Development Control Committee B – 18 October 2023

ITEM NO. 2

WARD:	Hotwells & Harbourside		
SITE ADDRESS:	Land To Rear Of 129 Cumberland Road Bristol BS1 6UX		
APPLICATION NO:	1. 22/02127/F & 2. 22/02322/LA	Full Planning Listed Building Consent (Alter/Extend)	
DETERMINATION DEADLINE:	28 April 2023 & 12 July 2023		

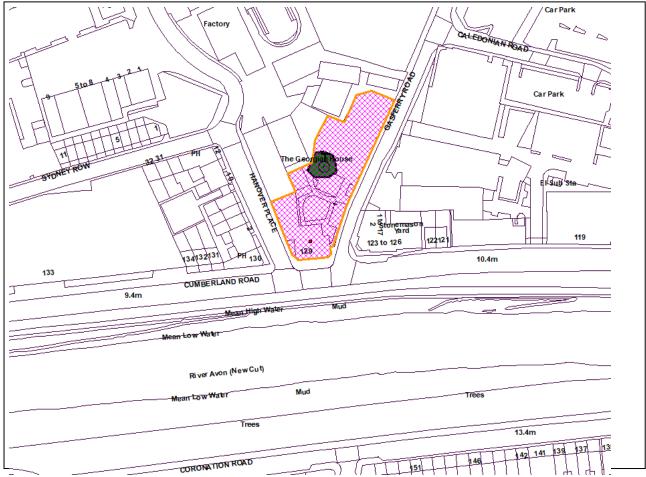
Erection of 28 No. (Use Class C3) dwellings and associated works including car parking, cycle parking, refuse storage and landscaping and the change of use of the existing basement to the Georgian House to office (Class E) with associated internal and external alterations and refuse store provision (Major).

RECOMMENDATION:		1.Refuse & 2.Grant subject to Condition(s)		
AGENT:	CSJ Planni 1 Host Stre	ing Consultants Ltd	APPLICANT:	Cocoa House (Spike Island) Ltd C/O Agent

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



Bristol BS1 5BU



09/10/23 11:25

1. REASON FOR REFERRAL

The application has been referred to Development Control Committee by officers on account of the officer recommendation for refusal and the context of the city's demand for housing. No ward member referral has been received.

2. SUMMARY

2.1. This report relates to two applications on the same site:

22/02127/F- <u>Planning application</u>- Erection of 28 No. (Use Class C3) dwellings and associated works including car parking, cycle parking, refuse storage and landscaping and the change of use of the existing basement to the Georgian House to office (Class E) with associated internal and external alterations and refuse store provision (Major).

22/02322/LA- <u>Listed building consent application</u>- Erection of 28 No. (Use Class C3) dwellings and associated works including car parking, cycle parking, refuse storage and landscaping and the change of use of the existing basement to the Georgian House to office (Class E) with associated internal and external alterations and refuse store provision.

- 2.2. Delegated authority is requested to deal with the listed building consent application, which should cover only the details works to the listed building itself and not the proposed new build development. Permission has been sought from the applicant to update the Description of Development accordingly and confirmation is awaited with update to be provided via the amendment sheet. The Conservation Officer has advised that the alterations to the listed building (including adjacent cycle store) would be acceptable subject to detailed conditions.
- 2.3. The application site is a car park (with 39 spaces) relating to the existing office space within 129 Cumberland Road (a Grade II listed building), which includes the Grade II listed property The Georgian House. The car park landscaping includes 10 mature trees, 9 of which are proposed for removal under the proposal.
- 2.4. The site is within a mixed-use area comprising other residential uses and importantly industrial workshops and boatyard uses that are valuable to the industrial maritime character and history of the area.
- 2.5. The proposal is for a stand alone building with a 4 storey element and a 7 storey element and 29 car parking spaces within an undercroft parking arrangement and to the frontage of The Georgian House.
- 2.6. Key material considerations in the assessment of the application include:
 - The proposal would contribute to the citywide housing supply- a significant benefit;
 - Provision of 21.4% affordable housing (6 units) is proposed; however the location, size and tenures have not been agreed.
 - There are objections to the proposed tree removals and appropriate mitigation is not secured;
 - There are clear urban design and heritage reasons for refusal;
 - The biodiversity net gain position is not policy compliant;

- The amenity of future occupiers would be very poor for a number of units;
- The relationship with neighbouring uses raises significant concern that the design approach taken to mitigate noise impacts for future residents would result in a very poor level of amenity for the proposed residential units in terms of outlook, daylight levels, and thermal comfort and would require mechanical ventilation, requiring energy consumption. A holistic approach to this issue must be taken.
- It has not been demonstrated that the proposal would be policy compliant in terms of sustainability matters.
- There are no objections on transport or flood risk grounds.
- In the absence of a s106 agreement, appropriate mitigation cannot be secured.
- 2.7. On the balance of all material considerations, refusal of the application is recommended.

3. SITE BACKGROUND

- 3.1. The application relates to an existing office building within a Grade II listed building/ ancillary buildings and its car park (comprising 39 existing vehicle parking spaces). The site is within the Hotwells and Harbourside Ward, in the city centre.
- 3.2. The site has the following designations:

Conservation Area (designated heritage asset)

• The City Docks Conservation Area

Listed buildings (designated heritage assets)

- Grade II listed 'The Georgian House'
- Grade II listed 129 Cumberland Road

Locally listed buildings (non-designated heritage assets)

- Adjoining property 'Former warehouse, Hanover Place'
- Adjacent property 'Aardman Building'

Other designations

- Flood Zone 1 (based on BCC L1 SFRA- Present Day maps)
- Coal Authority 'low risk' area
- Clean Air Zone (CAZ)
- Spike Island residents' parking scheme
- Tree Preservation Order (TPO) 290
- 3.3. The site is within the area covered by the Bristol Central Area Plan.
- 3.4. The site lies adjacent to part of the area covered by Site Allocation SA104 McArthur's Warehouse. That site has come forward and is nearing completion. A small portion of the site allocation area indicated in the BCAP has yet to be brought forward and remains in active boatyard workshop use and is land owned/ managed by Bristol City Council Docks department.

4. RELEVANT PLANNING HISTORY

4.1. Pre-application enquiry 21/06232/PREAPP- For up to 25 apartments, including 5 affordable units, along with car parking and landscaping works. Closed April 2022.

5. APPLICATION

- 5.1. The planning application is for the erection of a part 4 storey plus mezzanine and part 7 storey plus mezzanine building on the car park of the existing office building. The ground floor would provide car parking, cycle parking, waste storage, a sub-station and the lobby with residential use at the upper floors.
- 5.2. The access and parking arrangements are proposed as follows:
 - Two vehicular access points from Gas Ferry Road.
 - Pedestrian access from Gas Ferry Road and via car park entrance to main lobby.
 - 22 vehicle parking spaces comprising:
 - 14 undercroft car parking spaces (with 1 wider accessible space)
 - 8 spaces to the frontage of the listed office building.
 - Residential cycle storage
 - Office refuse and cycle storage within a new structure adjacent to The Georgian House
- 5.3. The proposed housing mix would be as follows:

Size	Number
1 bed, 2 person	11
2 bed, 3 person	12
2 bed, 4 person	1
3 bed, 5 person	4

5.4. The affordable housing provision proposed by the application is 6 dwellings as follows with a split between 'affordable rent' (4 no.) and First Homes (2 no.):

Unit No.	Floor	Person/ bedspaces	Size (m ²)
A02	1st	1b2p	52m ²
A03	1st	1b2p	52m ²
A04	1st	1b2p	51m ²
A06	2nd	1b2p	52m ²
A07	2nd	1b2p	52m ²
A08	2nd	1b2p	51m ²

- 5.5. The applicant subsequently proposed to revise this offer to 6 dwellings comprising 4 no. 1bed units and 2 no. 2-bed units. Revised plans have not been provided or details of the proposed tenure however.
- 5.6. The listed building consent application 22/02322/LA includes the following alterations to the listed buildings to facilitate the conversion of the basement to office use. This would involve:
 - New metal staircase
 - Opening up lightwell to the eastern side
 - Reinstate 2 no. windows in blocked openings to the western side with traditional sash windows
 - New window to the eastern side (traditional sliding sash)

- Remove internal sub-divisions and piers and strengthening of the floor above
- Tanking external walls and floor- drained cavity system
- New refuse/ cycle store

6. STATEMENT OF COMMUNITY INVOLVEMENT (SCI)

Process

- 6.1. The application submission includes a Statement of Community Involvement dated February 2022. This states:
 - "This consultation follows best practice and advice set out in Bristol City Council's approved Statement of Community Involvement (2015) and Guidelines for Pre Application Involvement (2018), as well as national planning policy and guidance on pre-application engagement within the National Planning Policy Framework (NPPF) and national Planning Practice Guidance (PPG)."
 - The Bristol Neighbourhood Planning Network was consulted at the outset.
 - (Former) Ward councillor Alex Hartley was briefed on site, verbally stating his support.
 - Meetings were held with key neighbours, including Rolt's Boatyard and SS Great Britain, to understand any concerns and opportunities.
 - The applicant received early written feedback from Bristol Civic Society and secured a slot to present to the Bristol Harbourside Forum (initially cancelled but rescheduled for 26 January 2022).
 - The Civic Society welcomed the redevelopment of the site for a mixed-use scheme. ➤ The applicant ran a well-promoted online consultation. Media coverage promoted the proposal; 336 A5 postcard invitations were posted to homes and businesses in the area; 21 feedback forms were received.
 - The applicant asked a number of questions, with the responses showing:

o Mixed views (40 per cent in favour, 33 per cent against) on using a car park to build homes, though concerns related principally to displaced parking fears; o Mixed views (40 per cent in favour, 33 per cent against) on the design suiting Harbourside, though concerns seemed to relate mainly to height; o 90 per cent said the building height should be lower than McArthur's Yard; o Two thirds agreed more affordable homes are needed in the area. The key issues raised from this small sample included: loss of trees, reduced parking levels, height, and impact on neighbouring businesses. The applicant responds to these and all points raised by the community - in this report.

Key Outcomes

6.2. As a direct result of community feedback, the SCI states that the applicant has introduced significant further 'greening' of the site with additional tree planting, seeded/flowering roofs, planters on terraces, wall-climbing species and potential brown roofs on the existing commercial buildings. These measures will help further increase onsite biodiversity. The applicant team continues to engage with stakeholders and will do so throughout the planning and construction process, should consent be granted.

7. RESPONSE TO PUBLICITY AND CONSULTATION

- 7.1. The applications were advertised via site notice, press notice and letters to individual neighbours. This elicited the following response:
 - Planning application: 1 comment in support, 2 objections
 - Listed building application: 7 objections
- 7.2. The comment received in support was from The Guinness Partnership (owner of adjacent McArthur's Yard development) on the basis that the design is high quality and responds to the existing environment. TGP has reviewed the plans and do not hold any concerns regarding window distances or overlooking. The scheme will help meet the housing needs of the city.
- 7.3. The comments in objection included comment from The Conservation Advisory Panel:

"This proposal would completely overwhelm the setting and scale of the adjacent Georgian building. There is concern that this proposal would adversely affect the immediately adjacent existing boat building business. it mimics the former McArthurs Warehouse scheme in scale and design and would form yet another step towards the suburbanisation of this part of the City Docks and further erode the maritime character of the City Docks Conservation Area. This is anywhere architecture that does not reflect the maritime character of the area. It is so dreary it does not capitalise on the area's best features. Consequently, it is considered that the proposal would neither sustain nor enhance the significance of relevant heritage assets and would provide insufficient public benefit to outweigh the harm caused. It does not accord with relevant up to date Local Plan heritage policies and the requirements of the NPPF and therefore cannot be supported."

- 7.4. Other objections include from Trustees of Puppet Place and Resident Artists of Puppet Place (which is a charitable organisation supporting businesses and artists working in the artform of puppetry, based in the adjacent Unit 18 workshop building):
 - The proposal would prejudice the function/ operation of Puppet Place, which involves working with machinery and tools outside, leading to noise and fumes.
 - The building appearance doesn't fit with the working nature of the area and is not sensitive to the listed building. It will be overbearing and enclose the open nature of the dockside area.

8. BRISTOL CITY COUNCIL (BCC) CONSULTEE COMMENTS

8.1. **Urban Design Team**- Objects to the proposal- full comments summarised within Key Issues

8.2. Conservation Officer- Objects:

"The proposed alterations to the existing Listed Georgian House building are acceptable, subject to appropriate conditions to ensure detailed design and materials are secured to a high quality. However, the proposed new-build structures to the north of the Listed building are overbearing and over-scaled, with an uncomfortable and over-dominant relationship with the historic building.

Development in this area must be significantly reduced to step-down in scale from the adjacent development to the north rather than matching it across the narrow pathway and mitigate between the amplified height there and the Listed building on the Mcarthurs Warehouse site.

The current proposals pose harm to the setting of the Grade II Listed building and to the special architectural and historic character of the Docks Conservation Area. Whilst the harm would not be of a substantial degree, we are required to place great weight in the conservation of designated heritage assets in the planning balance.

The NPPF requires there to be clear and convincing justification for any harm posed to these assets and their setting. We acknowledge that the development of the site would provide muchneeded residential accommodation, but the necessity or appropriateness of the quantum proposed is not adequately explained. A development proposal that fails to prioritise the historic environment in the way the NPPF requires should not be considered reasonable without a clear evidence basis for why exception should be made for harmful impacts. Alternative forms of development that do not harm the heritage assets clearly exist, but it's unclear what alternatives, options that reduce or remove harm, have been explored and why they have been rejected. We don't consider that the harm has been justified."

- 8.3. Archaeology- No objection- conditions are recommended.
- 8.4. **Transport Development Management (TDM)** No objection to the proposal subject to details. Full advice summarised within Key Issues
- 8.5. **Pollution Control:**
 - Noise from Puppet Place needs to be assessed.
 - Noise impact on external terraces needs to be assessed.
 - A ProPG Noise Risk Assessment and an Acoustic Design Statement should be submitted.
 - The Noise Impact Assessment focuses mainly on the sound insulation of the building envelope. Relying solely on sound insulation of the building envelope to achieve acceptable acoustic conditions in new residential development, when other methods could reduce the need for this approach, is not regarded as good acoustic design and should be justified.
 - The impacts of the sound insulation approach will require window area to be minimised and mechanical ventilation, which would have urban design, residential amenity and sustainability implications.
- 8.6. **Arboriculture** Objection- full comments summarised within Key Issues
- 8.7. **Nature Conservation-** A copy of the biodiversity net gain (BNG) metric is required as well as confirmation that the roofs on the existing buildings can take the weight of a biodiverse green roof. If installing a biodiverse green roof on the existing buildings is unviable, the landscape proposals and the BNG metric will have to be re-assessed.
- 8.8. **Housing Delivery Team** Further discussion required- full advice summarised within Key Issues
- 8.9. **Sustainability Team** Further information required- full advice summarised in Key Issues below.
- 8.10. **Flood Risk and Sustainable Drainage Team-** further information is required: evidence of the existing soakaway shown on the drainage layout plan (no evidence i.e. access cover

visible at street level). If the soakaway does exist, confirmation from the highway authority that the arrangement can continue, is required. This could be conditioned if approval is granted.

- 8.11. Air Quality- No objections raised.
- 8.12. **Building Bristol-** The submitted Employment and Skills Plan does not meet the minimum commitments.
- 8.13. **Contaminated Land-** The proposed development is sensitive to contamination (residential use) and is on/ adjacent to land , which could be a potential source of contamination. The submitted Phase 1 Desk Study is generally acceptable and recommends further investigation. Conditions would be recommended to secure this should permission be granted.
- 8.14. **Bristol Regeneration Team** The team is exploring future options for this part of the harbourside including place shaping and public realm improvements with a focus on movement through and around the area. The route between Gas Ferry Road and Hanover Place is one element of the strategy for improving movement through this area. The McArthur's development will contribute improvements to this route, however there would be potential for further improvement with additional contributions. At this stage however, no detailed costings have been calculated for such works.

9. EXTERNAL (NON-BCC) CONSULTEE COMMENTS

9.1. Historic England advice

- Historic England advice - 2nd September 2022

"Significance of Designated Heritage Assets

The application site, currently used as a private car park, sits within the City Docks Conservation Area and within the setting of a number of listed buildings, and also the setting of the SS Great Britain (not listed in its own right but of considerable historic significance).

Immediately to the north is the site of the former McArthur's Warehouse, a late 1890's malthouse for the Bristol United Brewery, currently being re-developed. Together with Great Western House, these new developments have taken a steer from the warehouse architecture that established much of the character and appearance of the Conservation Area. However, the character of areas towards the New Cut is somewhat more varied, particularly in the scale of building, with a greater emphasis on domestic and office buildings, once serving the ship building on the harbour. Boat yards continue to operate immediately around the application site, and we advise that this land use and associated activity contributes to the character of the Conservation Area.

The Georgian House, immediate south of the application, originally domestic, but now offices has its principal aspect facing north and is quite indicate of the scale of historic buildings along the north side of the New Cut. The application site is directly within its setting and visual relationship with the former warehouses on the harbour. Key designated heritage assets in the vicinity of the site include: The Dock Office, Grade II*; the Albert Dry Dock, Grade II listed; the Grade II* Great Western Dock; and the Georgian House, Grade II. The Dock Office and Great Western Dock are in the top 8% of listed buildings.

Therefore, greater weight should be given to their conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'.

Summary of proposals.

The application proposes the erection of 28 No. dwellings and associated works, including car parking, cycle parking, refuse storage and landscaping and the change of use of the existing basement to the Georgian House to office.

Impact of the Proposed Development

It is not within our statutory remit to provide advice on the works of conversion or the impact on the setting of the Georgian House and would defer to the advice of your Conservation Officer. The site is, however, over 100m2 within the Conservation Area and within the wider setting of highly graded heritage assets, and therefore will advise on the relevant impacts of these assets:

1. We do not object in principle to the re-development of the site, although we do note that historically the area included many open timber yards surrounding the docks and railway sidings, associated with the industrial and ship building activity. The surviving open nature of the site does, therefore, contribute to this character trait, defined by significant building complexes surrounded by open industrial land.

2. In terms of massing and distribution of buildings on the site, the taller block at the northern end does not moderate well the transition between the consented MacArthur's Warehouse scheme and the domestic scale of buildings to the south. We acknowledge that the southern block provides a meaningful step towards the Georgian House. However, the overt verticality and emphasis of the taller element would counter the character and appearance of the Conservation Area. The massing and height of the development should create less of an abrupt transition from north to south and we advise that a reduction in height would achieve this.

3. Architecturally, the composition of individual and superimposed facade elements, projecting balconies and railings running the length of the boundary wall make for a visually busy and unduly cluttered street scene, considering the relative simplicity of non-domestic buildings in the Conservation Area. For the scheme to respond more contextually to the character of the area, we advise that a simplified treatment of the elevations would respond more positively.

4. As we have already alluded to, the presence of continuing boat building activity is very much part and parcel of the character, sights and sounds of the Conservation Area. We would expect that any residential development here would not prejudice the continuation of these businesses and that the design of the development suitably allows for any conflicts to be mitigated or minimised.

5. In term of effects on the setting of the Great Western Dock and Dock Office (both GII*), we do not consider that the proposed development would have an unacceptable degree of impact.

Planning Legislation & Policy Context

Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to "have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses". Section 72 of the act refers to the

council's need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 194 of the NPPF, the significance of the asset's setting requires consideration. Para 199 states that in considering the impact of proposed development on significance great weight should be given to the asset's conservation and that the more important the asset the greater the weight should be. Para 200 goes on to say that clear and convincing justification is needed if there is loss or harm. Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)).

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

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

Recommendation

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraph 199, 200 and 206 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings or enhancing the character or appearance of conservation areas.

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

- Historic England advice- 14th December 2022

"In response to the points made in the agent's rebuttal to our advice of 2nd September, we would make the following observations and comments:

1. With regard to comments made on the openness of the site, this is an observation on the character and appearance of the conservation area, as a positive attribute. However, as advised , we do not object to the principle of development.

2. There is a significant variation between the character and massing of buildings along the north side of Spike Island and the southern side facing onto the New Cut. Our comments

relating to massing is based upon the mitigation that could be achieved by providing a greater moderation between the north and south side of the site. The massing of Mc Arthurs Warehouse relates to the warehouses that related to the harbourside, while the domestic-scale architecture is very much along the southern side. In order to provide a more comfortable transition between the two, a reduced massing of the proposed development would better achieve this. It is presently too abrupt in this respect.

3. If the architectural approach is aiming to emulate the warehouses within the conservation area, the detailing of balconies and materiality should be kept relatively simple, but well detailed, which we assume would normally be subject of conditions in the event of an approval. We believe there is still scope for greater simplicity.

4. Noted, as this can be controlled and mitigated through the planning system.

9.2. **Design West-** The pre-application proposal was considered by the Design West review panel in Feb 2022. That proposal was similar to the application proposal:

The proposal to build on the site of an existing car park to the rear of the Georgian House accessed from Gas Ferry Road would provide 28 new apartments including 1, 2 and 3 bedroom flats, along with some exterior parking largely reserved for the adjoining office use.

The site is adjacent to MacArthur's Warehouse, which is currently under construction, and separated from this site by the route of the harbourside walk and a small, existing boat business - Rolts Boatyard. East of this lies the graving yard or dry dock - an early Victorian structure, contemporary with the "Georgian House" and now part of the Albion Docks Boatyard.

The boatyard use is a viable working and noisy enterprise which affects the amenity of any residential space in its proximity. There are other ancillary industrial and boat related uses to the west of this. The ss Great Britain and its visitor facilities lie against the floating harbour to the north-west of the site.

Spike Island forms the whole of the land between the Floating Harbour and the New Cut to the south. The City Docks Conservation Area Assessment describes this area generally as: "Spike Island has experienced less development, (than the north side of the harbour) and the legibility of industrial/maritime character is most tangible (here). And

"Of special interest is the surviving legibility of industrial/maritime character that remains throughout the Conservation Area, particularly along the south side of the Floating Harbour. Preserving or improving physical circulation, whilst maintaining or increasing views to key features within the City Docks and beyond, is a critical aspect to protect the character or appearance of the Conservation Area."

The Conservation Area Assessment also mentions two of the buildings on site as being key buildings in the Cumberland Road Character Area, their setting is therefore of particular relevance in the context of any change. They are:

- 129 Cumberland Road
- The Georgian House, Gas Ferry Road

As a result of this it was helpful to see that the relationship to the Georgian House had been considered, with the scale and height of the new building reducing towards this listed building and addressing its front facade, albeit separated by the retained car park.

Identified weaknesses within the Conservation Area include the degraded character of street furniture, lack of pedestrian permeability and the lack of street trees and soft planting among other things.

Turning to the overall proposal, given the significance of this location to Bristol's historical development and city character, and its position with the City Docks Conservation Area, it is striking how little the design team's presentation referenced the site context, instead moving swiftly into the proposed layout of the buildings, quantum of accommodation and street orientation of the development. In doing so, the team have skated over vital contextual information that would better inform the potential development and increase the fit and acceptability of the proposal. Through the presentation it was not clear exactly what the proposed building would offer to enhance the locality; what role the development would play within the flow of the urban fabric; nor how it would relate to the industrial and maritime character of the city docks if at all.

Furthermore, the team's early design commentary dismissed the function of the existing framework of mature Hornbeams onsite as being simply to divide the car park layout. That may have been the original premise of their planting, but the trees now contribute to the wider district's meagre soft landscape network. And as native trees, they are part of the scant biodiversity and ecological habitat in this character zone. Their loss has clearly not been factored into the team's stated "enhanced onsite biodiversity".

The design team's approach to the location, volume and maturity of the trees is simply to clear them as being an impediment to their achievement of development quantum, an attitude that was commonplace and unchallenged amongst developers until latterly. Even before COP 26, Bristol had declared an ecological as well as a climate emergency. In this context, safeguarding existing trees that support air quality, reduce heat island effect, enhance the health and wellbeing of people in the local city area as well as providing valuable ecological habitat should not be overlooked or dismissed as irrelevant.

The neighbouring dockyard uses that have been identified as being noisy require a convincing strategy to protect the amenity of residents in the area, without negatively impacting on their thermal comfort where cross ventilation is proposed for cooling domestic space in summer months. The design team noted that this was being considered and it should be clearly described in any application, as completely sealing the façade toward the Dockyard seemed unlikely to lead to adequate summertime overheating control without resorting to mechanical cooling. On a related point the solar control to the upper floors will need careful consideration as some elevations are significantly glazed.

The panel commented that a clearer evaluation of carbon reduction needs to be shown and this can probably only be fully achieved by incorporating some energy generation on site. The design team noted after the presentation that building-integrated PV and wastewater heat recovery were being considered, which is positive and should be followed through. It was acknowledged that there is a potential tension between heritage context and choice of low-carbon materials. However, the panel felt that further consideration of minimising the embodied carbon of construction is extremely important.

The site orientation towards the Graving Dock needs also to be better examined. The reorientation of the drawing might show that the Gas Ferry Road elevation faces due east, casting doubt on the calculations of solar gain.

While a movement towards more residential development within the City Docks allows for more sustainable living, access to services and walkable neighbourhoods, the team is urged to review the development proposal without prejudice and take on board the site

character and components as well as its relationship to the surrounding area in a more holistic fashion. And although the panel offered quite detailed comments on the building heights, composition of the facades, the parking numbers, the lack of amenity space (a need alluded to by the client's comments on family accommodation) the make-up of the site metric must be questioned. With reference to Bristol's Urban Living SPD is this development high or medium density, and when the calculations have been made, is the site overdeveloped? Notwithstanding the provision of balconies and the east facing terrace, does the amenity created fulfil the requirements of the SPD?

The panel appreciated the time and effort taken to present this scheme for design review and we would very much like to see it again with the benefit of undertaking a wider contextual evaluation. Given the comments above the panel sees that there is scope for a more generous scheme, one that would reflect the value and character of the surroundings, as well as providing a positive addition to the district's environment and a great place to live.

- 9.3. **Health and Safety Executive (HSE)-** The HSE has raised specific points regarding the fire safety standards where the proposal fails to meet the standards.
- 9.4. **Avon Fire and Rescue Service-** The proposed additional residential development would require one additional hydrant to be installed and appropriately sized water mains to be provided for fire-fighting purposes. This additional infrastructure is required as a direct result of the development and the cost should therefore be borne by the developer. The cost of installation and five years maintenance would be £1500 + vat per hydrant.
- 9.5. **Bristol Waste** Recommendation made regarding waste container provision- the proposal is overall within the expected output for 28 flats and acceptable.
- 9.6. **The Crime Reduction Unit** Advice is provided on security measures and access controlincluding that the courtyard (and car park) should be gated.

10. RELEVANT POLICIES

National Planning Policy Framework – July 2021

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

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

11. EQUALITIES ASSESSMENT

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

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

(a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

(c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

During the determination of this application due regard has been given to the impact of the scheme in relation to the Equalities Act 2010 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 will provide a mix of housing sizes and tenures to reflect identified need to include a number of smaller units, 6 of which are proposed to be affordable rent. The access to the majority of dwellings will be at an acceptable gradient and a disabled parking space is provided. It is considered that there will be a positive impact on equalities.

12. KEY ISSUES

12.1. PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

The National Planning Policy Framework (NPPF, 2023) states that "the purpose of the planning system is to contribute to the achievement of sustainable development". This includes economic, social and environmental objectives. Bristol Local Plan: Development Management Policy DM1 (Presumption in Favour of Sustainable Development) 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 Paragraphs 11 (c) and (d) state that decisions should apply **a presumption in favour of sustainable development**, which means:

(c) approving development proposals that accord with an up-to-date development plan without delay;

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 NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer. 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. 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, will be required to produce a Housing Action Plan (now produced) and that the presumption in favour of sustainable development in the NPPF will apply.

In view of the above, the development plan policies must be deemed 'out-of-date' and the following assessment is required in accordance with Paragraph 11(d) of the NPPF.

Planning permission should be granted unless:

i. The application of policies in the NPPF that protect the City Docks Conservation Area and relevant Listed Buildings provide a clear reason for refusing the proposal;

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

This assessment is covered in the Key Issues below.

However, that the policies are deemed to be out-of-date does not mean that the policies should not carry considerable weight. Weight is a separate question to whether policies are deemed to be out-of-date and is a matter for planning judgment. In officers' views all of the policy conflicts relate to matters of legitimate planning concern and so considerable weight should be given to the noncompliance with the development plan.

12.2. PRINCIPLE OF DEVELOPMENT- EXISTING AND PROPOSED LAND USES

Existing land use- car parking

The existing land use is as a car park ancillary to an existing office use. The applicant states that the car park is currently underutilised. The relevant Transport Key Issue refers in detail, however generally in this location, a reduction in car parking would be encouraged to reduce traffic movements into the city centre, reducing congestion and improving air quality.

Proposed residential land use

Core Strategy Policy BCS5 'Housing Provision' sets out the aim 'to deliver new homes within the built-up area' and sets a minimum target of 26,400 homes between 2006 and 2026. The outcome of the 2021 Housing Delivery Test (published January 2022) requires a 20% buffer above the five-year supply. Policy BCS5 identifies that the 'development of new homes will primarily be on previously developed sites'.

Policy BCS20 'Effective and Efficient Use of Land' seeks to ensure that all developments maximise the use of previously developed land. The key expectation of the policy is that development uses land efficiently, achieving densities appropriate for the respective site.

Policy BCS10 (Transport and Access Improvements) of the Core Strategy states that development proposals should be located where sustainable travel patterns can be achieved, with higher density, mixed use development at accessible centres/ close to main public transport routes.

The NPPF promotes the effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions (paragraph 119). Paragraph 120d of the NPPF expects planning decisions amongst other things, to 'promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained'.

The application site is within the Bristol Central Area Plan (BCAP) 'City Centre' boundary, where Policy BCAP1 seeks predominantly residential forms of development within Flood Zone 1 to contribute to housing delivery. Policy BCAP41 states that in the 'Harbourside' area, development will be expected to enhance the Harbourside's focus including for maritime industries.

Summary: The proposal would contribute to housing supply by using underutilised and previously developed land within a central area and moderately sustainable location, where higher densities would generally be encouraged. The site is within a mixed-use area including an area that is a particular focus for maritime industries- a role which should be enhanced. The principle of the residential use in this location is therefore acceptable subject to demonstrating that it would not prejudice the operations of existing businesses and industrial uses.

12.3. HOUSING DENSITY, AMOUNT, MIX AND BALANCE

Housing density

Policy BCS20 (Effective and Efficient Use of Land) states that imaginative design solutions will be encouraged at all sites to ensure optimum efficiency in the use of land is achieved. Higher densities of development will be sought including in and around the city centre. For residential development a minimum indicative net density of 50 dwellings per hectare will be sought. Net densities below 50 dwelling per hectare should only occur where it is essential to safeguard the special interest and character of the area. The appropriate density will be informed by the characteristics of the site, local context, the site's accessibility, 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.

The Urban Living SPD (ULSPD 2018) outlines the Council's approach to delivering residential development of a high quality at higher densities. In a Bristol context, a review of recent schemes (Urban Living- Learning from recent higher density developments) have demonstrated optimum densities in new development schemes as 200 units/hectare (ha) in a city centre setting. Recent research (Superdensity- HTA et al 2015) has shown that very high density can challenge positive response to context, successful placemaking and liveability aspirations, sometimes resulting in poor quality development (paragraph 0.5). The opportunity to optimise density varies between areas and is very much influenced by the areas character (para. 0.6.1).

The applicants have calculated the application proposal density to be 233dph. There is a question remaining around the site area used to calculate this (depending on whether the parking spaces to the frontage of the office are included) and officers will aim to provide an update via the committee amendment sheet on this figure. There is potential that the density figure would increase to 267dph.

Housing mix and balance

Policy BCS18 requires development to contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities. Policy BCAP3 sets out that new homes in central Bristol should be inclusive of family sized homes – defined as either houses with two or more bedrooms, or flats with three or more bedrooms and an element of useable outdoor amenity spaces.

The application proposes 28 dwellings, comprising flatted apartments with the following size mix:

- 1 bed, 2 person 39.3% (11 dwellings)
- 2 bed, 3 person 42.9% (12 dwellings)
- 2 bed, 4 person 3.5% (1 dwelling)
- 3 bed, 5 person 14.3% (4 dwellings)

The family-sized dwellings are all duplex arrangements, with living accommodation set across two floors with access to larger private terraces.

Census data 2021 for Hotwells and Harbourside ward indicates the following mix of housing sizes: 1-bed 33%, 2-bed 42%, 3-bed 14% and 4 or more bedrooms 11%. For the Spike Island Lower Super Output Area (LSOA) the mix is similar: 1-bed 37%, 2-bed 47%, 3-bed 12% and 4 or more bedrooms 4%.

While it would be preferable for this development to include more larger units (3 bedroom) to help to redress the imbalance towards smaller homes in this area, the proposal would reflect the existing mix of housing sizes in the area and refusal would not be advised on that basis.

12.4. AFFORDABLE HOUSING PROVISION

Core Strategy Policy BCS17 requires provision of 40% affordable housing for developments over 15 dwellings in the Inner West Bristol area. The Supplementary Planning Document (SPD) 'Affordable Housing Practice Note' includes a 'threshold' approach for certain parts of the city. In the Inner West area, applications that provide 20% on-site affordable housing are not required to provide viability assessments demonstrating why full policy compliance is not achievable subject to a number of criteria.

20% of the 28 dwellings proposed equates to 5.6 dwellings. The application proposes 6 affordable dwellings in excess of the threshold requirement. These were originally proposed as 6 no. 1-bed dwellings split over two floors within the building.

The applicant recently proposed a revised mix for the affordable housing offer comprising: 4 no. 1bed dwellings and 2 no. 2-bed dwellings. However, no revised plans have been submitted confirming the location or tenure of these units.

The Housing Delivery Team is unable to advise on the proposal without such detail. Based on the original proposals, however they have raised concerns regarding the location and tenure of the affordable homes. Registered providers (RPs) of affordable housing have certain requirements when looking to take on new properties including how the location of the units would work operationally in terms of management and it needs to be confirmed if an RP would be supportive of units that are part of a mixed tenure floor/ block. Confirmation is needed by the proposal for 'affordable rent'. Rental properties are expected to be delivered as 'Social Rent' as asset out in the Affordable Housing Practice Note (AHPN). A plan is required to indicate proposed affordable units.

Without further information, the application cannot be supported on this basis.

12.5. HEALTH AND SAFETY EXECUTIVE REPONSE

The Health and Safety Executive are statutory consultees for development that include a 'relevant building' (in this case it is triggered by building height). Their headline response is that the have 'some concern' regarding the proposals, specifically relating to the firefighting lift/ stair. The applicant has submitted further evidence on this point and an urgent response sought from the HSE. An update will be provided to the Committee, however until a final response has been received from the HSE then this would form a reason for refusal of the application.

12.6. URBAN DESIGN AND HERITAGE

Summary

- Historic England raises concerns of the impact on the character of the Conservation Area;
- Design West raises concerns regarding lack of consideration to context and enhancement of character of the area, loss of trees, relationship with dockside uses and impact on amenity and that the overall amount of development has implications for amenity.
- The Council's Urban Design and Conservation Team object to the proposal on grounds of overall amount of development and impact on the scheme, loss of trees, layout, height, scale and massing, impact on character and distinctiveness and liveability issues.
- The proposal fails to address relevant planning policy and provide clear and convincing justification for the harm to the character and appearance of the City Docks Conservation

Area and the setting of The Georgian House Grade II Listed Building. Great weight should be given to the conservation of heritage assets. The public benefits of the proposal would not be concluded to outweigh the harm caused to the heritage assets.

Detailed considerations

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

Policies DM26-29 of the Site Allocations & Development Management Policies require development to contribute to the character and distinctiveness of an area through its layout, form, public realm and building design.

DM26 expects developments to contribute towards local character and distinctiveness by restoring the local pattern and grain of development, responding appropriately to the height, scale, massing, shape, form, and proportion of existing buildings, building lines and setbacks from the street, as well as reflecting locally characteristic architectural styles, patterns and features.

DM27 expresses that the layout, form, pattern and arrangement of streets, buildings and landscapes should contribute towards to creation of quality urban space and that the height, scale and massing of development should be appropriate to the immediate context, site constraints, character of adjoining streets and spaces and setting. Development should provide a coherent, interconnected and integrated built form that relates to its immediate context.

Policy DM29 requires new buildings to be designed to a high standard of quality, responding appropriately to their importance and reflecting their function and role in relation to the public realm.

Historic England (HE) advice

HE is a statutory consultee on the application due to the size of the development within the Conservation Area and being within the wider setting of highly graded heritage assets (including The Dock Office, Grade II* and the Grade II* Great Western Dock). It is not within HE's remit to comment on the impact on The Georgian House building (Grade II listed).

HE has raised concerns to the proposals (see Consultee Comments above for full text) as summarised below:

The site lies in an area of transition between the large-scale warehouse architecture to the north (along the harbourside) and the lower-scale architecture to the south, along the New Cut. The application site is within the setting of The Georgian House and has a visual relationship with the warehouses on the harbour. Boat yards immediately around the site are low-scale and their uses contribute to the maritime industrial character of the Conservation Area.

The proposed taller block at the northern end does not moderate well the transition between the consented MacArthur's Warehouse scheme and the domestic scale of buildings to the south. We acknowledge that the southern block provides a meaningful step towards the Georgian House. However, the overt verticality and emphasis of the taller element would counter the character and appearance of the Conservation Area. The massing and height of the development should create less of an abrupt transition from north to south and we advise that a reduction in height would achieve this.

Architecturally, the composition of individual and superimposed facade elements, projecting balconies and railings running the length of the boundary wall make for a visually busy and unduly cluttered street scene, considering the relative simplicity of non-domestic buildings in the Conservation Area. For the scheme to respond more contextually to the character of the area, we advise that a simplified treatment of the elevations would respond more positively.

Design West Review Panel (DW) advice

DW provide independent urban design advice on schemes and advised on the pre-application scheme (which was similar to the current application scheme) as follows (full comment above under Consultee Comments):

- Lack of reference made to site context and how the development would enhance the locality or relate to the industrial and maritime character;
- The existing trees contribute to the soft landscape and biodiversity network of the area. The context of the declared ecological and climate emergency mean that the value of these should be recognised.
- The relationship with neighbouring dockside uses requires a convincing strategy to protect the amenity of future residents, without negatively impacting their thermal comfort or reliance on mechanical cooling. Solar control to the upper floors will need careful consideration as some elevations are significantly glazed.
- A clearer evaluation of carbon reduction is needed. Further consideration of minimising the embodied carbon of construction is extremely important. Doubt is cast on the solar gain calculations in terms of specified orientations.
- While a movement towards more residential development within the City Docks allows for more sustainable living, access to services and walkable neighbourhoods, the team is urged to review the development proposal without prejudice and take on board the site character and components as well as its relationship to the surrounding area in a more holistic fashion.
- It is queried whether the development is medium or high density (ref. UL SPD) and is the site overdeveloped and does the amenity created fulfil the requirements of the SPD?
- The panel consider that there is scope for a more generous scheme, one that would reflect the value and character of the surroundings, as well as providing a positive addition to the district's environment and a great place to live.

The Council's Urban Design and Conservation Team objects to the proposals on the following grounds:

- *i.* The overall quantum of development fails to deliver the place, context and liveability aspirations sought by the Urban Living SPD. This point is elaborated on in the points below.
- *ii.* Character and distinctiveness of the area The LPA agrees with the character summary within Historic England's comments. The Georgian House is indicative of the scale of historic buildings along the north side of the New Cut. While trees generally are not part of the traditional dockside character, the prominence of the mature trees on this site lend a garden setting to the historic building and enhance the character of the area providing relief from the built form, particularly the large-scale warehouse architecture. Furthermore, they provide beneficial greening, heat moderation, surface water run off moderation and nature conservation benefits.

The application would remove the majority of trees from the site, without meaningful replanting that would be sustainable in the long-term.

The proposal would harm the character and distinctiveness of the area through failing to address the scale of the built form to the north of the New Cut, which is distinct from that of the larger-scale warehouse buildings to the north. The proposal would fail to enhance the character and appearance of the Conservation Area through its architectural approach, which fails to appropriately reference the context.

iii. Height, scale and massing

The proposed new-build structures to the north of the Listed building are overbearing and over-scaled, with an uncomfortable and over-dominant relationship with the historic building. Development in this area must be significantly reduced to step-down in scale from the adjacent development to the north rather than matching it across the narrow pathway and mitigate between the amplified height on the Mcarthurs Warehouse site and the Listed building.

The 13.0m distance between the listed building and the new building is considered appropriate only if the scale is reduced. The proposed 3-storey height brick parapet building for the southern elevation is considered appropriate in proportion to the listed building. However, the additional topmost floors over this 3-storey building are considered excessive. They generate a negative impact to the listed historic asset.

The above issues are intrinsically linked to the lack of contextual understanding. A full visual impact assessment from different viewpoints, following UL SPD guidance, has not been submitted. For instance, axial view along Sydney Road needs to be included in a view assessment. The rear elevation of any development on this site should be designed to positively respond as an end to this vista. This is not attained. Some reasons are expressed in the paragraphs below.

iv. Layout

The footprint of the building covers almost the totality of the site. The proximity of the proposed development to the adjacent sites makes this project non-compliant in two accounts: limiting the quality of the future development and, prejudicing any potential development of the existing. For example, the proposal doesn't give satisfactory consideration of the adjacent boatyard where the distances along the west boundary vary between 1.0m to the rear staircase, and less than 4.0m to bedroom windows. It is also unsatisfactory to have bedroom windows at 1.8m distance from the north boundary.

The proximity results in small openings which affect in the solid-to-void ratio on those elevations, and, subsequently, offer a lack of interest on these rear elevations as well as affecting the outlook from the internal spaces.

In relation to the adjacent Puppet Place site, the distance is just 2.5m. Although the openings on this elevation are shown with more generous dimensions, privacy and daylight will become an issue when future development is brought forward for the neighbouring site.

As mentioned above, the trees in this setting are important because their visibility from the public realm contributes to the greenery of the area. Retaining the trees will make the proposal compliant to our policy and current Climate Emergency initiatives. However, Officers acknowledge the constraint to development if all of them are to be incorporated in the proposal. Simultaneously, the loss of all of them is unacceptable.

To surmount this challenge, Officers strongly recommend retaining the group of trees at the northern boundary and planting new trees along the Gasferry Road frontage to compensate the potentially acceptable removal of T07 to T10. Therefore, revision and reduction of the footprint to provide both, the strip of land at the front and usable communal amenity space at the back, would resolve compliance with our policies. The proposed layout and landscape, as submitted, are not agreeable.

v. Liveability issues: insufficient provision of outdoor space

If the design is successful in delivering a suitable living environment for future residents and existing neighbours, comments are as follow:

- The Rolt's boatyard is a thriving business. Protecting this activity should be of planning consideration
- Undoubtedly, this activity with its noise contamination will impact the residential development of the site.

To the assessment of whether the proposed approach to noise assessment and mitigation is acceptable, read comments from the Pollution Control Team. It is noted that, residential properties facing onto the boatyard, will have to keep windows closed to maintain recommended internal noise levels when the boatyard is operating. If the windows are not openable, these questions the qualification of 'double aspect' flats, thus, the opportunity to have natural through-ventilation to the dwellings. This reduces the quality of the living environment during hot weather.

It is also important to note the Urban Living assessment was not submitted. To other liveability aspects, the shared access and internal spaces are of poor quality, with no natural light and ventilation to corridors and staircases. Also, the private outdoor space does not comply with the UL SPD, which recommends 167sqm; neither there is information or provision of play area for children, which is calculated in 80sqm.

Summary

A residential development in this location is supported in principle. However, the current proposal has 'maximised' rather than 'optimised' the density in this small infill development site within the City Docks Conservation Area. Together with the lack of contextual understanding, the scheme brings a negative impact on related goals of successful placemaking, relating to context and liveability, representing an over-intense development.

As such, the siting, layout, height, scale, massing and design of the proposed development are not considered to be an appropriate design response as the proposal is cramped overdevelopment of the site resulting in a poor relationship with neighbouring properties and a poor standard of amenity for future occupiers. The proposal would harm the area's character and identity and the setting of The Georgian House Grade II listed buildings. The proposal would not accord with the requirements of BCS21, DM21, DM26, DM27 and DM29 or the NPPF.

Further consideration of the specific impact on heritage assets is set out below.

12.7. HERITAGE ASSETS

Policy BCS22 states that development will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including historic buildings both nationally and locally listed and conservation areas.

Policy DM31 requires development that has an impact upon a heritage asset will be expected to conserve and where appropriate enhance the asset or its setting. The policy then details various requirements in relation to different types of heritage assets including:

Listed Buildings

Alterations, extensions or changes of use to listed buildings, or development within their vicinity will be expected to have no adverse impact on those elements which contribute to their special architecture or historic interest, including their settings.

Conservation Areas

Development within or which would affect the setting of a conservation area will be expected to preserve or where appropriate enhance those elements which contribute to their special character or appearance.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The Local Planning Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48].

Section 16 of the national guidance within the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 202 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

A 'heritage asset' is defined in the NPPF (Annex 2) as:

"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)"

'Significance' is defined (also in Annex 2) as "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural,

artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

The City Docks Conservation Area Character Appraisal indicates that the site is located within Character Area 4 'Cumberland Road and the New Cut' of the Conservation Area. This document sets out that the predominant characteristics of this sub-area include buildings of a scale between 2.5 to 4 storeys of a residential scale. Its strengths include its heritage buildings and well-designed modern residential development. Weaknesses include a lack of street trees and soft planting.

The current proposed development would pose harm to the setting of the Grade II Listed Georgian House building by reason of its height, scale, massing and proximity to the listed building. The development would pose harm to the special architectural and historic character of the City Docks Conservation Area through its inappropriate scale within the context and in relation to the listed building. Whilst the harm would not be deemed 'substantial', great weight must be placed on the conservation of designated heritage assets in the planning balance.

The NPPF requires there to be clear and convincing justification for any harm posed to these assets and their setting. Officers acknowledge that the development of the site would provide much-needed residential accommodation, but the necessity or appropriateness of the quantum proposed is not adequately explained. A development proposal that fails to prioritise the historic environment in the way the NPPF requires should not be considered reasonable without a clear evidence basis for why exception should be made for harmful impacts. Alternative forms of development that do not harm the heritage assets clearly exist, but it's unclear what alternatives, options that reduce or remove harm, have been explored and why they have been rejected. The harm has not been justified.

Listed building alterations- The Council's Conservation Officer has confirmed that the proposed alterations to the listed building are acceptable subject to appropriate conditions to secure detailed design and materials. Delegated authority is requested to determine the listed building application separately.

Archaeology- There are no objections and conditions would be recommended.

12.8. TREES, LANDSCAPING AND NATURE CONSERVATION

Trees and landscaping

Policy BCS9 of the Bristol Core Strategy states that individual green assets [including trees] should be retained wherever possible and integrated into new development. Loss of green infrastructure will only be acceptable where it is allowed for as part of an adopted Development Plan Document or is necessary, on balance, to achieve the policy aims of the Core Strategy. Appropriate mitigate of the lost green infrastructure assets will be required. Development should incorporate new and/ or enhanced green infrastructure of an appropriate type/ standard and size.

Policy DM15 sets out criteria for the provision of certain types of green infrastructure assets and Policy DM17 of the Site Allocations and Development Management Policies Document (SADMP) supports this objective and sets out the standard for compensatory tree planting where tree loss is essential to allow for appropriate development. The Bristol Central Area Plan encourages all new development to include elements of green infrastructure (Policy BCAP25).

The existing car park contains 10 trees (9 of which are proposed for removal). Tree T3 a copper beech to the north of the Georgian House is a mature specimen (Tree Protection Order 290). The proposed parking bays adjacent to T3 copper beech, compared to those in the existing layout,

would be closer to the base of the tree over an existing footpath and hedging. The alterations required to achieve this have not been discussed and therefore there is an undefined risk to this important tree protected by TPO 290. T4 Hornbeam is proposed to be reduced to enable the construction phase; reducing a trees canopy will stimulate growth and this tree will soon become too large within the context of the proposed development and the likely outcome will be the trees removal within a relatively short space of time.

The current proposal seeks to remove a majority of the existing trees on site. The footprint of the proposed development covers the vast majority of open ground within the redline boundary making on site mitigation re-planting very difficult. The 'Landscape Sketch Plan' Dwg 1067-SK01 has identified a number of space saving trees in an attempt to mitigate tree loss on site; the details provided within this document are limited and not sufficient to secure a the tree planting by condition. The plan proposes 3 fastigiate trees within the green space adjacent to T2 Mulberry. This is a high-quality aged specimen for the species and provides the focal point to the courtyard garden. The introduction of additional trees in this area will only detract for the mulberry and will overshadow the tree as they mature. The Plan only shows planting locations, it does not provide species, canopy sizes at planting or as the tree matures. The Arboriculture Officer does not agree this is a viable proposal.

The plan also seeks to plant pleached hornbeam on the western boundary of the site. Pleached trees are basically a high hedge on a clear stem that provides screening. The adjacent site is not residential and therefore I do not see elevated screen is necessary in this location. Pleached trees also need a high level of maintenance in order to prevent them becoming mature trees. Whilst access is possible from the development plot, how will the neighbouring side be maintained and who will hold the management responsibility for this side. The plan does not provide any details regarding the number of trees proposed in this location. Any trees within the canopy of T4 will not tolerate the dense shade cast from the trees.

A planter is proposed on the first floor with a fastigiate tree. Without significant management and sufficient soil volume, trees in planters have a short safe useful life expectancy and will not contribute as a green infrastructure asset to any significant degree. Full tree pit details, soil compositions and maintenance of this plant needs to be addressed before it is considered reasonable. One hornbeam has been identified at ground level that could be feasible and provide a valued contribution to the proposed. The proposed tree planting species are limited to Hornbeam and 3 unidentified fustigate trees. This does not provide any diversity of species to ensure future disease tolerance across the site. I would consider the proposed landscape has been created to fit as many trees on site as possible without considering biodiversity, the nature conservation value of trees or how the site will be managed into the future regarding the proposed tree planting. The landscape proposals do not seek to provide tree lined streets or contribute the character and quality of urban environments or help mitigate or adapt to climate change.

The loss of 9 of the 12 trees on site is considered detrimental to the biodiversity of the site, the landscape proposals do not improve of enhance new or existing trees. Mitigation for the loss of trees has not been fully addressed at this stage because an acceptable landscape scheme has not been provided and therefore should be refused.

19 replacement trees would be required under the Bristol Tree Replacement Standard (Planning Obligations SPD). Financial contributions should be a last resort only when on site mitigation cannot be achieved. The policy expectation is that existing trees should be retained and enhanced and only removed when necessary.

A financial contribution to mitigate the loss of trees would need to be used within a 1-mile radius of the proposed development. Given the lack of open ground for replanting within this area, the

higher contribution value would be sought for new tree pit construction. The contribution would be £63,058.72.

Nature Conservation

The NPPF Paragraph 174 (d) states that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity.

The Council's Nature Conservation Officer has advised that The Biodiversity Net Gain (BNG) assessment and metric for this proposal calculates a 11.72% net gain in biodiversity, however the longevity of the proposed habitats is in question which puts the BNG calculation under scrutiny.

This proposal is not considered to align with policy DM17 of the Bristol Site Allocations and Development Management Policies Local Plan, and policy BCS9 of the Bristol core Strategy.

Policy DM17 of the Local Plan states:

"All new development should integrate important existing trees".

The proposal currently removes 9No out of the 12No existing trees on site. This loss is considered significant from a Nature Conservation perspective as the site is located in an urban area and the ecological value of this site depends on the mature trees present (as they undoubtedly support invertebrates and bird species). For this reason, they are considered to be important features. Their loss and subsequent replacement with fewer, smaller trees in arguably less-desirable locations for birds post-development is not considered appropriate.

Policy BCS9 of the Bristol Core Strategy states:

"Individual green assets should be retained wherever possible and integrated into new development. Loss of green infrastructure will only be acceptable where it is allowed for as part of an adopted Development Plan Document or is necessary, on balance, to achieve the policy aims of the Core Strategy. Appropriate mitigation of the lost green infrastructure assets will be required.

Development should incorporate new and/or enhanced green infrastructure of an appropriate type, standard and size. Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision for green infrastructure off site".

The majority of the trees on this site have not been retained or integrated into the proposal. The site is not allocated for development so the amount of tree loss proposed is not considered acceptable, and the 5No trees proposed on site are not considered to be appropriate compensation considering the size and type of trees present currently. Species proposed have not been confirmed. Furthermore, there are issues with some of the proposed trees with regards to the BNG calculation for this proposal.

The 'Landscape Sketch Plan' (drawing no. 1067-SK01) shows soft landscaping proposals including 5No trees to mitigate tree loss on site. These have been fed in to the BNG metric and contribute to the positive calculation, however the positioning of these trees puts their longevity in to question.

The Landscape Sketch Plan proposes 3No fastigiate trees within the courtyard green space adjacent to the existing Mulberry tree. This creates a high-density area of planting which has the potential to lead to one or more trees (including the existing Mulberry) failing. This questions the BNG calculation as the Environment Act (2021) requires habitats retained or created in the BNG

metric to be maintained for 30 years after development is completed (schedule 7A, Part 1, paragraph 9) to secure net gains for biodiversity.

The Landscape Sketch Plan also shows planters are proposed on the first and sixth floor levels containing shrubs and one fastigiate tree. A species schedule has not been provided so the tree species cannot be confirmed, however it is questionable that a fastigiate tree would survive 30 years in a planter without significant management. It is also not clear how access to these planters on the first and sixth floors will be gained for management for 30 years if they can only be accessed via private dwellings and private terraces. This also questions the BNG calculation achieved by this development.

If the long-term management and survival of proposed planting cannot be guaranteed, it should not be included in the BNG metric calculations for a proposal. This does not mean it cannot be installed, but it will not be considered to offer any substantial green-infrastructure to an area or contribute to net gains in biodiversity.

At this time an acceptable soft landscaping plan has not been provided to support BNG calculations and this proposal has not considered existing green infrastructure assets on site, in line with local policy. This proposal therefore requires an objection from Nature Conservation.

12.9. AMENITY IMPACT- NEIGHBOURING AND FUTURE OCCUPIERS AND IMPACT ON NEIGHBOURING BUSINESSES

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.

Separation distances, outlook and daylight levels

The application site is bounded immediately on two sides by existing industrial workshop uses, including boat yard uses which form part of the historic maritime character of the area, and engage in business operations that generate noise by reason of the activities involved. Close by to the north is the McArthur's Warehouse redevelopment site (residential use), which is substantially complete (15.5m separation distance). To the south lies the existing office building within the Grade II listed Georgian House (13m separation distance). The relationship with these properties would be close but on balance in amenity terms in respect of overlooking and overshadowing issues.

The proposed development would be sited 2.5m and 1.3m from the north west boundary with the boatyard uses. Windows in the proposed north west elevation would be approximately 2.8m- 3.8m from the boundary ($2^{nd} - 5^{th}$ floor) and 9.8m - 13.3m (6^{th} floor). The 'Proposed Sections 2' plan shows in the lower image: Section 2 'Section through C17 duplex gable' this relationship.

This relationship would be unacceptable leading to unacceptable outlook and daylight levels to the windows of the bedrooms in this elevation. While it is accepted that bedrooms overall would have lower light and outlook requirements than living rooms, this relationship is extremely poor and would lead to an unacceptable level of amenity to these properties. The windows of these bedrooms have been reduced to minimal sizes due to noise conflicts with neighbouring uses, most are sited adjacent to the corner of the staircase projection further restricting outlook and would be restricted from opening sometimes due to the neighbouring uses (and mechanical ventilation would be required.

Noise assessment

Policy BCS23 in the Core Strategy (2011) states that development should be sited and designed in a way as to avoid adversely impacting upon the amenity of the surrounding area by reason of noise, vibration and other forms of pollution. Account should be taken of the impact of existing sources of noise or other pollution on the new development and the impact of new development on the viability of existing businesses by reason of its sensitivity to noise or other pollution.

Policy DM33 of the Site Allocations and Development Management Policies (SAMDP) sets out planning requirements relating to potentially polluting development and appropriate mitigation. Policy DM35 (SAMDP) relates specifically to noise impacts of development and requires that any scheme which will have an unacceptable impact on environmental amenity by reason of noise will be expected to provide an appropriate scheme of mitigation. It states that 'In areas of existing noise or other types of pollution, new development sensitive to the effects of that pollution is unlikely to be permitted where the presence of that sensitive development could threaten the ongoing viability of existing uses that are considered desirable for reasons of economic or wider social need, such as safeguarded industrial uses, through the imposition of undue operational constraints.'

The Council's Pollution Control Officer has advised that they do feel that residential properties can be provided at the application site without harm being caused to future residents or the future viability of existing businesses being threatened. However, the application has not shown that this will be the case or that the principles of good acoustic design have been considered holistically in terms of how this would impact on the design, layout and overall amenity of the development.

Essentially, an appropriate noise environment could be created for future residential occupiers of this site such that the business operations of neighbouring sites would not be threatened. However, this has required a primarily blank elevation to the north west with very small windows. This raises design objections and objections on the grounds of the amenity of those dwellings in terms of outlook and daylighting levels.

It would also require at times for windows to be shut to reduce noise to acceptable levels and this would lead to a reliance on mechanical ventilation and inability to cool each apartment overall by achieving a through-draft. This therefore has implications for the overall living environment and the energy consumption of the development.

Terraces are also proposed to the southern block and 6th floor of the northern block directly facing the adjacent neighbouring uses and the implications of this not considered in the noise assessment. The noise assessment should also measure the noise level generated by the adjacent use at 'Puppet Place'.

These issues need to be considered as a holistic approach in order to arrive at an acceptable scheme.

Space standards

The proposed apartments overall meet the National Technical Space Standard. Only one dwelling would fall slightly below the requirement (Unit A11), a 3 bed 5 person duplex of 88m² (the standard being 93m² for a two-storey dwelling).

Amenity space provision

The Urban Living SPD Appendix A recommends "providing a minimum of 5sqm of private outdoor space for a 1-2 person dwellings and an extra 1sq m should be provided for each additional

occupant. This can be provided as private balconies or gardens, or as communal gardens and roof terraces."

The application submission states that the office courtyard would provide external amenity space for residents (208sgm). However, there would be no guarantee that this would remain in the same control as the residential apartments in the future. There are questions regarding management arrangements given the location. The proposed landscape plan also proposes additional tree planting as mitigation for the removal of existing trees on site, leaving little amenity space remaining for use.

The individual apartments would each have access to a balcony or terrace, the size of which varies. The submitted plan 'Appendix C- Private and Communal Amenity Space' states that according to the ULSPD requirement, they have calculated that a total of 167m² of outdoor space should be provided.

The plans states that all apartments have either a private balcony, directly accessed from the living space, or a larger upper-level terrace. The smallest balcony is 3.2 sq.m. in area. Most apartments have a larger 3.6 sq.m. balcony. Four of the five three-bedroom units have significantly larger roof terraces. The total of the private amenity space is 168.8 sq. metres. It is noted that this is unevenly distributed, with some apartments enjoying a disproportionally larger amount of private amenity space.

The proposal would on balance be acceptable on this basis, although this means that some individual apartments would have less than the 5qm sought and others would have more and there is no practical communal space provided within the scheme. However, the site is situated adjacent to the harbourside which would provide direct access to additional amenity space for residents.

12.10. TRANSPORT AND HIGHWAY MATTERS

Summary

The Transport Development Management (TDM) Team generally support the proposals but request further information in order to be able to support the proposals including:

- Cycle block access - Accessible cycle parking provision -
 - Parking split office: residential - Electric vehicle charging facilities

Site and location

The site is a car park associated with the existing offices with a total of 39 car parking spaces. There is no objection in highway terms to residential use in this location.

The location is not a particularly accessible area, as it is bound by courses of water to the North and South. The site is within walking distance of a bus service which operates currently every 20 minutes but not on a Sunday. There are pedestrian links to the city centre and other facilities to the South of Bristol, but these rely on bridges and / or ferry. The council have aspirations to make further improvements to the area through some Public Realm improvements adjacent to the SSGB and Harbourside area. These aspirations do not affect TDM's decision on this application, which is being determined on its own merits.

Trip generation

Vehicular trips to the site would not be considered to increase significantly over the extant use.

Access

The proposed pedestrian and vehicular accesses are acceptable. The cycle parking access from Block A is inconvenient- direct access to the circulation core is required and can be conditioned.

Parking

The car parking survey indicates that there is capacity for the office car parking to be reduced as it is underutilised. Car ownership levels for the area indicate that there is capacity for 19 cars to be generated by the flats, if car ownership levels were to reflect the 2011 census for car availability. The Local Plan indicates that a maximum of 32 car parking spaces for the flats would be permitted. The plans indicate 29 parking spaces, which is within the maximum parking standard for the residential use. A minimum of 2 accessible parking bays will be required. Agreement is needed as to the division of the parking spaces between the offices and the residential use. Electric vehicle charging provision is a Local Plan requirement (1 per 5 spaces) and should be conditioned in the event of permission being granted.

Any Planning Decision would also come with a notification to the Traffic Authority that the site is recommended to be ineligible for permits to park within the residents parking scheme.

Cycle parking

A minimum of 45 spaces are required and 3 additional visitor spaces. This should be provided as a minimum of 28 Sheffield type cycle spaces (14 stands) and 17 spaces as stacker units. There is adequate space within the site, though this likely would require loss of parking, which would be acceptable to TDM. Evidence must be supplied that the internal height of the cycle store can accommodate stacker units. The Police Crime Reduction Officer's recommendations on security for the site should be followed. Conditions would be recommended.

Servicing and waste storage/ collection

Loading is able to take place from the highway in Gas Ferry Road. It is anticipated that this will be relatively infrequent. A dropped kerb will be required for the transfer of the larger waste containers onto the refuse vehicle and could be secured by a condition under the highway works obligations.

Bristol Waste has advised that the capacity for cardboard (1120 litres needed) and dry recycling materials on the developers' proposals are very slightly under capacity but correct for refuse and other waste streams so overall the proposed storage is within the expected outputs for 28 flats.

Highway works

The building will be set back to allow for a suitable visibility splay. The increase in footway width is welcomed, as this is a significant pedestrian link. The footway would be expected to be refurbished and a pre-commencement conditions should ensure agreement of these details.

Travel Plan- A condition should secure a Travel Plan.

12.11. FLOOD RISK AND SUSTAINABLE DRAINAGE

The site is in Flood Zone 1 according to the Strategic Flood Risk Assessment (SFRA) Level 1-(Sequential Test- Flood Zones 2 and 3 maps) and the proposal is acceptable development in this zone. A Flood Evacuation Plan should be sought by condition in the event of permission being granted, as the area in which the site is located is surrounded by areas of higher flood risk. Further details to support the sustainable drainage strategy would also be required via condition.

12.12. SUSTAINABILITY

Core strategy policies relating to sustainability include BCS13-16. In addition, BCS10 (Transport and Access) also has relevance to sustainability. The relevant Site allocations and development management policies supporting the core strategy policies in relation to sustainability are: DM15, DM17, DM19 and DM29. For developments within the centre, the Central Area Plan policies also apply. Those with relevance to sustainability are BCAP20, BCAP21, BCAP22 and BCAP25. In addition, the city centre spatial framework also applies to development in the centre. Full technical guidance on how to implement the above policies can be found within Bristol City Council's Climate Change and Sustainability Practice Note.

The development is expected to connect to the planned Spike Island heat network and the energy strategy should be based on this. The current strategy refers to both heat network and heat pumps therefore the figures presented in the energy table are unclear. Further information is required. A day one connection to the heat network should be secured by section 106 agreement.

The flat roofed elements of the scheme would accommodate biodiverse green roofs. Compliance with Policy BCS15 is not possible to assess as information on materials, waste and recycling and flexibility and adaptability aspects remain outstanding.

The overheating assessment shows that risks can be mitigated for 2020. However, the analysis should also include the 2050 and 2080 weather files (medium emissions scenario) in order to understand the implications of future projected temperatures on the development, to mitigate the risks appropriately and ensure a comfortable internal environment is provided without the need for energy consuming cooling equipment.

12.13. OTHER MATTERS

Contaminated Land- The residential use is sensitive to contamination- Conditions are recommended.

Air Quality- there are no objections on air quality grounds.

Coal risk- An advice note is recommended should permission be granted.

12.14. PLANNING OBLIGATIONS/ HEADS OF TERMS

The Heads of Terms for this proposal would be as follows:

- Affordable housing 6 units
- Bristol Tree Replacement Standard (BTRS) mitigation (£63,058.72.)
- Fire Hydrant- 1 no. £1,500 + vat
- Public realm improvements
- Employment Skills Plan Monitoring £2,000

COMMUNITY INFRASTRUCTURE LEVY - The required CIL contribution is £302,304.69.

13. BENEFITS AND PLANNING BALANCE CONCLUSION

13.1. The NPPF presumption in favour of sustainable development requires that planning permission should be granted unless:

i. The application of policies in the NPPF that protect the City Docks Conservation Area and relevant Listed Buildings provide a clear reason for refusing the proposal;

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

13.2. The benefits of the scheme have been taken into account and include: a contribution of 28 dwellings towards meeting the citywide housing need, bringing brownfield land back into active use, economic and social benefits of construction (local employment opportunities) and the wider economic benefits of investment in the city and the area overall. The contribution to housing supply would be given significant weight given the housing land supply position.

However, there are clear reasons for refusing the development proposal in respect of the impact on the City Docks Conservation Area and The Georgian House Grade II listed building, which would be contrary to the policies of the NPPF. In addition, the other adverse impacts of granting permission as outlined in this report are significant and would demonstrably outweigh the benefits of the proposal when assessed against the policies in the Framework as a whole.

22/02127/F- PLANNING APPLICATION

RECOMMENDED Refuse

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

Reason(s)

The application is recommended for refusal for the following reasons:

- 1. The development would be an over-intensive form of development that would fail to adequately respond to the existing built form of the area and neighbouring land uses. The proposal would fail to achieve a high standard of amenity for future occupiers by reason of the significant proportion of single aspect dwellings proposed, failure to provide adequate outlook and levels of daylight to habitable rooms and the failure to demonstrate that noise impacts from neighbouring uses would not harm future residential amenity and would not prejudice the ongoing operation of existing uses. The proposal would be contrary to the National Planning Policy Framework; Policy BCS21, BCS23 of the Bristol Local Plan: Core Strategy; Policies DM27, DM29, DM33 and DM35 of the Bristol Local Plan: Development Management Policies and the Bristol Urban Living Supplementary Planning Document.
- 2. The proposal, by reason of its layout, height, scale, massing and design would result in less than substantial harm to the significance of the Grade II listed The Georgian House and less than substantial harm to the character and appearance of the City Docks Conservation Area without clear and convincing justification. The public benefits of the proposal would fail to outweigh the less than substantial harm caused to the setting of the listed building and the character and appearance of the City Docks Conservation Area. The proposal would be contrary to the National Planning Policy Framework, Policies BCS21 and BCS22 of the Bristol Local Plan: Core Strategy, Policies DM26, DM27, DM29 and DM31 of the Bristol Local Plan: Development Management Policies, Policy BCAP41 of the Bristol Local Plan: Central Area Plan and the Bristol Urban Living Supplementary Planning Document.

3. The proposal would result in the loss of nine trees on the site and unacceptable impacts on trees T3 and T4 without convincing justification and would fail to incorporate new/ enhanced green infrastructure of an appropriate location, type, standard and size. In the absence of an appropriate agreement under s106 of the Town and Country Planning Act 1990, the proposed development fails to provide adequate mitigation for the loss of trees on site. Through the loss of trees, the proposal would result in less than substantial harm to the character of the City Docks Conservation Area that would not be outweighed by the public benefits of the proposal.

The proposal would be contrary to the National Planning Policy Framework, Policy BCS9 of the Bristol Local Plan: Core Strategy, Policy DM17 of the Bristol Local Plan: Development Management Policies and Supplementary Planning Document: Planning Obligations.

- 4. Due to the lack of an adequate Biodiversity Net Gain assessment, it has not been demonstrated how the loss of nature conservation value on the site will be adequately mitigated. The proposal is therefore contrary to policy DM19 of the Site Allocations and Development Management Policies (2014) and paras 174 and 180 of the NPPF (2023).
- 5. The application fails to demonstrate policy compliance in sustainability terms and would be contrary to Bristol Local Plan: Core Strategy Policies BCS13, BCS14 and BCS15 and Bristol Central Area Plan Policy BCS21.
- 6. The application fails to demonstrate that the concerns of the Health and Safety Executive Planning Gateway One have been addressed and would be contrary to Bristol Local Plan: Core Strategy Policy BCS21 and the National Planning Policy Framework.
- 7. In the absence of an appropriate agreement under s106 of the Town and Country Planning Act 1990, the proposed development fails to provide for Affordable Housing requirements, tree mitigation, fire hydrants, public realm route improvements and Employment Skills Plan monitoring in order to mitigate the impacts of the development contrary to Policy BCS11 of the Bristol Local Plan: Core Strategy, Policy BCS17 of the Bristol Local Plan: Development Management Policies and Policy BCAP30 of the Bristol Local Plan: Central Area Plan.

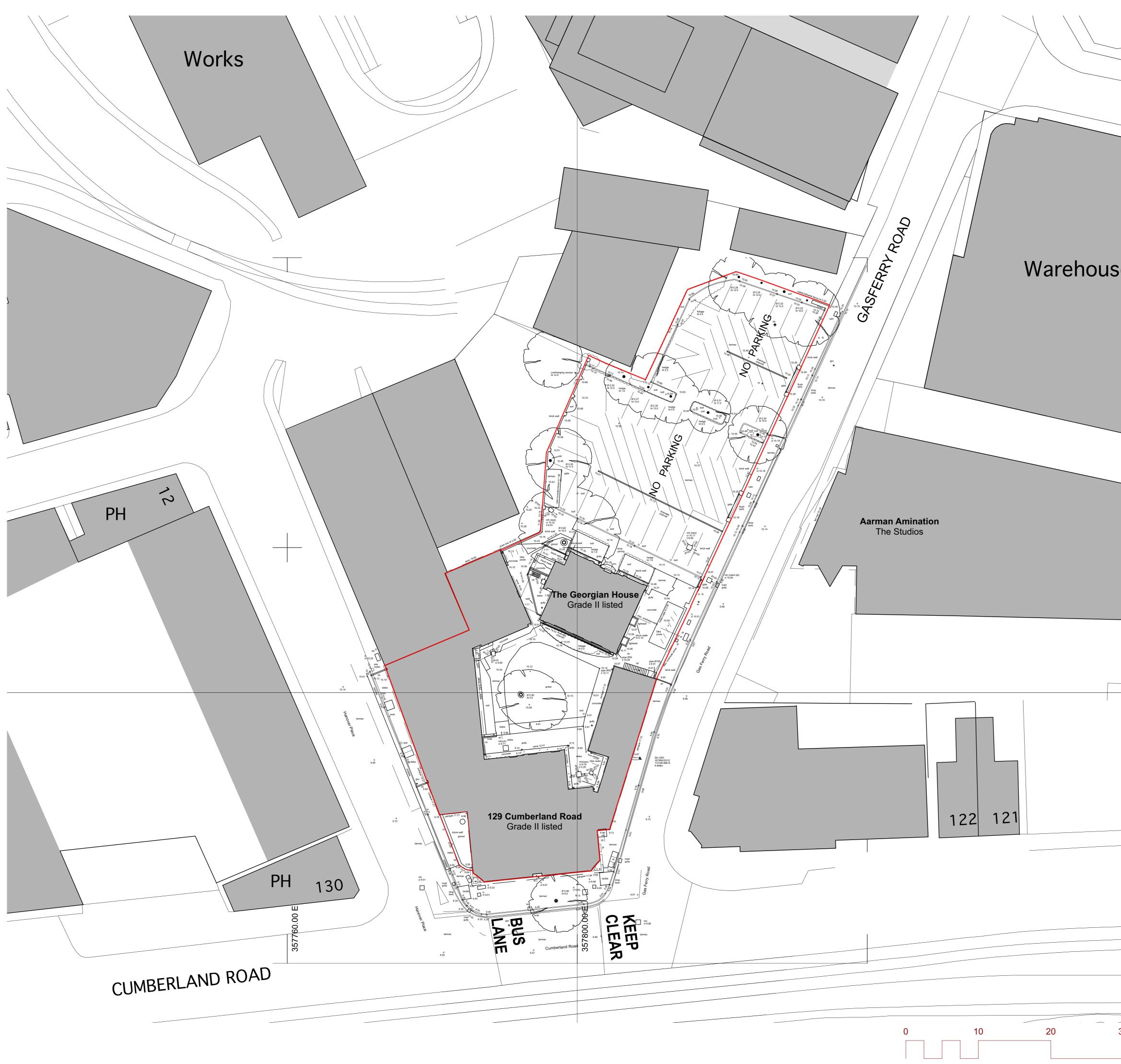
RECOMMENDATION- 22/02322/LA- LISTED BUILDING CONSENT APPLICATION

Delegated authority is requested to determine this application, which would be for alterations to the listed building only, which are acceptable.

Supporting Documents

2. Land To Rear Of 129 Cumberland Road

- 1. Existing Site Plan
- 2. Proposed Site Plan
- 3. Proposed Block Plan
- 4. Proposed Ground Floor Plan
- 5. Proposed 1st Floor Plan
- 6. Proposed 2nd Floor Plan
- 7. Proposed 3rd Floor Plan
- 8. Proposed 4th Floor Plan with 3rd Floor Mezzanine
- 9. Proposed 5th Floor Plan
- 10. Proposed 6th Floor Plan
- 11. Proposed 6th Floor Mezzanine Plan
- 12. Proposed Sections 2
- 13. Proposed Elevations West & North
- 14. Proposed Elevations West and South
- 15. Existing & Proposed Gas Ferry Road Context Elevation



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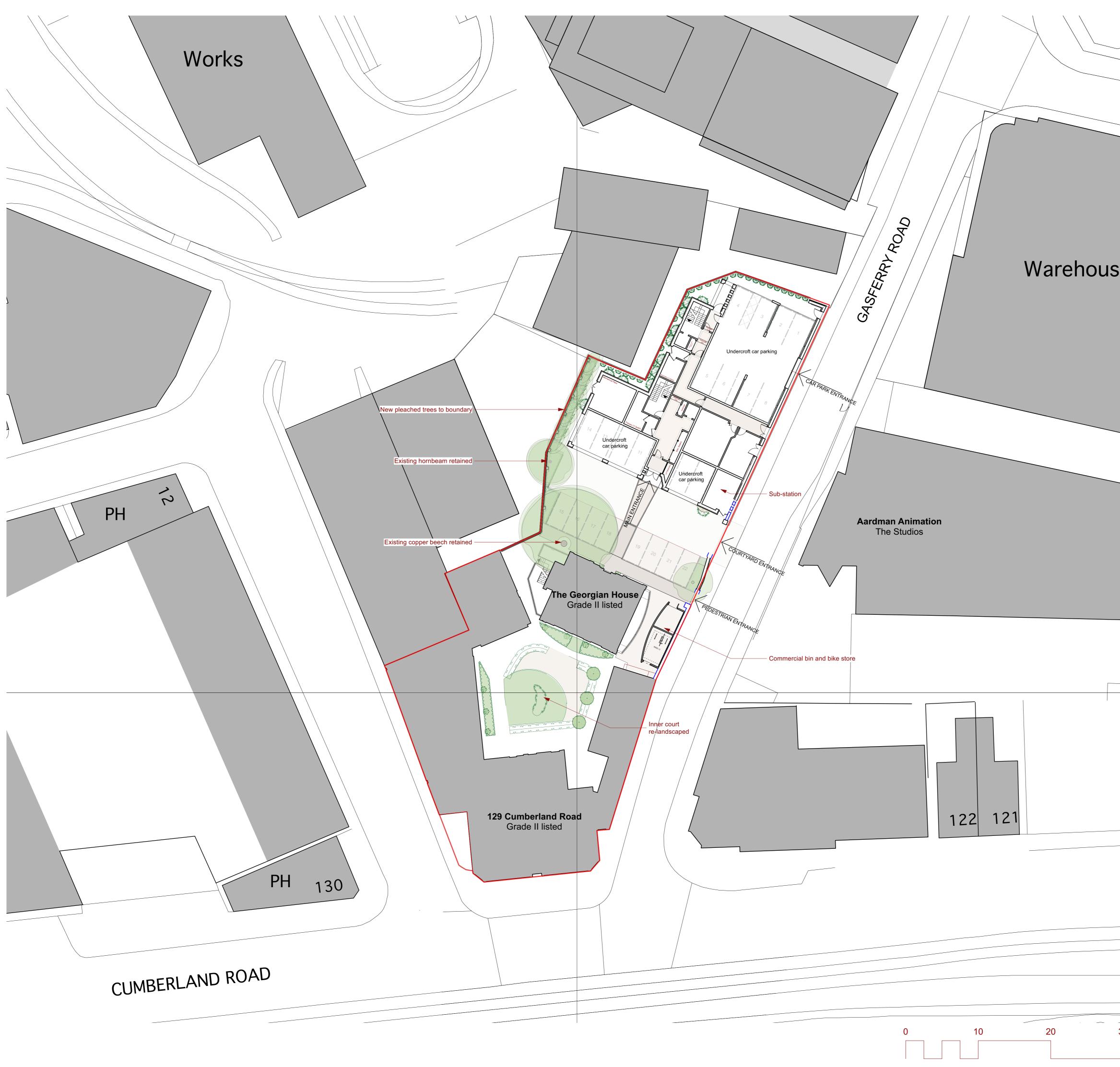
Project Title

Mixed use redevelopment incl. land to rear of 129 Cumberland Road

Drawing Title Site Plan - existing

Project No. Drawing No. Revision 3270 PA 102

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		Bike and bin store doors modified with minor internal
D	08/04/2022	reconfiguration. Car parking amended to allow for fire separation and natural
С	21/03/2022	ventilation.
В	01/03/2022	Minor adjustments Plant configuration amended. Staircase omitted and lift added to
A	04/02/2022	lower part. Misc. re-configuration internally. Courtyard planting added.
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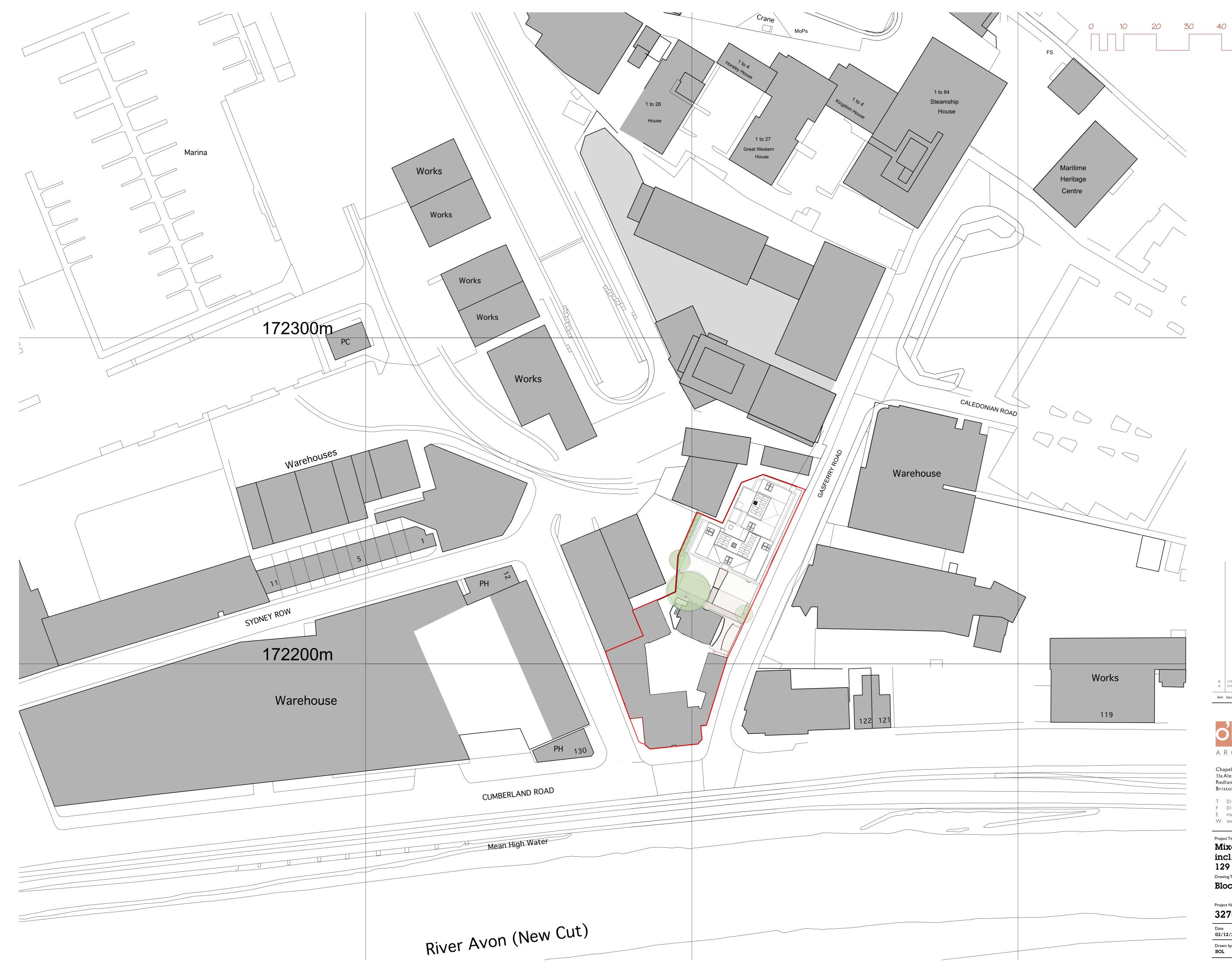
Project Title

Mixed use redevelopment incl. land to rear of 129 Cumberland Road

Drawing Title Site Plan - proposed

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Project Title

Mixed use redevelopment incl. land to rear of 129 Cumberland Road

Drawing Title Block Plan

Project No.	Drawing No.	Revision	
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REFUSE +RECYCLING PROVISION

 a. For (food) recycling a storage capacity of
 4 litres per unit provided in 140 or 180 litre containers. 4 x 28 = 112 litres or

1 x 140 litre bin

 For dry recyclables a combined storage capacity of up to 50 litres per unit provided in 240 or 360 litre containers, in groups of up to 6 containers. 50 x 28 = 1400 litres or

4 no. 360 litre bins.

c. Dry recycling will be collected separately; normally as paper, card, plastic & cans and separate glass

 For general refuse a storage capacity of
 65 litres per unit provided in one or more 1100 litre containers.

65 x 28 = 1820 litres or 2 no. 1100 litre bins

e. For cardboard storage the volume required will be assessed for each scheme with 660 litre bins to be used for smaller developments and 1100 litre bins for larger developments. 1 x 1100 litre bin.

		Bike and bin store doors modified with minor internal
D	08/04/2022	reconfiguration. Car parking amended to allow for fire separation and natural
С	21/03/2022	ventilation.
В	01/03/2022	Minor adjustments
А	04/02/2022	Plant configuration amended. Staircase omitted and lift added to lower part. Misc. re-configuration internally.
Rev.	Issue date	Revision Notes

PLANNING



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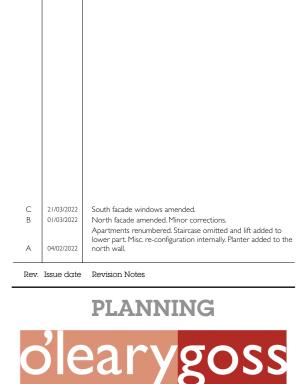
Project Title

Mixed use redevelopment incl. land to rear of 129 Cumberland Road **Drawing Title**

GF Plan - proposed

Project No.	Drawing No.	Revision
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Project Title

Drawn by **ROL**

Mixed use redevelopment incl. land to rear of 129 Cumberland Road Drawing Title 1F Plan - proposed

Project No.	Drawing No.	Revision	
3270	PA 111	C	
Date 03/12/2021	l	Scale 1:100 @ A1	





 C
 21/03/2022
 South facade windows amended.

 B
 01/03/2022
 North facade amended. Minor corrections.

 A
 04/02/2022
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ARCHITECTS

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Project Title

Mixed use redevelopment incl. land to rear of 129 Cumberland Road Drawing Title **2F Plan - proposed**

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Date 03/12/2021	l	Scale 1:100 @ A1	

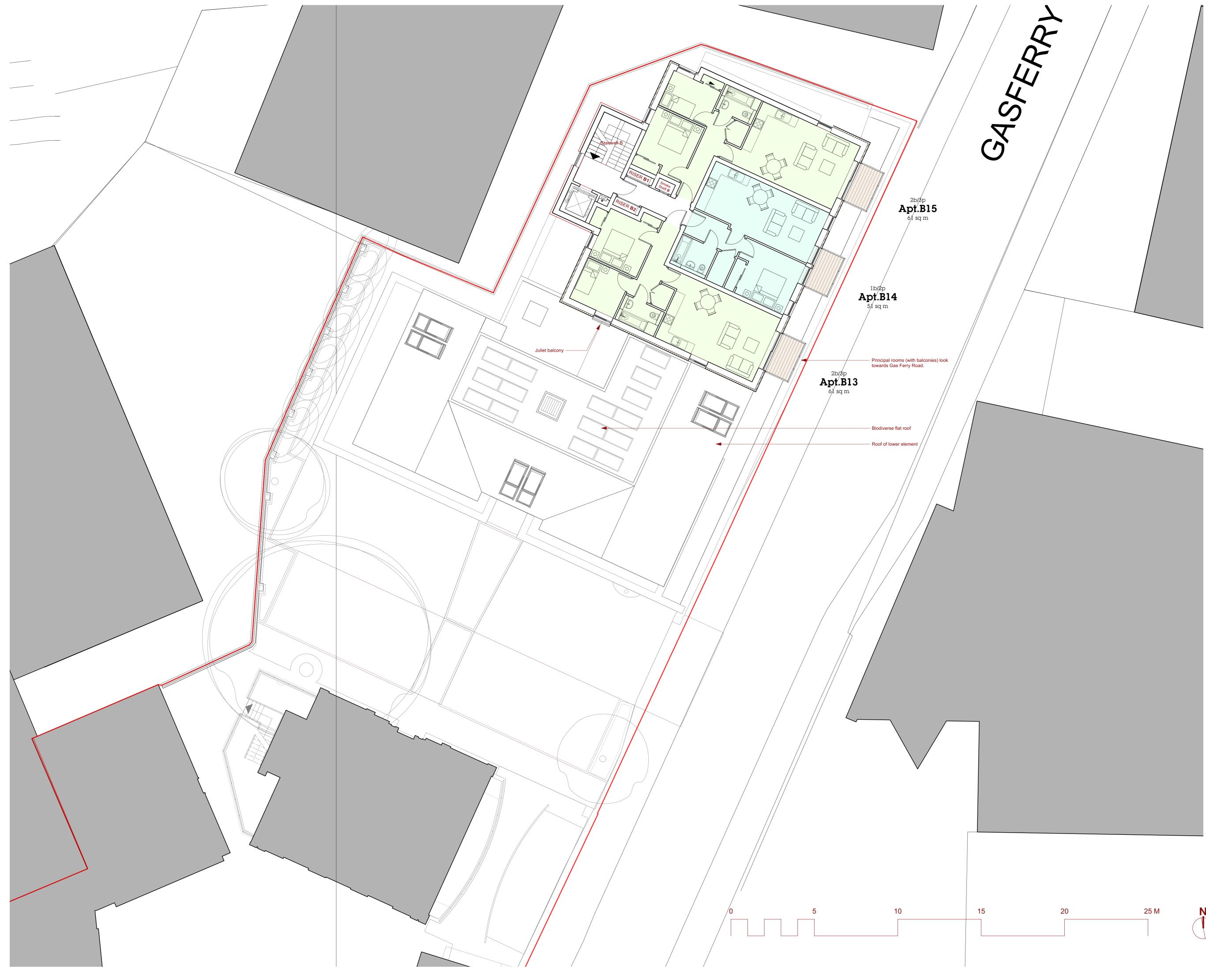


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Date 03/12/2021		Scale 1:100 @ A1	



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3270	PA 114	С
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D C	21/03/2022 21/03/2022	Paired roo Paired roo North faca
B	01/03/2022 04/02/2022	correction Apartmen windows a
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rooflights. rooflights. facade amended. Lower roof amended. Minor tioer ents renumbered. PVs added to lower flat roof. Roof added. n Notes

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Project Title Mixed use redevelopment incl. land to rear of 129 Cumberland Road

Drawing Title 5F Plan - proposed

Project No.	Drawing No.	Revision
3270	PA 115	D

Date	Scale
03/12/2021	1:100 @ A1
Drawn by ROL	Checked by



 D
 21/03/2022
 Return wall added to duplex glazed facades. Paired rooflights.

 C
 21/03/2022
 Paired rooflights.

 North facade amended. Duplexes replanned. Lower roof amended. Minor corrections.
 North facade amended. Duplexes.
 Rev. Issue date Revision Notes

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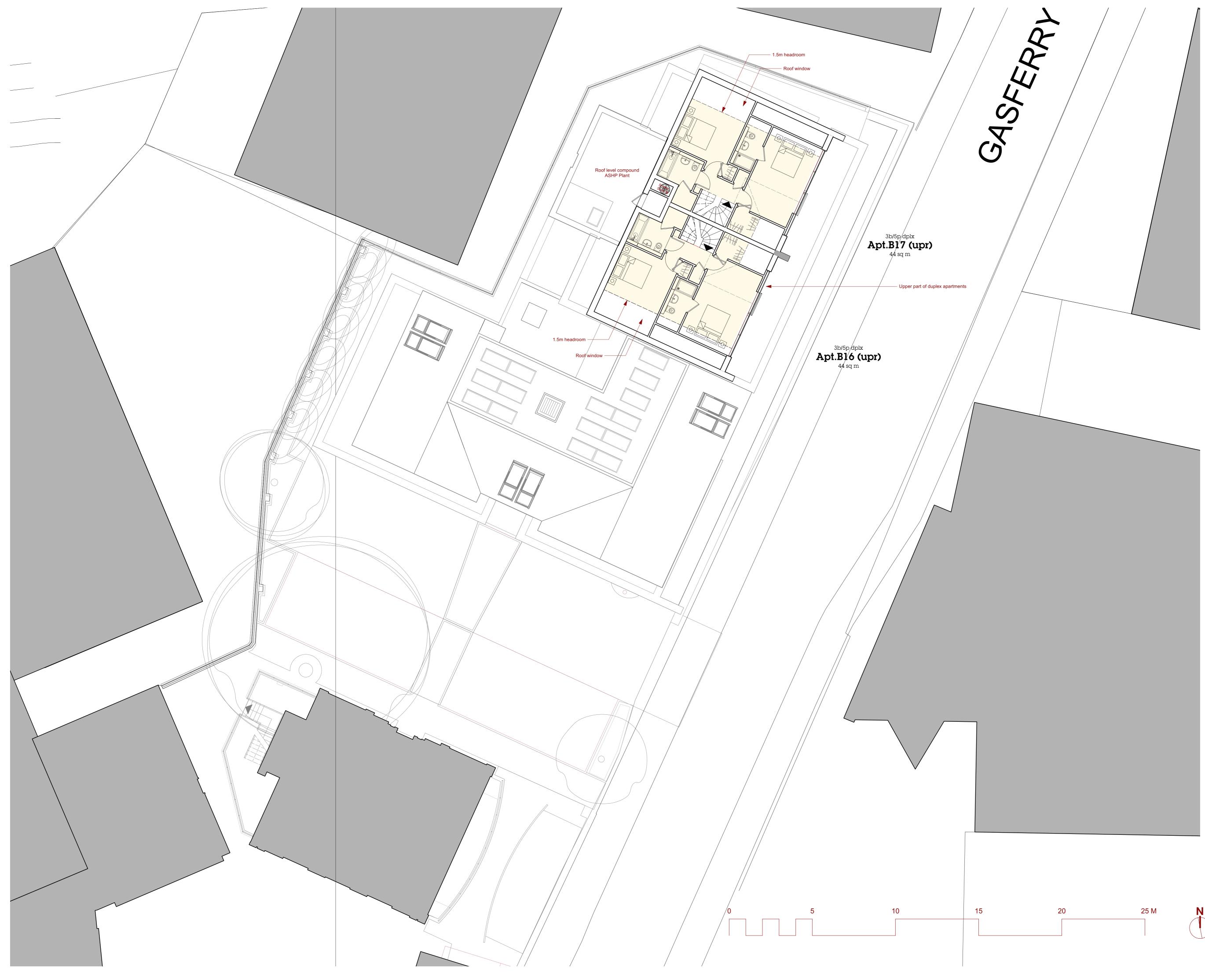
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Project Title Mixed use redevelopment incl. land to rear of 129 Cumberland Road Drawing Title 6F Plan - proposed

Project No.	Drawing No.	Revision
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С	21/03/2022	Return wall added t North facade amen
B A	01/03/2022 04/02/2022	amended. Minor cor Internal reconfigurat
Rev.	Issue date	Revision Notes
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ded to duplex glazed facades. Paired rooflights. amended. Duplexes replanned. Lower roof or corrections. iguration of duplexes. NNING



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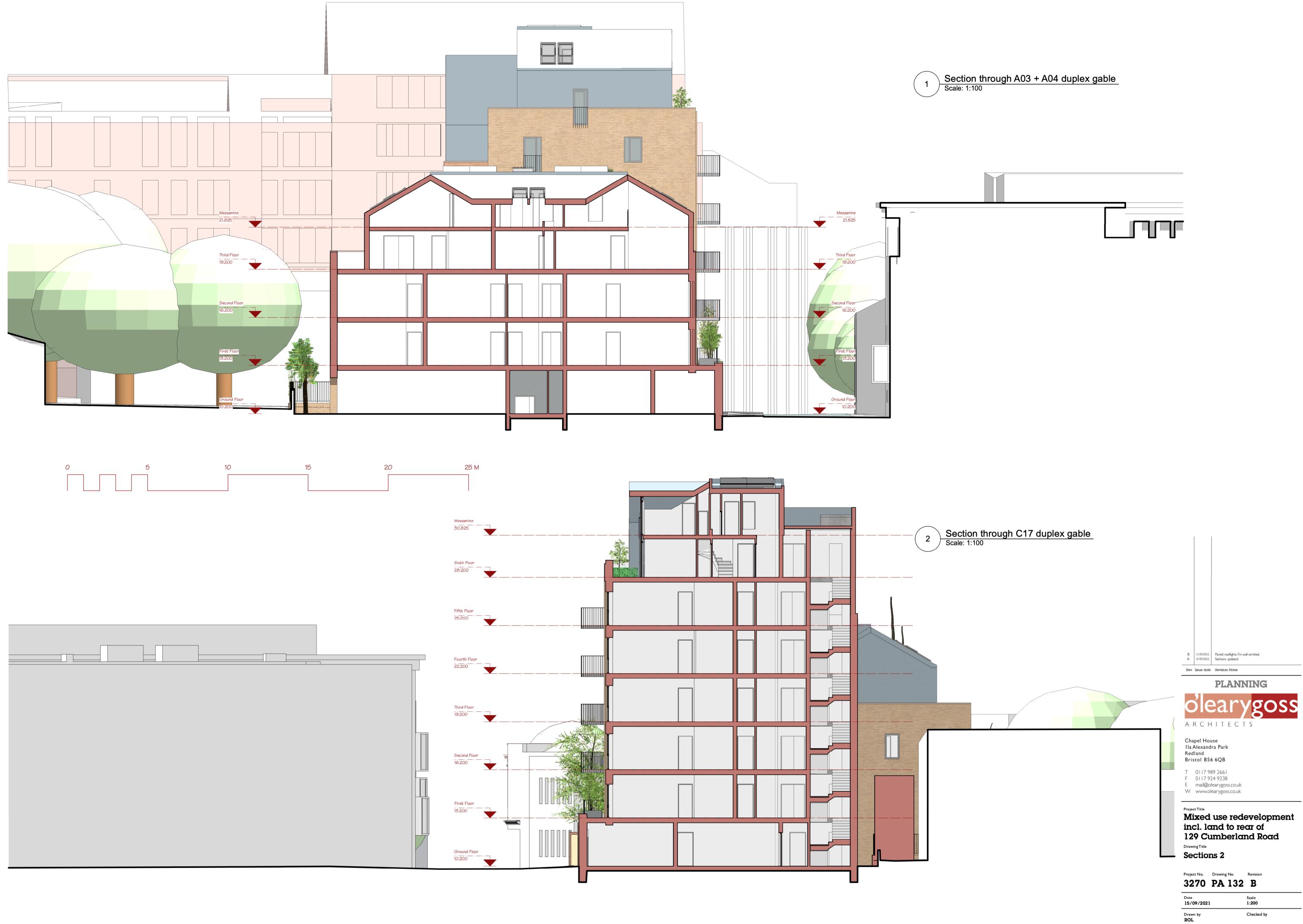
Project Title Mixed use redevelopment incl. land to rear of 129 Cumberland Road

Drawing Title **6F Mezzanine Plan - proposed** Project No. Drawing No. Revision **3270 PA 117 C**

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Refuse collecting door.

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Lane (Harbourside Walk)

Gas Ferry Road

Outline of boatyard building in front of — rear facade.

Scale: 1:100

Materials

Walls: Rubble stone with cast stone copings.
Red and buffclay brickwork.
Raised seam metal.

Roofs:
Raised seam metal to pitched roofs.
Flatroofing membrane with biodiverse roof.

Balconies:

Metal structure with painted metal railings.

Windows and doors: PPC aluminum, with clear glazing PPC aluminium with PPC aluminium

louvres. • PPC aluminium with PPC flush aluminium panels.

Rainwater goods:Generally concealed - PPC aluminium where visible.

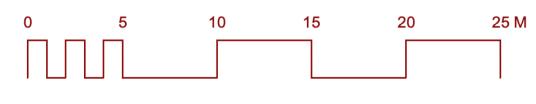


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Elevation - Proposed 2 Scale: 1:200



Redevelopment of MacArthur's Warehouse site approved under 17/03139/F

