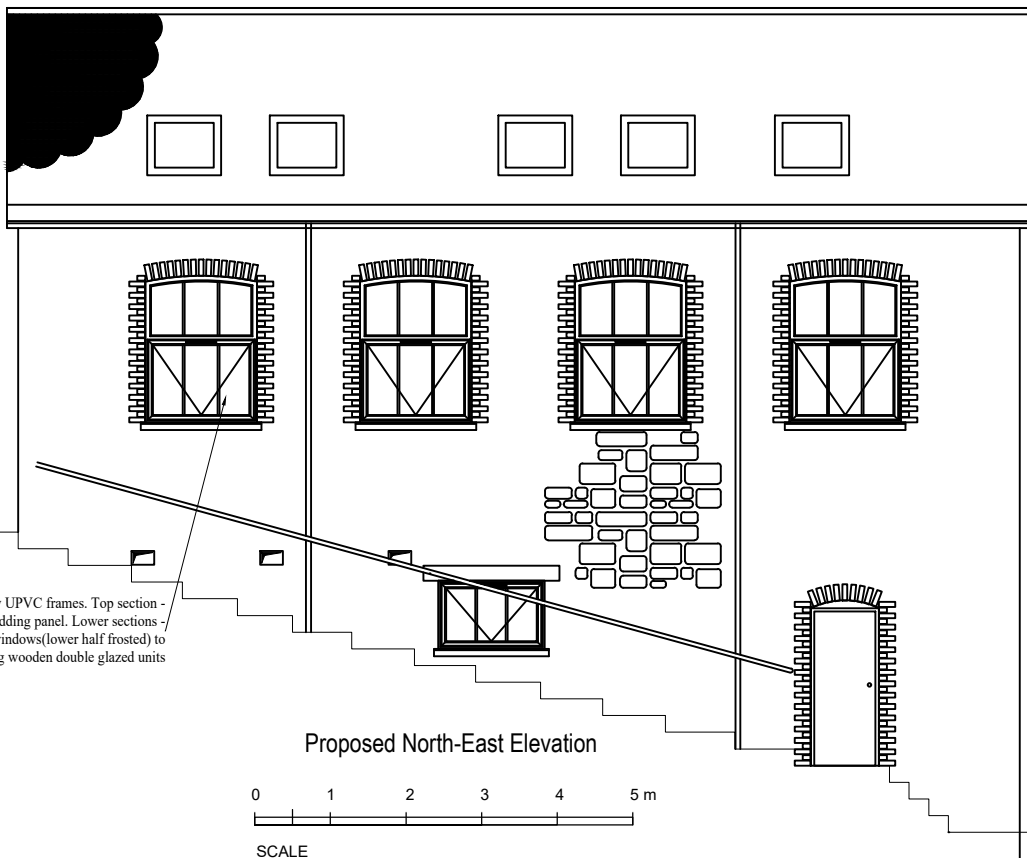


Proposed South-East Elevation

0 1 2 3 4 5 m

SCALE

New grey UPVC frames. Top section - obscured cladding panel. Lower sections - double glazed windows(lower half frosted) to replace existing wooden double glazed units

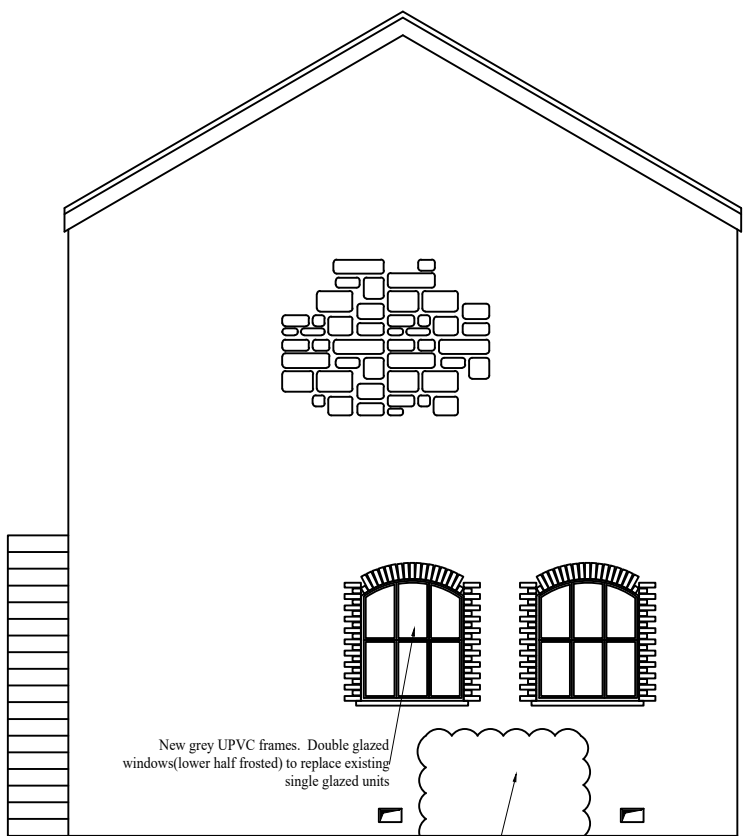


Proposed North-East Elevation

0 1 2 3 4 5 m

SCALE

New grey UPVC frames. Top section - obscured cladding panel. Lower sections - double glazed windows(lower half frosted) to replace existing wooden double glazed units



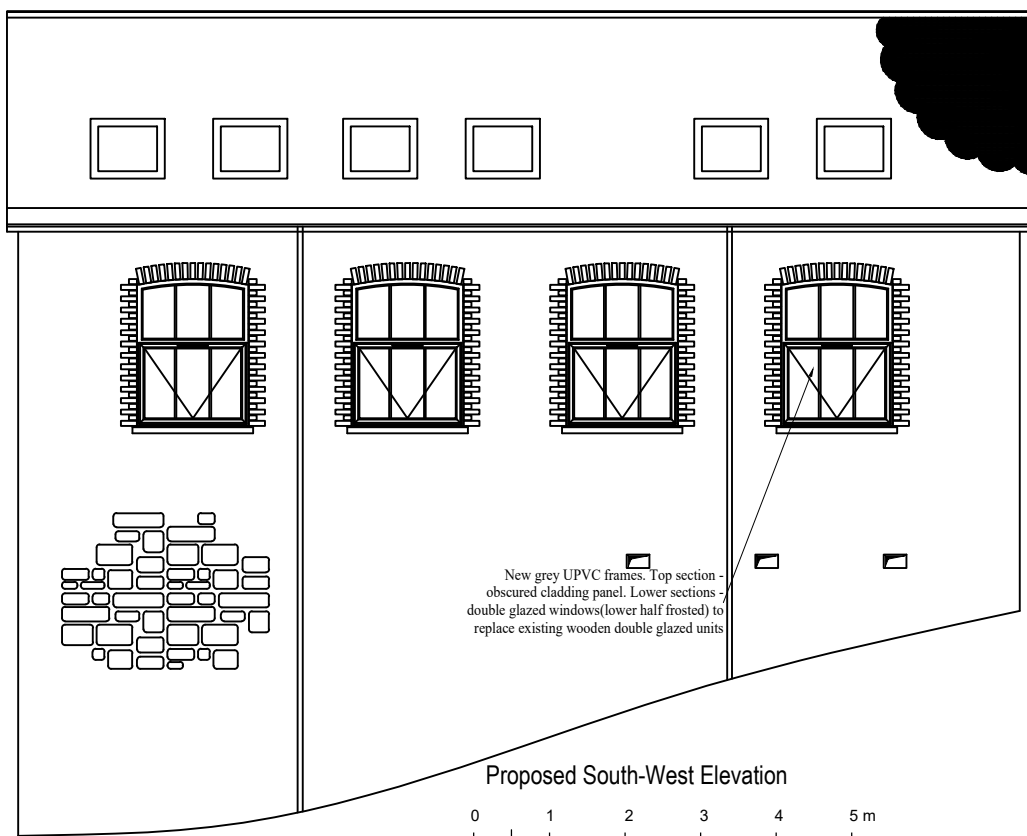
Proposed North-West Elevation

0 1 2 3 4 5 m

SCALE

New grey UPVC frames. Double glazed windows(lower half frosted) to replace existing single glazed units

PROPOSED/ LOCATION OF ASHP



Proposed South-West Elevation

0 1 2 3 4 5 m

SCALE

New grey UPVC frames. Top section - obscured cladding panel. Lower sections - double glazed windows(lower half frosted) to replace existing wooden double glazed units

Location: Christadelphian Church Hall  
Church Hill BS4 4LT

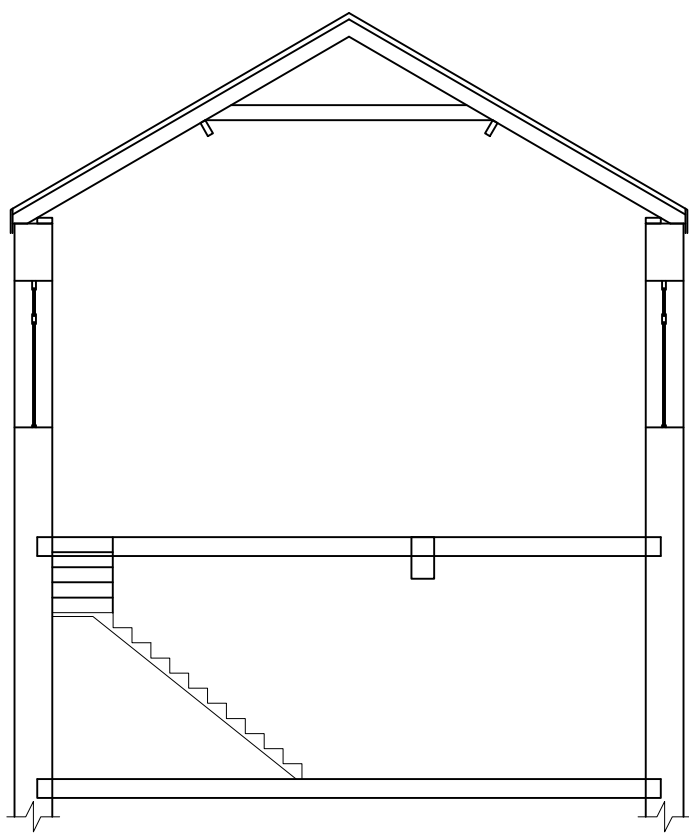
Issue: Planning Date: 01.03.2023

Drawn by: GA Scale: 1: 100@A3

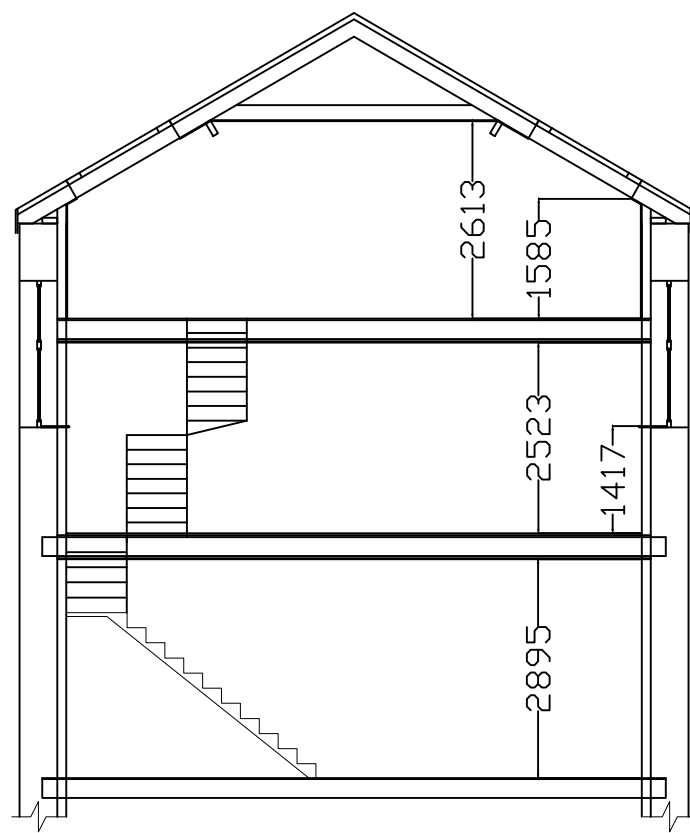
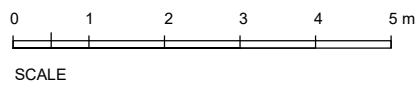
Dwg No: 007 Proposed Elevations

Revisions:

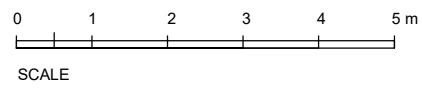




Existing Cross Section



Proposed Cross Section



Location: Christadelphian Church Hall  
Church Hill BS4 4LT

Issue: Planning Date:01.03.2023

Drawn by:GA Scale: 1: 100@A3

Dwg No:005 Cross Sections

Revisions:01

SITE PHOTOGRAPHS

February 2023- 21/01548/F- The Christadelphian Meeting Room



SITE PHOTOGRAPHS

February 2023- 21/01548/F- The Christadelphian Meeting Room



SITE PHOTOGRAPHS

February 2023- 21/01548/F- The Christadelphian Meeting Room



**SITE PHOTOGRAPHS**

**February 2023- 21/01548/F- The Christadelphian Meeting Room**



**SITE PHOTOGRAPHS**

**February 2023- 21/01548/F- The Christadelphian Meeting Room**

