

WARD: Lawrence Hill

SITE ADDRESS: Land And Building On The North Side Of (b15358) Gas Lane Bristol

APPLICATION NO: 23/01301/F Full Planning

DETERMINATION DEADLINE: 29 September 2023

Demolition of the existing buildings and redevelopment for purpose-built student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works (Major).

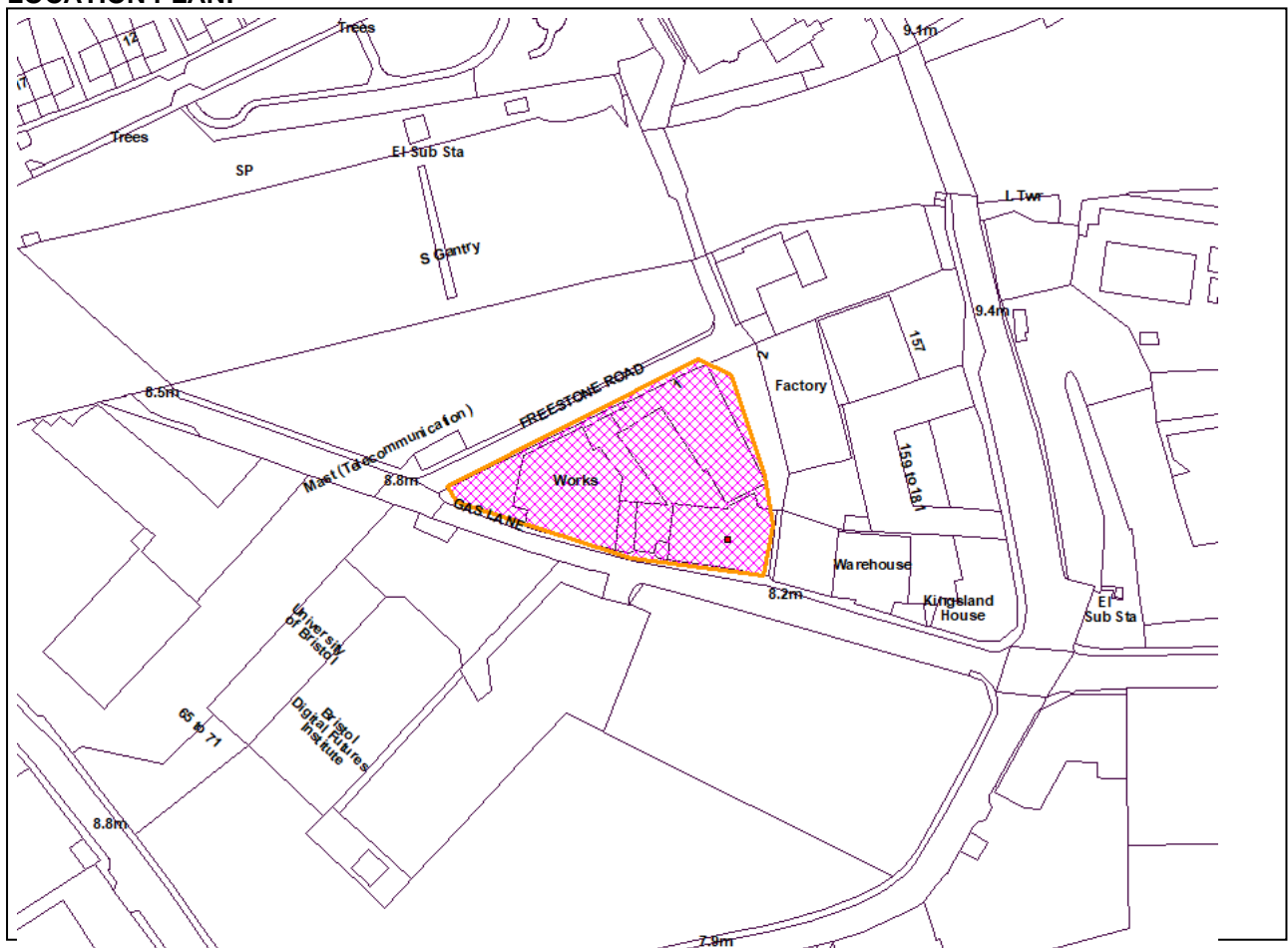
RECOMMENDATION: Refuse

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BS32 4QL

APPLICANT: Watkin Jones Group And Merrion
Group
C/o Agent

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

LOCATION PLAN:



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SUMMARY

The scheme before Members is a revised iteration of a proposal which is already being implemented on site, now proposing a part 6, part 7 storey building containing student accommodation (314 bedspaces) and an element of commercial floorspace. A previous development on this site was reported to committee in November 2022 and the new scheme has generated a degree of interest, both from Members of the Committee and Ward Members. As a result of this the revised application is being brought back to committee for a decision.

The application site is located within the Temple Quarter Enterprise Zone, which is allocated through the current local plan and where a wide range of uses, including residential, are envisaged. Members will be aware that the area forms part of a focus for regeneration, where significant change is envisaged. The Temple Quarter Development Framework has recently been approved by the council (in May 2023). The intention of the Framework is to examine and reimagine the long-term future of the area and sets out a vision to create an area of the city that achieves a mix of truly affordable housing, new employment, significant social outcomes from development. The Development Framework highlights the fact that the area is deficient in open space and green infrastructure.

The development that is currently being implemented on site was approved by Committee A in November 2022, with planning consent and Section 106 Agreement signed and issued in March 2023. The CIL and S106 financial contributions have been paid in connection with this scheme. The development that is currently being implemented on site arrived at a version that could be supported only after lengthy negotiations and discussions which were acknowledged at the previous committee in November 2022. This subsequent application seeks an uplift in quantum which is considered to be so harmful to both the surrounding area and future occupiers, that a refusal is recommended.

Officers have closely considered the benefits of the scheme. These have been found to be the uplift of bedspaces for student accommodation, for which there is a demonstrated need. These also count towards the City's housing targets, and an uplift of 54 bedspaces (which would equate to 21.6 dwellings) is proposed. The applicant has also offered additional financial contribution towards public realm, which is discussed in the following report at Key Issue (K) (Planning Obligations).

These benefits have been weighed against the harm that would arise from the increased quantum, which would be inflicted on future occupiers in view of the quality of accommodation, the poor quality of public realm that would be offered and the visual harm to the surrounding context and heritage assets that would arise.

SITE DESCRIPTION

The application site comprises an area of 0.28Ha on a triangular site between Freestone Road and Gas Lane. The site has recently been cleared following the grant of planning permission in March 2023 (referenced below) but previously contained low-rise 20th Century industrial buildings used as manufacturing and vehicle repair businesses. The mainline elevated railway tracks run to the north of Freestone Road, and these separate the site and its surroundings (which collectively form part of an area known as Silverthorne Island) from the more residential character immediately to the north of the railway lines.

The site is located within the City Centre and in the Central Area, and is a Key Site (Temple Quarter Enterprise Zone). It is also located predominantly within Flood Zone 3 with part of the site in Flood

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Zone 2, as identified by the Environment Agency.

There are a number of railway underpasses in the area, which give vehicular access to the wider Enterprise Zone to the north of the site. There is also a pedestrian only underpass which gives access from Freestone Road to the Dings Park beyond. The tunnel is unlit, has a low head height, and has the appearance of being unsafe in view of the apparent number of abandoned vehicles and inability to see around the corner to its northern access.

The site is within the Silverthorne Lane Conservation area, and there are a number of listed buildings in the vicinity of the site. These include the Grade II STAR St Vincent's works, Silverthorne Lane; Grade II Gasworks perimeter wall, Gas Lane. There are also buildings on the Local List, Kingsland House on the corner of Kingsland Road and Gas Lane, Methodist Chapel (which was within the application site but has now been demolished) and Bristol Gas Light Works Retort House and Coal Store.

RELEVANT HISTORY

21/06761/F: ("The extant scheme")

Demolition of the existing buildings and redevelopment for purpose-built student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works. (MAJOR).

GRANTED with s106: 06 March 2023

This development has commenced on site.

23/01039/COND Application for approval of details reserved by condition, of permission 21/06761/F Demolition of the existing buildings and redevelopment for purpose-built student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works. Conditions:

Condition 4 – Demolition Management Plan

Condition 7 – Further details of cycle provision

Condition 17 – Public Art

Condition 18 – Local Employment Opportunities

Condition 19 – Construction Environmental Management Plan

Condition 20 – Historic Building Recording

Condition 21 – BREEAM pre-assessment (split decision issued)

Details approved 24 May 2023

23/01795/COND Application for approval of details reserved by condition, of permission 21/06761/F Demolition of the existing buildings and redevelopment for purpose-built student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works. Conditions:

Condition 2 – Sustainable Drainage System - APPROVED, 22.06.23

Condition 3 – Highway to be adopted - APPROVED, 11.08.23

Condition 5 – Construction Management Plan - APPROVED, 11.08.23

Condition 6 – Highway works – General Arrangement - APPROVED, 11.08.23

Condition 8 – Stone Setts – method of retention – APPROVED 29.09.23

Condition 10 – Flood Storage Mitigation – APPROVED 24.08.23

Condition 11 – Submission of remediation scheme – APPROVED 03.10.23

Condition 12 – Heat Network – PART APPROVED

Condition 13 – Details of Photovoltaics – PART APPROVED

23/01868/COND Application for approval of details reserved by condition 42 (Piling) of permission 21/06761/F Demolition of the existing buildings and redevelopment for purpose-built

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student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works.

APPROVED 8 June 2023

20/01345/SCR:

Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for redevelopment of land at Gas Lane.

EIA confirmed NOT REQUIRED 9 April 2020

20/06104/F:

Demolition of the existing buildings and redevelopment for purpose-built student accommodation (sui generis use) and flexible commercial space (Use Class E) with servicing arrangements and associated works.

Application withdrawn by the applicant on 13 April 2021

21/04495/PREAPP:

Pre-application enquiry in respect of a 295 bedspace scheme on the enlarged site shown in the current application, letter issued 20 November 2021

20/01454/PREAPP:

Pre-application enquiry in respect 387 bedspace purpose-built student accommodation. Advice issued on 20 November 2020

Date Closed 14 December 2020

RELEVANT APPLICATIONS ON NEARBY SITES

Silverthorne Lane

19/03867/P

Phased development of the following: site wide remediation, including demolition; (Plot 1) outline planning permission with all matters reserved aside from access for up to 23,543m² GIA of floor space to include offices (B1a), research and development (B1b), non-residential institution (D1) and up to 350m² GIA floor space for cafe (A3); (Plots 2 and 3) erection of buildings (full details) to provide 371 dwelling houses (C3), offices (B1a), restaurants and cafes (A3); (Plot 4), redevelopment of 'Erecting Sheds 1A and 1B' (full details) to provide offices (B1a); (Plot 5) erection of buildings and redevelopment of 'The Boiler Shop' (full details) to provide a 1,600 pupil secondary school (D1); (Plot 6) erection of buildings (full details) to provide 693 student bed spaces (Sui generis); infrastructure, including a new canal side walkway and associated works.

APPROVED BY THE SECRETARY OF STATE 13 APRIL 2022

University of Bristol - Former Drive Vauxhall And Kawasaki Sites

21/02141/P

Application for Outline Planning Permission With Some Matters Reserved - for a new mixed use University Campus (Use Classes E(a) E(b) E(c i,ii,iii) E(d) E(e) E(f) E(g i,ii), F.1(education), and sui generis uses: drinking establishment, drinking establishments with expanded food provision, hot food takeaways) to comprise of up to 94,910sq m (GIA) of floor space with all matters reserved except access. Alterations to Avon Street, Gas Lane and Silverthorne Lane (to consider Access). A new pedestrian bridge from Avon Street to the University Campus at Cattle Market Road - Approval sought for Access.

DECISION PENDING

Land North Of Junction Of Gas Lane With Freestone Road

19/02675/F

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Redevelopment of site for purpose built student accommodation (Sui generis use) with servicing arrangements, public realm works and landscaping.

DECISION PENDING

Land And Buildings On The South Of Freestone Road (neighbouring site to the east)
22/06050/F

Demolition of existing buildings; erection of a mixed-use development incorporating flexible commercial and community uses at ground floor with purpose-built student accommodation to upper storeys including associated amenity space, cycle parking and ancillary operational facilities; and creation of new public realm.

DECISION PENDING (at time of writing)

APPLICATION

Following the grant of planning permission referenced above (21/06761/F), which is currently being implemented on site, planning permission is sought to increase the height of the approved building by a single storey to result in a development of 6 and 7 storeys with 314 student bedspaces (compared to 5 and 6 storeys with 260 bedspaces as previously approved).

The development would be similar in arrangement to the previously approved scheme, and arranged as a perimeter building with an open undercroft giving access to a courtyard in the centre of the development. An additional floor is proposed, and upon first submission the application proposed 60 additional bedspaces.

As with the approved scheme, accommodation would provide student accommodation in studios and a range of between six and eleven bed cluster apartments. This would be made up of 35 studios (compared with 41 in the approved scheme) and 282 bedspaces within cluster flats, (compared with 219 in the approved scheme).

There would be:

10no. 6-bed cluster flats	= 60 bedspaces
5no. 8 bed cluster flats	= 40 bedspaces
5no. 9 bed cluster flats	= 45 bedspaces
9no. 10 bed cluster flats	= 90 bedspaces
4no. 11 bed cluster flats	= 44 bedspaces
Studios	
(of which 3 are accessible)	= 35 bedspaces
Total	= 314 bedspaces

AMENITY SPACEInternal

Level 06 communal lounge	= 120sqm
GF Amenity areas	= 332sqm
Total	= 452sqm

External

Roof top	= 457sqm
Courtyard	= 627sqm
Total	= 1,084sqm

A total of 54 additional bedspaces are proposed compared with the approved scheme. (This figure was reduced from 60 as originally submitted, following revisions submitted in response to concerns

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raised by officers).

The two previously approved commercial units within class E would be retained at ground floor level facing onto Freestone Road, with a slightly reduced floor area of 126sqm and 100sqm respectively. (137sqm and 100sqm in the approved scheme).

The accommodation would be arranged around a courtyard, which would be accessible only by occupiers of the scheme. This would be accessed from the main entrance off Gas Lane. There would be a roof terrace at level 6, located on the south part of the development.

The development is designed to connect to the Heat Network, and an array of PV panels are proposed along with biodiverse roofs.

The scheme being implemented on site secured the following highways improvements, which are intended to be delivered in conjunction with other schemes in the area (University of Bristol, described below).

- Gas Lane is to become a one-way street in the eastbound direction, with westbound contraflow cycle lane. This would also facilitate a wider pedestrian footway width.
- A new pedestrian crossing would be introduced on Gas Lane
- A loading bay would be provided on Gas Lane, to enable servicing to the development
- A new footway would be provided on Freestone Road, which would also be re-graded to achieve appropriate level for dry footway escape
- New steps on Freestone Passage to facilitate movement from Dings Tunnel to Gas Lane
- Remove rubbish and fly tipping from Dings Tunnel to provide a dry escape route to enable pedestrians to travel north from the site. Wall-mounted lighting to be introduced.

It should be noted that the CIL payment and S106 contributions in relation to the approved scheme have been paid as follows:

CIL:	£1,005,973.34
S106: Fire Hydrant:	£1,500.00
Traffic Order:	£28,398.00
Transport Infrastructure:	£36,032.40
Travel Plan Audit Management fee:	£5,335.00
Total s106:	£71,265.00

PRE APPLICATION COMMUNITY INVOLVEMENT

Due to its size, the application is required to be accompanied by a Statement of Community Involvement. Guidance and good practice examples exist to inform the choice of appropriate methods in order to help ensure effective, efficient, transparent and accountable community involvement. Those responsible for undertaking community involvement are expected to reflect such good practice to ensure inclusive, fair and effective initiatives. Failure to do so may limit the validity and relative credibility of the involvement undertaken.

The applicant prepared a statement of community involvement on the previous scheme (dated December 2021). This consultation is based on 299 bedspaces and not the uplift proposed here. The statement is summarised below:

i) Process

A consultation website (called gaslane.co.uk) was set up from 08.11.21 to 10.12.21, as well as a

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press release. Individual emails were sent to The Dings Residents Association and to 2 ward councillors and members of the planning committee. Meetings were also held with Network Rail, neighbouring sites and Bristol University.

ii) Fundamental Outcomes

Three responses were received, all wanted to see the brownfield site regenerated. People wanted to see road and pavement improvements, and generally supported the proposal for PBSA in order to alleviate pressure on the housing stock in other parts of the City. Two stated that they would use a new market courtyard (although it should be noted that this element is no longer proposed and related to an earlier iteration of the previous application.) Comment also that it would be important not to isolate the local community in the Dings and to make the space usable for local people, alongside the reinstated tunnel.

The Statement also notes that response rates were low in view of the predominantly industrial nature of the area.

RESPONSE TO PUBLICITY AND CONSULTATION

Letters were sent to 167 nearby occupiers on 24.04.2023. A site notice and a press advert were both published on 03.05.2023.

One objection has been received, from Conservation Advisory Panel, which is set out below:

The panel objects to the additional height and massing now proposed to this scheme, which would result in increased harm to the conservation area. The original approval is more appropriate. The panel noted that this application was submitted as soon as consent under 21/06761/F was granted. Paragraph 135 of the NPPF is again relevant.

Ward Members: No ward members have commented on this application.

OTHER COMMENTS

Sustainable City Team has commented as follows:-

Ongoing discussions as set out at Key Issue (I)

Transport Development Management has commented as follows:-

No objection - comments are incorporated at Key Issue (H)

Contaminated Land Environmental Protection has commented as follows:-

The remediation strategy is being dealt with under condition reference 23/01795/COND and is still outstanding. Any approval would therefore need to reflect the latest position in terms of conditions.

Crime Reduction Unit has commented as follows:-

In essence this new application adds another floor to the agreed application 21/06761/F, as such our comments remain the same as submitted on 2nd February 2022 and shown on the planning portal under the aforementioned reference number.

Historic England has commented as follows:-

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On first iteration:

Historic England has concerns regarding the application on heritage grounds. (Comments are summarised):

For reason of context and summarising our engagement and advice on the consented scheme, we acknowledged that this had been reduced in height from previous iterations and had evolved architecturally to create more robust horizontality, taking a steer from the linear building forms and boundary walls within the Conservation Area.

However, we did advise the council in our concluding advice, that this would still impact harmfully on the setting of St Vincent Works, within views from the west in Gas Lane. The consented development would also appear dominant within the street scene and the visual and architectural focus and primacy of St Vincent Works would appear diminished. We also identified specific impacts of the consented scheme on the character and appearance of the Conservation Area.

The proposed revised scheme effectively creates an additional floor within the 'piano Nobile' portion of the elevation. Architecturally, this tends to accentuate the vertical proportions of the building, particularly on the truncated corner, which is experienced within a key view of St Vincent's Works. This would also counter the efforts made, as part of previous negotiations, to deliver a development that responded better to the distinct character traits of the Conservation Area, particularly in regard to emphasising horizontal forms and detailing. While the revisions only include a single additional storey, we consider that this over-steps the critical proportions and height, which would cause us to have concerns over these changes.

The revised scheme would result in greater harm to the setting of St Vincent's Works and the character and appearance of the Conservation Area.

While we identified a degree of unjustified harm, as the result of the consented scheme, the revised massing would increase the degree of harm, which has not been justified.

Historic England has commented as follows:-

On second iteration:

The consented scheme was negotiated from a taller building which, while we retained concerns, reduced the harm. The rebuttal emphasises that the architectural horizontality of the approved scheme is principally achieved by the detailing. However, this is a combination of detailing and building proportions. The paired fenestration over two floors on the consented scheme has marginally portrait proportions. However, the proposed additional storey results in a visually greater verticality to the chamfered elevation on Gas Lane. We concede that the proposed change is not significant, but nonetheless, the consented scheme (as a conceded fallback position) is less harmful, but would still diminish the architectural primacy of the Grade II* listed building.

Our position is that the consented scheme, while remaining of concern to us, is less harmful and that the proposed additional floor would marginally exacerbate this. Given that great weight should be given to the conservation of heritage assets and that the greater the significance, the greater the weight shall be, we advise that this test is applied to the current application.

Environment Agency (Sustainable Places) has commented as follows:-

No objection - the measures in the FRA should be secured by conditions.

Pollution Control has commented as follows:-

No objections - the same conditions should be applied as in the previous approval 21/06761/F.

HSE - Fire Safety has commented as follows:-

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Response to revised proposals:

“Advice to LPA: - Concern”

It is noted that the second lift within the firefighting shaft has been removed and replaced with plant rooms opening directly into the firefighting shaft. It is also noted that the firefighting shafts contain storerooms.

1.9 Fire safety standards state: "Only services associated with the fire-fighting shaft should pass through or be contained within the fire-fighting shaft. A fire-fighting shaft should not contain any cupboards or provide access to service shafts serving the remainder of the building".

1.10 Design changes to remove the store cupboard and plant rooms will affect land use planning considerations regarding the design and layout of the development where, for example, the rooms are relocated.

Nature Conservation Officer has commented as follows:-

Thank you for re-consulting Nature Conservation.

A BNG metric has been submitted. A BNG report is required to accompany this. This should include:

- A written Biodiversity Net Gain plan including a non-technical summary
- A description of how the development has taken into account and delivered against each of the 10 BNG Good Practice Principles.
- Details of how strategic significance has been assigned for all habitats on site
- A map of the pre-development baseline habitats (the baseline habitats identified by the developer will be checked by the UA to validate that the baseline biodiversity will be accurately captured)
- A map of the post-development habitats proposed as mitigation and compensation for the development's impact on baseline biodiversity.
- Habitat condition assessment data for each of the baseline and post-development habitats, with any deviations from standard methods fully justified.

The BNG metric also needs amending. Biodiverse green roofs should be assigned medium strategic significance as although identified in the Bristol Biodiversity Action Plan, they do not have a Habitat Action Plan in the document.

An updated landscape plan needs to be submitted reflecting the proposed habitats in the BNG metric. This should identify the proposed areas (m² or ha) of each habitat so the plan can be cross referenced with the BNG metric/assessment. The Nature Conservation comments previously submitted (May 2023) also need to be addressed with regards to landscaping and proposed tree planting. A species list would be desirable at this stage but can be conditioned.

RELEVANT POLICIES

Planning (Listed Buildings and Conservation Areas) Act 1990

National Planning Policy Framework

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan

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(Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

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

EQUALITY 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 Equality 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 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. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation to this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

KEY ISSUES**(A) IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE?**

The principle of development of this site for the uses proposed has already been established by the extant consent 21/06761/F listed above, which is a material consideration.

Since the grant of planning permission for this scheme, consultation has commenced on the Publication version of the Bristol Local Plan which will agree up to date policies for the City. Limited weight is applied to the emerging policies but as set out in paragraph 48 of the NPPF, weight can be attached to the policies as they move through the consultation process (subject to certain considerations.)

Emerging policy H7 acknowledges the need for Purpose Built Student Accommodation within identifies the need to carefully manage the amount and location of PBSA to ensure that:

- there are no adverse effects on existing communities;
- proposals are consistent with other policies, including policies for new homes and workspaces, achieving a net zero and climate resilient city and delivering well-designed development; and
- growth in student population is matched by purpose-built accommodation.

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This policy gives a cap of 4,600 bedspaces for the Temple Quarter and St Philip's Marsh areas.

When this scheme was reported to committee in November 2022, a summary of student bedspaces that had already been approved in the area was provided. An update to this summary is given below:

<u>Site address</u>	<u>No. of consented bedspaces</u>
Gas Lane:	260
Feeder Road:	595
Chanson Foods:	448
UoB TQEC:	953
Silverthorne Lane:	706
Freestone Road:	238
Total:	3,200

It should also be noted that the following planning applications are currently being considered:

Gas Lane (this application)	54 additional
Kingsland Road/Freestone Road	500
Albert Road	472
Total if these schemes are consented:	4,226

Whilst limited weight can be applied to the emerging policy containing the cap, it can be seen that the figure is close to being met. The LPA is also aware that there are other sites in the area being promoted for student accommodation. It is therefore likely that the growth in student numbers in the area will be met in terms of accommodation.

Emerging policy DS2 – Bristol Temple Quarter also applies to this site, in the Silverthorne Lane area, which aspires to be a mixed use area incorporating workspace, homes, student accommodation, leisure and education. Enhanced connections to surrounding areas are sought.

The site is within the Bristol Temple Quarter where the Temple Quarter Development Framework has recently been approved by the council (in May 2023). The intention of the Framework is to examine and reimagine the long-term future of the area and sets out a vision to create an area of the city that achieves a mix of truly affordable housing, new employment, significant social outcomes from development, addresses challenges posed by the climate emergency and ecological emergency promotes sustainable travel and supports post-covid recovery. The Council, as part of a partnership within the Joint Delivery Team, is producing a new Masterplan which will underpin these aims. Whilst this cannot be given any weight for the determination of this application, it is important to note that this will provide a more comprehensive framework in this area.

This site is included within the Silverthorne Lane, St Philip's Marsh area of the Development Framework.

Housing Delivery Test

It is established that Bristol is not able to demonstrate a five year housing land supply, therefore the current policies are deemed out of date, and paragraph 11(d) of the NPPF – the tilted balance - is engaged. The Planning Practice Guidance confirms that all student accommodation can contribute towards an authority's housing land supply, and it has been accepted on other sites that student bedspaces can count towards 2.5:1 (bedspaces to dwellings). On this basis, the additional 54 bedspaces proposed here would equate to 21.6 dwellings. This attracts significant weight in the

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consideration of the proposals.

There are two aspects to understanding whether planning permission as prescribed by Paragraph 11(d) should be granted and whether policies which are most important to determining the application are out of date:

- i. the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (*officer note: this includes designated heritage assets and flooding*); or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

The question for this application is therefore, would any adverse impacts of granting planning permission significantly and demonstrably outweigh the benefits of providing housing?

It is acknowledged, the 21.6 dwellings would make a small contribution to the housing land supply as well as relieving pressure on the local private rental housing market. The planning statement accompanying the application is of the opinion that individual self-contained studio flats may count as one single dwelling (1:1 ratio), however the studios proposed within the scheme typically fall below the minimum space requirement for a 1b1p dwelling, so would not be counted as such.

The provision of the additional student housing for which there is a demonstrated need, within an area envisaged to undergo significant development for University uses is acknowledged. This must also be balanced with the strategic policy aims for the area which whilst supportive of student housing also seek to ensure new development contributes positively to the area's character and identity, creating or reinforcing Bristol's local distinctiveness. As set out in the following paragraphs there are unacceptable impacts described that would arise from this proposal, that would significantly and demonstrably outweigh the benefits. These relate to design, heritage, public realm and amenity. The tilted balance is not considered to be applicable in this instance as both paragraphs 11(d)(i) and (ii) of the NPPF apply.

It should also be noted that this scheme includes a marginally smaller area of commercial floorspace (226sqm reduced from 237sqm in the extant scheme). Whilst this slight reduction would not result in a reason for refusal, the policy aim for the area is to encourage new workspaces and homes through mixed use developments. The resultant scheme does not generously comply with this policy.

(B) WOULD THE DEVELOPMENT BE SAFE FOR ITS LIFETIME, AGAINST THE RISK OF FLOODING?

The application site falls predominantly within Flood Zone 3, with a small part of the site within Flood Zone 2 as identified by the Environment Agency, therefore the site would be at high risk of flooding. The NPPF requires a sequential approach to be applied to locating developments, in order to steer them to areas with the lowest risk of flooding. Core Strategy policy BCS16 also requires a sequential approach to be taken, giving priority to development of sites with the lowest risk of flooding.

It should be noted that the site is also allocated for development by virtue of policy BCAP35 (Temple Quarter Enterprise Zone), and that allocation in itself has been sequentially tested. Whilst there is still a need to locate developments within the allocated area on sites with the lowest flood risk, it is noted that much of the Enterprise Zone is at risk of flooding. That said, the development is still required to take a sequential approach to where the elements will be located on the site.

The approved application included a sequential test, which was considered to have been passed.

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There is no reason to take a different view with the current application.

The NPPF Para 160 requires the Exceptions test to be passed which should be informed by a site-specific flood risk assessment. For the exception test to be passed it should be demonstrated that:

- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
- b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

The NPPF requires both elements of the Exceptions test to be satisfied for development to be permitted. This is echoed by BCS16 which requires development in areas at risk of flooding to be safe for its lifetime.

A new FRA has been prepared in support of the current scheme, which includes details of updates that have been carried out to local hydraulic modelling since the extant approval. Essentially, the approach to flood resilience is the same as in the approved scheme, with the only difference being that voids as flood storage mitigation are no longer proposed. The FRA explains that the ongoing hydraulic modelling in the area revealed that the presence of voids would not provide any meaningful benefit in terms of flood storage mitigation for this proposal, due to the function of flood defence measures elsewhere in the City. Flood storage compensation is able to be provided in the courtyard without the need for undercroft flood storage. The Environment Agency has agreed that this revised approach without voids is acceptable, with the provisions within the FRA being secured by condition in the event of an approval. It should be noted that the extant scheme which is being implemented on site included a condition requiring details of the voids, and this has been approved.

As with the approved scheme, Finished Floor levels of communal student accommodation within the development are set above the flood level at 10.98m AOD (which includes a 0.80m freeboard allowance), with the residential accommodation at 14.52m AOD. Commercial units would be at 10.48 (including 0.30m freeboard), bin and cycle storage would be located at 8.55m AOD – grade level in areas that would be permitted to flood. In these areas, flood resilience measures would be incorporated to allow for rapid re-occupation in the event of a flood. This includes exclusion of water absorbent materials such as wood and plaster, installation of non-return valves on foul drainage connections, ceramic tiles/concrete or cement rendered floors, electric meters and power sockets installed at a high level, and incorporation of a submersible pump to assist in the removal of flood water.

Safe Access and Egress

During a flood event, residents would leave the building via the north elevation onto Freestone Road and follow a raised footpath (to be carried out by the developer) to the Dings Tunnel. These works have also been approved by condition. This is the same approach as in the approved scheme. It is the Council as Lead Local Flood Authority who has the responsibility of commenting on this aspect, and as there is no change since the previous application, the Flood Risk Manager has raised no objections.

(C) WOULD THE PROPOSED DEVELOPMENT HAVE A HARMFUL IMPACT ON HERITAGE ASSETS?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation

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Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) ("Forge Field") has made it clear where there is harm to a listed building or a conservation area the decision maker "must give that harm considerable importance and weight." [48]. This is applicable here because there is harm to the setting of the listed buildings and conservation area caused by the proposals as set out below.

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) 2021 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 199 of 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 (and the more important the asset, the greater the weight shall be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Further, paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. It states that substantial harm or loss of grade II listed buildings or grade II registered parks or gardens should be exceptional, and assets of the highest significance should be wholly exceptional.

Finally, paragraph 202 states where a proposed development 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.

In addition, the adopted Bristol Core Strategy Policy BCS22 and the adopted Site Allocations and Development Management Policies Policy DM31 seek to ensure that development proposals safeguard or enhance heritage assets in the city.

Officers have undertaken the assessment required under the Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF, and have given special regard to the desirability of preserving the assets, their setting and features of special architectural or historic interest which they possess. Harm that has been identified has been given considerable importance and weight.

a) Significance of the heritage assets

i) Grade II STAR listed building St Vincent's Works

A limestone ashlar stone building constructed around 1891, in a castellated Gothic Revival style. Only 5.8% of all listed buildings are Grade II STAR, to meet the definition for this designation a building is a particularly important building of more than special interest. Great weight is to be placed on the conservation of all listed buildings, and, where more highly graded assets like the Grade II STAR Listed St Vincent's Works are impacted this must be given particular focus.

ii) Grade II Gasworks Perimeter Wall, Gas Lane

Mid – late C19, listed as part of the industrial landscape around the St Vincent's Works and associated walls. In view of the Grade II designation of the wall, great weight is to be given to its conservation and that of its setting.

iii) Silverthorne Lane Conservation Area

The conservation area has been designated as such for its architectural and historic interest. The Conservation Area Character Appraisal discusses the area's history, and explains that the built environment has been shaped by industry – gas works and iron works - as well as the presence of water courses, including the Feeder Canal itself, which is noted as being a non-designated heritage asset that relates to the Floating Harbour infrastructure. Typical building forms are pennant rubble

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warehouses and boundary walls and historic stone setts, and these give the area its character, leaving a rich industrial legacy. The former Methodist chapel on the site has now been demolished to facilitate the extant proposal, but was identified as a character building, one that contributed to the architectural and historic significance of the area. Great weight is to be given to the preservation of characteristics that contribute positively to the Conservation Area.

*b) Impact of the proposed development**i) Grade II STAR listed building St Vincent's Works*

Viewpoint 1 in the HTVIA (Gas Lane looking east) identify a degree of visual impact shown by the increase in height and scale being introduced along Gas Lane, and a change in visual emphasis away from the Listed landmark building. The consented development is overbearing in this aligned view, and the proposals would worsen the impact of overscaled development.

ii) Grade II Gasworks Perimeter Wall, Gas Lane

The proposed verticality of the development would be seen against more linear horizontal quality of the listed wall opposite. This can also be seen most clearly in Viewpoint 1.

iii) Silverthorne Lane Conservation Area

The development would directly affect the protected special architectural and historic character and appearance of the conservation area and would affect views into and out of it. The proposed buildings would be of a much greater scale than the predominantly low-rise Victorian industrial buildings present within the conservation area. The development has already resulted in the complete loss of a character building (Methodist Chapel) which constituted a very high degree of harm. The conservation area appraisal identifies opportunities for new development as being "repurposing existing buildings of merit and creating new buildings and spaces that make a positive contribution to the area's identity"

*c) Impact of the proposed development on the significance of the heritage assets**i) Grade II STAR listed building St Vincent's Works*

The increased scale and massing of proposed development would appear in views along Gas Lane towards St Vincent's Works which would result in less than substantial harm to its setting. It would diminish the architectural primacy of the Grade II STAR listed building but not reach a level of substantial harm. The impact on this aligned view is assessed as being moderate-adverse.

ii) Grade II Gasworks Perimeter Wall, Gas Lane

The increased scale and massing of proposed development would appear in views along Gas Lane and appear visually incongruous in scale and character opposite the low long linear wall. The development would result in a moderate degree of less than substantial harm to its setting.

iii) Silverthorne Lane Conservation Area

The increased scale and massing of proposed development would alter the character of the area, which is of low-rise industrial buildings with a horizontal emphasis and rugged industrial textures. Complete loss of the significance of the Methodist chapel represents a significant loss to the existing character. The strength of the low-profile and industrial character would be undermined by development through its bulk and scale, and a degree of less than substantial harm would arise. Development would cause a high degree of negative impact to the special architectural and historic character of the Conservation Area.

d) Is the Impact of the Proposed Works (Harm/Loss of Significance) Justified or Outweighed?

Overall the proposal would result in a degree of less than substantial harm to the designated heritage assets and their setting. This harm is given great importance and weight.

The proposal would introduce a building of greater scale and massing than that previously

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consented, immediately within the setting of the heritage assets. Based on the evidence before us, this additional harm is not considered to have clear and convincing justification.

e) Can the harm be outweighed by any public benefits?

The scheme would provide the equivalent of 21.6 additional dwellings which in this case carries weight in the assessment of public benefits. The applicant has also offered financial contributions in an attempt to provide mitigation for the additional impacts that would arise from the increased quantum proposed by this application. The applicant cites benefits associated with the previous scheme in an attempt to justify the additional harm that would arise from this application, these being provision of public realm improvements, highway adjustments on Gas Lane and Freestone Passage, and works to improve the Dings Tunnel. As stated, these benefits have already been factored into the assessment of the scheme being implemented on site. The extant scheme itself was considered to result in harm to heritage assets, whereas this was considered to be justified by the need to develop the site, and to meet the goals of the Enterprise Zone, and on balance, the harm was considered to be outweighed. This current scheme would result in additional harm over and above that identified in the extant scheme. The development being implemented on site provided public benefits, and this scheme would only provide a marginal increase in benefit. Therefore it has not been demonstrated that the additional harm is justified. It is not considered that the public benefit of providing 21.6 additional dwellings, and financial contributions towards public art and highways improvements would outweigh the degree of harm that would be caused to the nationally protected assets.

(D) IS THE DEVELOPMENT ACCEPTABLE IN DESIGN TERMS?

The NPPF expects new development to establish a strong sense of place, and to be visually attractive as a result of good architecture, being sympathetic to the local character and history, while not preventing appropriate change (including increased densities).

Paragraph 134 requires significant weight to be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings

In addition, requiring good design is at the heart of Bristol planning policy, and BCS21 expects a high quality design in all developments, which contributes positively to an area's character and identity, creating or reinforcing local distinctiveness.

DM26 requires new development to respond positively to the site, creating and enhancing public spaces and responding appropriately to height scale and massing of existing buildings.

DM27 requires the layout, form, pattern and arrangement of streets, open spaces, development blocks, buildings and landscapes to contribute to the creation of quality urban design and healthy, safe and sustainable places. It should make efficient use of land, provide inclusive access and take account of local climatic conditions.

DM28 requires development to incorporate high quality and inclusive public realm, which is well surveilled and reduces crime and the fear of crime.

DM29 requires all new buildings to respond to their solar orientation, incorporate active frontages and clearly defined main entrances facing the public realm that emphasise corners and reinforce the most prominent frontages.

These policies still carry weight as the adopted policies and are to be carried forward within the new

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Local Plan.

BCAP35 also requires development to reflect the Spatial Framework for the Enterprise Zone. Whilst the Spatial Framework does not hold the weight of adopted planning policy, it is a material consideration for the purposes of determining the application. In large part the Spatial Framework promotes the wider area for mixed-use development parcels. The Spatial Framework identifies the application site as being suitable for low-rise buildings of 2-4 storeys, with the development on site already having been assessed as the maximum for this site. The Temple Quarter Development Framework is also a material consideration, and promotes well designed places and the creation of a public realm of distinction.

As set out above, and in the submitted application documents, the recently granted application is material consideration in the assessment of this application. This means that significant weight should be afforded to that scheme, and it should be noted there is no significant change in circumstances in the area since the scheme was granted planning permission that would lead to a different assessment being applied on this application.

Over the course of the previous application the height of the proposed development was reduced from part 8 part 6 storeys, to part 6 part 5 storeys. In view of the constrained size of the site, officers encouraged the applicant to explore a reduction in height and breaking down the massing to the elevations, in order to alleviate the impact on the street scene and on the heritage assets.

In the approved scheme, the height was much reduced along Gas Lane, to the extent that the revised and approved scheme better responded to the street scene, as well as the height and scale in the area. It was noted in both the Committee report recommending approval, as well as in the discussion at Committee meeting however, that although the reduction of height, was positive, there were other design aspects that were deemed to be less than ideal, and this resulted in an “on balance” recommendation.

Public Realm

The constrained streets in the area are discussed within the Spatial Framework and more recently the TQ Development Framework that was approved by Cabinet in May 2023. The Development Framework highlights the fact that the area is deficient in open space and green infrastructure.

The proposal would have the effect of increased occupancy and would introduce a new a population likely to be walking and cycling through the area. In the current scheme, this number would be higher – a further 54 residents would occupy the scheme. In view of this, there was a strong emphasis in the previous application to consider the impact of the proposals outside the red line and to liaise with developers on neighbouring sites.

While building heights on adjoining schemes are in some cases higher, the confined nature of the site and its triangular configuration needs to be taken into consideration. For comparison purposes, the density of the approved scheme is 975 in bed spaces per hectare (bsph). This is at the upper end of what is comfortable on the site, as discussed elsewhere in this report. The revised scheme increases this to 1193 bsph (a 22% increase).

The approved scheme includes a set-back of the scheme’s southern element on Gas Lane, which results in widening the street to 10m compared with the current 5.5m. The scheme also steps back along its eastern edge, allowing space for a new walkway through Freestone Passage to be opened up at ground floor level, and a colonnaded undercroft is introduced to create this space. The current scheme proposes the same layout with no additional offer to the public realm on any of the surrounding streets to reflect the increase in quantum.

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The deficiencies of the approved scheme were noted in the committee report:

“Whilst [the set-back on Freestone Passage] is welcome, the quality of the public realm here would not be ideal as the footprint of the building does not offer a set-back generous enough to create an attractive route, rather, it would be in an undercroft. On the stretch closer to Gas Lane, the building overhangs with a colonnade that will impact on visibility. On the stretch towards Freestone Road, the height proposed as well as the narrowness of the passageway could make the route appear oppressive. Officers consider this to be an improvement on the earlier version, in which there was no set-back, however to have better addressed the situation a set-back could have been included on all levels.”

It is considered in the revised proposal, this impact would be worsened unacceptably – with no corresponding increased public realm, the increased height and bulk would make the route appear more oppressive and narrow.

Paragraph 135 of the NPPF requires local planning authorities to seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used). It is considered that the current proposal for additional height would undermine the quality that was embedded in the previous scheme.

Elevations

The approved scheme showed a strong horizontal emphasis to the elevations, using horizontal bands to emphasise the building's base, middle and top. In the current scheme, the space between the lower horizontal bands has been increased from two floors to three. This gives the scheme a more vertical emphasis in an area characterised by its horizontality, and adds a more weighty appearance of the character between those three floors. As a result the scheme appears more top-heavy, particularly in Verified Viewpoint no.1 – taken on the corner of Gas Lane and Freestone Road.

Materials are as previously proposed - a mix of brick, stone, brick features, and metal surrounds for the entrances. Details of these materials were secured by condition in the previous application and would be again here if recommended for approval. The depth of the horizontal banding is also important, with a double brick depth having been negotiated. A further condition required large scale details to be submitted for approval. Both are yet to be submitted for approval.

Biodiversity Net Gain and Soft Landscaping

The Environment Act of 2021 set out the expectation for all new developments to achieve a 10% increase in the biodiversity value when compared to that of the pre-development value. At the time of writing, this is imminently due to be incorporated into planning policy. The NPPF also requires a Biodiversity Net Gain to be demonstrated.

Ecological mitigation is required to meet the requirements of the NPPF. This states at paragraph 174d that planning decisions should enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures; it also states at paragraph 180d, that opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

Policy DM19 seeks to protect habitat, features and species which contribute to nature conservation, and developments are expected to be informed by appropriate surveys and maintain connectivity

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for wildlife. The site is located in an urbanised area and is not within or directly adjacent to any designated wildlife sites.

A certain amount of soft landscaping was shown in the approved scheme, although it was not demonstrated that species had been selected to thrive in a shady environment. Concerns were raised at the last committee on the quality of landscaping that could be provided in this space. It should be acknowledged that the courtyard would become darker with the current proposal, due to the proposed additional floor, and this would impact further on the type of meaningful planting that could be achieved. This element was also raised as a concern during the assessment and determination of the previous application.

With the current application, a BNG metric has been submitted, although with no accompanying BNG report. The mechanism for calculating the BNG (the biodiversity metric) is currently a material consideration, and in accordance with this the applicant has applied BNG metric 3.1 as being relevant at the time the application was made.

In the event of an approval, a BNG report (incorporating the comments from the Nature Conservation Officer) would be required by condition, and the landscaping plan would also need to be updated so that the proposed habitats identified in the BNG metric are accurately reflected. As with the previous scheme, an Ecological Mitigation and Enhancement Strategy would also be required by condition. This would need to include locations and details of any wildlife habitats and SUDS features that could be incorporated.

Public Art

As confirmed above, the Public Art Strategy condition was approved on 24 May 2023. The approved strategy was prepared in collaboration with a Public Art Producer and demonstrates the commitment and budget (£30,000) that is to be allocated to a Public Art response on the site.

The applicant has offered to increase the public art budget to £60,000. An enhanced budget would mean that an enhanced public art strategy could be produced across the site. The extant scheme identified locations on the site for public art, with “an artist residency resulting in both temporary and permanent interventions within publicly accessible areas”. Due to the constrained site these areas are limited so it is questioned how much additional benefit could be delivered by the increased budget. As such, limited weight is given to this additional benefit.

Crime and Design

Comments made by the police remain unchanged in this application. The issue of safety in the proposed colonnade remains. A scheme showing details of lighting and CCTV is a requirement of the extant scheme to be submitted prior to occupation.

(E) WOULD THE PROPOSAL PROVIDE FOR AN ACCEPTABLE LIVING ENVIRONMENT FOR THE PROPOSED RESIDENTS?

Good design and protection and enhancement of the environment are critical components of central government guidance, as identified in the NPPF. Adopted Bristol Core Strategy Policy BCS18 makes specific reference to residential developments providing sufficient space for everyday activities and to enable flexibility and adaptability by meeting the appropriate space standards. In addition, Policy BCS21 expects development to safeguard the amenity of existing developments and create a high-quality environment for future occupiers. Furthermore, Core Strategy Policy

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BCS15 requires development to address issues of flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting.

The Urban Living SPD expands on this further, by setting standards for access to open space and amenity space as part of the development.

Section 2 of the Urban Living SPD refers to liveability issues, in particular, the requirement in the SPD is for 5sqm private outdoor amenity space per 1-2 bedroom dwelling and an extra 1sqm for each additional occupant. It should be noted that student accommodation models do not generally include private amenity space. In this area however, other schemes for student accommodation have set a precedent for providing at least 5sqm of communal outdoor amenity space per person (rather than private, per equivalent dwelling). This quantum is in view of the identified deficiency of open space in the local area as well as the increased pressure that the increased population would place on existing open space at Dings Park. As an example, Unity Street student accommodation (Kingsdown House, BCC ref: 19/01690/F) provided 5.95sqm per bedspace. Therefore it is important to ensure on-site provision is adequate. The consideration of numbers provides an indication of the amount of space, however the quality of that space must also be factored into the assessment since this would impact on the future occupiers of the scheme.

Quality accommodation is a requirement of national and local planning policy. Just because the nature of PBSA tenancies may be shorter than those of other types of residential accommodation this is no justification to apply reduced quality standards to student accommodation. Similarly, the development is required by BCS18 to be flexible and adaptable to other types of residential use, therefore standards of quality must be incorporated into all types of residential development.

Policy DM16 requires development to ensure that open space for recreation that meets the standards set out in Appendix 1 of SADMP, is provided. This policy seeks an appropriate quality, distance to and quantity per person of publicly accessible open space for recreation. Figures are expressed as “Locality” which is a minimum that should be present at 18sqm per person, and “quality” which assesses facilities available at the open space.

The Temple Quarter Joint Delivery Team is progressing a review of the Parks strategy and it is already established that development will not be able to deliver on the current standards required by the strategy. This is a key consideration for residential proposals in the Temple Quarter area.

The proposal includes a similar amount of amenity space as the previously approved scheme – although it should be noted that the roof terrace at 6th floor level is proposed to increase from 335sqm to 441sqm. The central courtyard at ground floor level which would have an area of 449sqm. In total this equates to 1,020sqm (if including the covered area beneath the undercroft).

BRE Guidelines for assessing daylight and sunlight recommends that at least 50% of an outside amenity area should receive at least two hours of sunlight on 21st March. The application is accompanied with a Daylight and Sunlight report (by Consil, dated March 2022, and follow up Supplementary Statements dated 16 March 2023 and 22 September 2023 respectively.) The report and September statements state that only 15% of the courtyard would receive two hours of sunlight on 21st March. It should be noted that this was reported to be 16% in the previously approved scheme. The roof terrace would receive good levels of sunlight in view of its elevated position.

Concerns were raised during the previous application regarding the debatable quality of the outdoor amenity space in view of the limited levels of sunlight that would be received across a high proportion of the ground floor courtyard. Albeit the current proposal presents only a marginal reduction in light received in the courtyard (by 1%), this should be factored into the assessment as the quality of this space would be diminished.

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A communal lounge (173sqm) has been added at level 6, in place of 6 studios, as a response by the applicant to improve the amount of amenity space for students. This also has the effect of enlarging the roof terrace (as stated above) to 441sqm. The submission documents report that the total amount of amenity space per student would be 4.9sqm. This figure includes internal and external amenity space, and not kitchen/dining rooms.

The courtyard as a result of the additional height would be more enclosed, thus intensifying concerns raised with the previous scheme. In view of the deficiency in local open space, officers expressed a preference for good quality outdoor amenity space to be provided within the scheme and this position has not changed since planning permission was granted.

Also factored into the balance in the assessment of the extant scheme was the fact that additional space was added to the undercroft along Freestone Passage. This was deemed to marginally improve the public realm and whilst not counting towards the provision of external amenity space relating to the residents, the balance was applied more favourably because of this wider public benefit. No reciprocal increase is offered with this current proposal that would result in an equivalent balance being applied.

The application is not supported by convincing evidence to say that students would have access to good quality outdoor space in accordance with DM16. This development would introduce additional residents into an area where there is already evidence of low quantity, quality and access to public open space for recreation. The additional height and quantum proposed by this application would not provide additional benefits that could be weighed against the shortfall, and the application has not addressed the demand that it creates for open space for recreation. This shall therefore form part of a reason for refusal of the application.

(F) WOULD THE PROPOSAL ENSURE GOOD LEVELS OF DAYLIGHT AND SUNLIGHT WITHIN THE SCHEME AND TO RESIDENTIAL SCHEMES COMING FORWARD ON NEIGHBOURING SITES?

This application is accompanied by a BRE Daylight and Sunlight Assessment by Consil dated March 2022. This predates both the current application and the grant of planning permission for the extant scheme, however is clearly based on the 320 bedspace scheme that was originally proposed here. The application is also accompanied by two “supplementary statements”. The latter two statements focus on the light received by the courtyard rather than the residential accommodation on the application site or on neighbouring sites.

The reports acknowledge that the BRE guidelines have been updated since the previous scheme was approved and the tests that were applied (Average Daylight Factor, Annual Probable Sunlight Hours and Daylight Distribution) have now been superseded.

These tests have been replaced with two methodologies. One is based on target illuminances from daylight on a reference plan at an hourly interval rate within a given year. This is measured in LUX levels. According to a summary given in the Consil report, the following standards are recommended:

100 LUX in bedrooms
150 LUX in living rooms
200 LUX in kitchens

Daylight factor is also used, which is the illuminance level on a given point of the space in question, divided by the illuminance of an unobstructed horizontal surface outdoors. Again, according to a summary given in the Consil report, the following standards are recommended:

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0.7% daylight factor in bedrooms
1.1% daylight factor in living rooms
1.4% daylight factor in kitchens.

The current submission has not provided the same BRE tests as in the previous application so an accurate follow-on assessment for comparison has not been able to be applied.

BRE Daylight And Sunlight – Neighbouring Properties

The scheme would introduce a new 7 storey building in an area characterised by particularly low-rise buildings. Whilst there are no residential properties in existence, the Victoria Hall scheme which had not at the time of writing been determined (application ref: 19/02675/F) opposite the site to the north on Freestone Road, was used in the BRE report accompanying the previous application for assessment, which used Vertical Sky Component (VSC), Daylight Distribution (DD), Average Daylight Factor (ADF) and Annual Probable Sunlight Hours (APSH) tests.

There is also an outstanding application on the site to the east, at Kingsland Road (22/06050/F) which proposes student accommodation with windows to habitable rooms facing over this scheme.

The Consil report March 2022 has retracted its previous assessment of the Victoria Hall scheme and instead states that “there are no nearby existing residential dwellings that can be impacted by the proposed development, nor are there any consented schemes”.

In the previous scheme it was found that a proportion of the windows within the Victoria Hall scheme would fail some of the BRE tests, but that they would meet the guidelines in others. There was also found to be a proportion which would fail the tests even without the Gas Lane development being in place, due to the layout of the Victoria Hall development as proposed finger blocks and closely spaced. The supplementary statement from Consil (16 March 2023) states that the accompanying BRE assessments for both of the neighbouring applications (22/06050/F and 19/02675/F) would have factored in the consented development at Gas Lane when they were designed, and therefore dismisses any further assessment as being unnecessary. The findings of those BRE reports however, are not presented here so it is not possible to corroborate that judgement. Furthermore, at time of writing at least one of those schemes is yet to be consented so no formal assessment may be based on this.

It is not considered that this application satisfactorily demonstrates that the current proposal at Gas Lane would not harmfully restrict light levels received by the accommodation proposed on neighbouring sites, and as such whether the development potential of those sites would therefore be compromised.

The previous BRE assessment suggested that the Freestone Road site could still be developed to a reasonable density, however the same assessment is absent from the current scheme. The addition of one storey is likely to impact on the proposed accommodation on the site to the north, and without the full assessment being available, this therefore gives rise to concern.

Accommodation Within The Scheme

The Consil Daylight and Sunlight report (March 2022) accompanying the current application does not use Average Daylight Factor (ADF) and Annual Probable Sunlight Hours (APSH) tests or the 2-hour sun on ground assessment used in the previous scheme, since these tests have been superseded. Instead, the report employs illuminance and lux levels and offers the conclusion that nine rooms would fall below the default targets.

It is acknowledged that BRE guidelines are to be considered flexibly, depending on local context. It

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is also notable that the standards are applied to typical residential development, where separate living rooms, bedrooms and kitchens are provided.

In the approved scheme, 5 Living/Kitchen/Dining (L/K/D) rooms and one studio flat on the fourth floor would have failed the tests. It was also reported that the floors within the habitable rooms are light-coloured and so provide reflectance values which would require the floors to be kept clean and clear. Once again, this led to an on-balance conclusion that the scheme provided adequate standard of light.

In the current scheme there are 9 rooms that fall below default targets, 7 are kitchen dining areas, and two are studios on the fifth floor. As with the previous scheme, the report concludes by saying that the large communal kitchen areas tend to rely on electric lighting in any event, in order to safely perform tasks such as cooking. There are now two studios that would fail (rather than one previously), and one is noted on the drawing to be an accessible room. Both studios are located in corners of the development plot making them deeper for light to penetrate.

In the current scheme there are more rooms that would fall below the targets than in the approved scheme, which was considered to be acceptable on balance. This leads to a further erosion of quality within the accommodation.

Conclusion on Daylight and Sunlight

As reported in the Consil report, nine rooms would fail to meet the nominated standard. Insufficient evidence has been presented to demonstrate that sufficient daylight levels could be achieved on forthcoming neighbouring developments. This is factored into the overall assessment on quality of accommodation.

CONCLUSION ON QUALITY OF ACCOMMODATION

The previous Committee report stated:

“Over the course of the application and pre-application, officers have suggested removing the south elevation altogether to enable more light to penetrate into the amenity space and into the rooms facing into the courtyard. This would have made the best use of the site’s orientation (as required by DM27) and created a south facing courtyard which would have provided a valuable amenity space, especially in view of the area’s lack of public open space. However the applicant held concerns over commercial viability and site security. This being a relatively small site, it is appreciated that there are limited options to amend the layout. Officers, as well as Design West, also recommended the applicant enter into discussions with neighbouring developers as it was considered that a masterplanning exercise would have enabled the best use to be made of the surrounding sites, to include public amenity space, green infrastructure and coherent pedestrian routes through the area.

Whilst no masterplan exercise was entered into, officers are aware that the developer has taken part in the developer forum in the area and liaised with developers on neighbouring sites, particularly in relation to the highways improvements.

The applicant has responded and worked through the issues, and the scheme presented is the result of negotiations over a substantial period of time. Given the site constraints it is recognised that there are limited options to develop the site for the quantum of accommodation proposed”.

The Committee report went on to state:

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“In relation to Daylight and Sunlight, the revised proposal is likely to improve light levels within the accommodation to some degree, albeit the external courtyard would be in shade for much of the time. This is balanced with the fact that the scheme provides additional external amenity space on the roof terrace at fifth floor level, as well as additional communal areas within the building, and offers public realm.”

The scheme was deemed to be an acceptable response to the site, and an on-balance recommendation was made.

The current scheme has the effect of exacerbating certain characteristics of the approved scheme that were only marginally accepted, without any added mitigation in the form of additional public realm or an improved layout. The proposed additional floor would worsen the light levels received by the internal courtyard and the student accommodation, and it is likely that it would lead to limited light levels received by developments on neighbouring sites, to the extent that it would prejudice development of those sites by requiring a potential re-configured layout on each of the sites.

It could not be said that the scheme would offer an acceptable standard of accommodation, and it would not ensure that neighbouring sites could be developed without compromising their development potential.

It is therefore considered that the scheme fails to meet policy BCS21, which requires development to safeguard amenity of existing development and create a high quality environment for future occupiers. It also fails to meet DM27 which states that development should not prejudice existing and future development potential of adjoining sites.

(G) WOULD THE PROPOSAL PREJUDICE DEVELOPMENT OPPORTUNITIES ON NEIGHBOURING SITES, AND WOULD HARMFUL LEVELS OF OVERLOOKING BE INTRODUCED?

Policy DM27 (Layout and Form) states that proposals should not prejudice the existing and future development potential of adjoining sites or the potential for the area to achieve a coherent, interconnected and integrated built form. Where such potential may reasonably exist, including on sites with different use or ownership, development will be expected to either progress with a comprehensive scheme or, by means of its layout and form, enable a co-ordinated approach to be adopted towards the development of those sites in the future.

The proposal is for a large-scale development on a relatively modest and constrained site. The issue of the scheme's impact on neighbouring sites was considered in the assessment of the extant scheme. Concerns were such that officers had expressed a preference for the eastern elevation to be stepped back into the site so that more of a set-back could be achieved between the neighbouring site and to create a more generous and better-aligned route through Freestone Passage. However, this would have reduced the quantum of the scheme and the applicant held concerns over viability.

The current scheme would exacerbate this arrangement, given the additional height as well as the increase in habitable rooms facing over the neighbouring site.

It is likely that this proposal would result in overlooking between the sites, and lead to limited light levels received by developments on neighbouring sites, to the extent that it would prejudice development of those sites by requiring a potential re-configured layout on each of the sites.

It could not be said that the scheme would ensure that neighbouring sites could be developed without compromising their development potential.

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It is therefore considered that the scheme fails to meet DM27 which states that development should not prejudice existing and future development potential of adjoining sites.

(H) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

The NPPF requires all developments that generate significant amounts of movement to be required to provide a Travel Plan, and the application should be supported by a Transport Statement. It also states that in assessing applications, it should be ensured that:

- appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

It also states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

BCS10 sets out development principles, and places pedestrians and cyclists at the top of the hierarchy of road user priorities. It requires proposals to create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

DM23 expects development to provide a safe secure, accessible and usable level of parking provision having a regard to parking standards, as well as secure and well-located cycle parking and facilities for cyclists. The same policy also expects developments to provide appropriate servicing and loading facilities which make effective and efficient use of land and be integral to the design of the development. DM32 also requires the location of recycling and refuse provision to be integral to the design of the proposed development.

The application is supported by a Transport Statement (TS) and Travel Plan (TP) and these have been reviewed by the Transport Development Management officer (TDM). It is acknowledged that there are very few differences in terms of transport considerations, and the same highways-based improvements would be secured here in the event of an approval.

In terms of transport considerations in the previous scheme, there has been no change to the local highway conditions. As previously reported, access to and movement within the area surrounding the site and in the wider Enterprise Zone is severely compromised. This is due to the relatively inaccessible location, narrow roads, poor lighting and lack of parking restrictions. Pedestrian and cycle routes are disadvantaged by narrow pavements and carriageways, poor crossing facilities, road and rail infrastructure acting as barriers and high levels of vehicle traffic, and these existing constraints can give rise to conflict. Significant investment is therefore needed in the travel infrastructure to improve accessibility in the area.

The approved scheme (21/06761/F) along with other neighbouring developments at Silverthorne Lane secured a number of improvements (either via condition or TRO) to the local highway network in recognition of the fact that a large influx of new residents would be using the area. Each site as it comes forward it would be required to provide the improvements which directly relate to that site. Given there are a number of sites coming forward for the development this will deliver improvements across the network.

Dings Tunnel

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As part of the previous application and in line with officer advice, the developer put forward a scheme of works for Dings Tunnel and these details were secured by condition.

This route will provide a key link between this site and the area to the north of the railway line however it is currently a very unattractive route (poor lighting, low headroom, blind corners and lots of fly tipping). There is also a dog-leg in the route meaning there is very limited forward visibility further increasing its sense of danger. The route is adopted highway in the Council's control although the any significant amendments would need to be agreed with Network Rail.

Proposals for upgrading the underpass include:

- New lighting
- New signing
- Removal of the blind spots by chamfering the walls
- Resurfacing the pavement
- Removing rubbish and fly tipping

As referenced above, this condition has been approved although in the event of an approval of the application subject to this report, these same details would need to be submitted and secured against this scheme.

As part of the pedestrian tunnel improvement, it is proposed to remove stone setts. The approved condition also demonstrates that the stone setts would be re-lain, therefore this detail would also be submitted and secured by compliance condition in the event of an approval.

Works To Freestone Passage

There is only part of Freestone Passage within the applicant's ownership, therefore whilst the developer would continue to have access rights over the land, they may not be able to upgrade it unless agreement can be reached with the landowner. However, as already noted, the extant proposal secures works in relation to this area.

Works secured in the previous application are set out in the Planning Obligations Key Issue below.

The amount of cycle parking meets the required Local Plan standard for the increased number of bedspaces proposed. The refuse storage has also been increased in area in the current application, to accommodate the uplift in quantum. This is acceptable.

In the event of an approval the same transport conditions and planning obligations would be secured.

(I) WOULD THE DEVELOPMENT MITIGATE ITS IMPACT ON, AND ADAPT TO THE EFFECTS OF CLIMATE CHANGE?

As embedded in the NPPF, sustainability should be integral to all new development, and should encourage opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems. BCS13 encourages developments to respond pro-actively to climate change, by incorporating measures to mitigate and adapt to it. BCS14 sets out a heat hierarchy for new development, and an expectation that new development will connect to existing CHP/CCHP distribution networks. The same policy also expects development to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%. BCS15 requires developments to demonstrate through a Sustainability

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Statement how they have addressed energy efficiency; waste and recycling; conserving water; materials; facilitating future refurbishment and enhancement of biodiversity. This policy also requires a BREEAM Excellent score to be achieved for all major non-residential development. Bristol City Council's Climate Change and Sustainability Practice Note provides further advice on these matters.

The application is supported by an Energy and Sustainability Strategy, incorporating a Thermal Comfort assessment which has been reviewed by the Council's Sustainability officer.

Overheating

A thermal comfort assessment has been provided, which shows no risk of overheating for 2020 and 2050 weather files. When prompted, the applicant provided the 2080 weather file which showed that some internal blinds would be required to mitigate the risk of overheating. This is not supported. The applicant responded to state that lower g-values would be used in the glazing, in conjunction with user intervention (ie occupiers opening and closing blinds and windows). No further objection was raised by the sustainability officer on this response.

BCS14**Energy calculations.**

The energy statement is based on Part L 2013. It's noted that the application was validated 29th March, so this is acceptable in line with CC&S practice note addendum, which allows Part L 2013 to be used until the end of March 2023. Thereafter Part L 2021 must be used.

District Heat Connection and Heat Hierarchy

The Heat Hierarchy in Policy BCS14 favours the use of large scale renewable and low-carbon energy installations. It sets out that new development should demonstrate that heating and cooling systems should, in the first instance, connect to an existing CHP/CCHP distribution network in preference over individual systems. The Council already has a network in place in some parts of the city and this is expanding to serve a wider area. This development lies within the heat priority area, and will therefore be designed to connect to the heat network, and the Energy Team have confirmed that there will be a Heat Network within the vicinity of the site for a Day 1 connection. The developer has agreed to the connection, and this was secured by condition in the extant scheme. This would be secured in the event of an approval.

In the current application however, the management of social spaces are reported to have space heating provided by VRF rather than the heat network. This would be unacceptable as it would not comply with the heat hierarchy. The applicant suggests that provision of space heating from the DH network and separate cooling from chillers would add complication, additional maintenance; and unwarranted expense. However no information has been presented to enable a comparison of the difference between the solution proposed and a policy compliant solution in regards these issues, In terms of costs, whole life cost would need to be considered here.

Renewable energy

The original Energy statement did not present sufficient evidence to reflect the heat network had been factored into the renewable energy provision. If it had, PV results in a 15% reduction in CO2 emissions beyond residual emissions. There is a shortfall and as such a carbon offset contribution should be secured by S106 to secure a full 20% reduction in CO2 emissions. If sufficient evidence had been presented to reflect the heat network connection, no contribution would be required. An update will be provided at committee.

BREEAM

A BREEAM pre-assessment has been submitted for the proposed for student accommodation which demonstrates that an 'excellent' rating can be achieved in line with the policy requirement.

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A BREEAM pre-assessment should be provided for the commercial elements of the scheme. The broadband connectivity statement confirms that superfast broadband can be provided to the address. A condition securing this would be applied in the event of an approval.

Whilst a number of issues remain with the sustainability strategy, overall it is considered that the issues would be able to be addressed by condition in the event of an approval. A carbon off-set contribution secured by s106 is also likely to be required.

(J) DOES THE PROPOSED FIRE STRATEGY MEET THE REQUIREMENTS OF THE HSE?

From August 1 2021, the government published advice requiring measures to ensure fire safety are incorporated at planning stage for developments involving a high rise building. The previous scheme fell below the height necessary for consultation, however the proposal in its revised form now requires consultation with the HSE. The HSE commented initially on the application and highlighted problems with the lack of separation between a single staircase and ancillary accommodation. A response was provided, however, these were still not considered to fully address the concerns, which largely centre around firefighting shafts being obscured by plant rooms. Further amendments would need to be provided to the layout of the scheme to address this. An update will be provided at committee on whether the applicant could incorporate these changes.

(K) PLANNING OBLIGATIONS

Section 106 of the Town and Country Planning Act 1990 sets out the legislative background for securing planning obligations, and the NPPF sets out that planning obligations should only be used where they are necessary, directly related to the development, and fairly and reasonably related in scale and kind to the development. BCS11 states that obligations or contributions secured by s106 may be sought from any development that has an impact requiring mitigation, and that CIL is also required in accordance with the CIL regulations. The Council adopted its own Planning Obligations SPD in 2012, which supports and provides additional guidance against the above legislation and policies.

A s106 agreement was secured under the previous scheme, and as stated above, the contributions have been paid (with the exception of the Travel Plan fee which is payable upon first occupation).

Should members be minded to grant permission for this development against officer recommendation, a new Section 106 Agreement would be required. It would need to reference the obligations already paid under the original consent, and require payment on the Travel Plan Contribution on First Occupation.

In brief, the following obligations would be secured:

- Travel Plan £5,335
- Fire Hydrant
- Traffic Orders
- Transport Infrastructure
- Allowable solution (carbon off-set)

Paragraph 55 of the NPPF advises that planning obligations should only be used to make development acceptable where it can't be secured by condition. As stated, the applicant has offered additional financial contributions as mitigation for the additional quantum. £50,000 is offered towards public realm, and the public art budget is proposed to be increased from £30,000

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(which is the figure allocated within the Public Art Strategy approved by condition) to £60,000.

Paragraph 57 of the NPPF requires planning obligations to meet the following tests:

- a) Necessary to make the development acceptable in planning terms;
- b) Directly related to the redevelopment; and
- c) Fairly and reasonably related in scale and kind to the development

No specific project has been put forward by the applicant or costs analysis stating why £50,000 would be considered to make the development acceptable in this instance. It is stated that the contribution would be made towards public realm improvements, such as the provision of additional lighting, or to enhance Freestone Passage. However, lighting and improvements to Freestone Passage has already been secured through the previous application. The applicant's offer of £50,000 towards public realm improvements would not meet the tests of the NPPF.

The offer to increase the budget for public art would not be secured by planning obligation, since it was subject of a condition in the extant scheme.

The possible necessity for a carbon off-set contribution is discussed at Key Issue (I). Because this issue is not addressed within the current submission, and in the absence of a commitment to this possible obligation, this shall form a reason for refusal. If an acceptable undertaking was received by the applicant, this issue would be overcome.

CONCLUSION

The scheme would alter the consented development on site, which is currently being implemented. It would have the effect of delivering 54 bedspaces for student accommodation, for which there is a demonstrated need. This would equate to 21.6 dwellings that would count towards the City's housing figures. The provision of housing is seen as a benefit and carries weight in the overall assessment.

The extant scheme also provided student accommodation, and financial obligations secured against the extant scheme, as well as the CIL, have already been paid.

The applicant has also offered an additional financial contribution towards unspecified public realm improvements, as well as an additional budget allocated to public art, although for the reasons given above these aspects of the proposal attract limited weight.

The current scheme has the effect of exacerbating certain characteristics of the approved scheme that were only marginally accepted, without any added mitigation in the form of additional public realm or an improved layout. The proposed additional floor would worsen the light levels received by the internal courtyard and the student accommodation, and it is likely that it would lead to limited light levels received by developments on neighbouring sites, to the extent that it would prejudice development on those sites.

The design changes would appear heavy, unbalanced and over-dominant within the streetscene and would result in harm to nearby heritage assets, as described, which would not be outweighed by any reciprocal uplift in what can be counted as benefits to the application that were not already assessed against the extant scheme.

In the light of the above considerations, the application is recommended for refusal.

COMMUNITY INFRASTRUCTURE LEVY

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The CIL liability for this development is £1,327,420.17

RECOMMENDED REFUSE

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

Reason(s)

1. **Poor standard of accommodation**
The application is not supported by convincing evidence to say that students would have access to good quality outdoor space in accordance with DM16. The communal amenity space within the courtyard as well as living accommodation within the scheme would be compromised in terms of natural light received, resulting in a poor living environment for occupiers. This would be contrary to the NPPF, BCS21 of the Core Strategy 2012 and; DM27 of Site Allocations and Development Management Policies 2014.

2. **Poor design**
The proposed additional height and related elevation treatment would be inappropriate to the immediate context, site constraints, character of adjoining streets and spaces. The proposal would have the effect of unbalancing the elevations, making the development appear heavy in the streetscene. It offers a poor design response for the site and context and would fail to respond appropriately to the streetscape and would harm the character and appearance of the area. This would be contrary to the NPPF, policy BCS21 of the Core Strategy 2012; and policies DM26; DM27; DM29 of Site Allocations and Development Management Policies 2014.

3. **Heritage harm**
The additional height and quantum would result in less than substantial harm to the setting of the Grade II STAR listed St Vincent Works, the Grade II Gasworks Perimeter Wall as well as the Silverthorne Lane conservation area. This harm would not be outweighed by public benefits. In view of the over-dominant height and scale of the proposal, the overall design quality is compromised, and the proposal would fail to integrate itself positively into the city streetscape and skyline. As such the proposal fails to comply with the NPPF, policy BCS22 of the Core Strategy 2012 and policy DM31 of Site Allocations and Development Management Policies 2014.

4. **Public Realm and relationship with neighbouring sites**
The increased quantum would not be balanced by any reciprocal improvement to the quality of public realm to mitigate the increased occupancy and increased height, bulk and massing of the scheme. The proposed additional height and poor design would mean the development would fail to contribute to the creation of quality urban design and in view of the tight spacing between developments is likely that it would lead to limited light levels received by developments on neighbouring sites, to the extent that it would create a poor quality public realm and prejudice development of those sites. As such the development would be contrary to the NPPF, policy BCS21 of the Core Strategy 2021; and policies DM27 and DM28 of Site Allocations and Development Management Policies 2014.

5. **Planning Obligations**
The development would fail to mitigate its impact on climate change by making a contribution towards an allowable solution for carbon offset, and as such would be contrary to the NPPF

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and policy BCS11 of the Core Strategy 2012.

Advice(s)

1. Refused Applications Deposited Plans/Documents

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

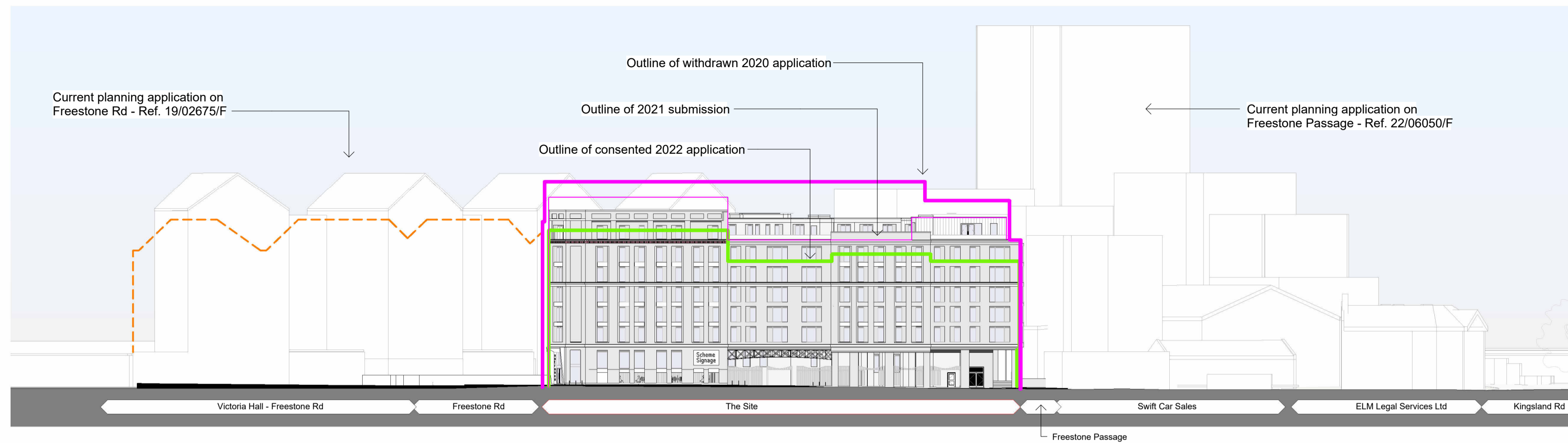
- 0121 Location plan, received 29 March 2023
- 0122 Existing site plan, received 29 March 2023
- 0250 REV C Plan level 0 courtyard and undercroft, received 4 October 2023
- 0251 REV C Plan level 00, received 4 October 2023
- 0253 REV B Plan level 02, received 4 October 2023
- 0254 REV B Plan level 03, received 4 October 2023
- 0255 REV B Plan level 04, received 4 October 2023
- 0256 REV B Plan Level 05, received 4 October 2023
- 0257 REV B Plan level 06, received 4 October 2023
- 0258 REV B Roof Plan, received 4 October 2023
- 0350 REV C Elevation large (sheet 1 of 5) Gas Lane, received 4 October 2023
- 0351 REV A Elevation Large (sheet 2 of 5) Frestone Road, received 3 August 2023
- 0352 REV B Elevation large (sheet 3 of 5) West corner and Freestone Passage, received 4 October 2023
- 0353 REV D Elevation large (sheet 4 of 5) Courtyard Sheet 1, received 4 October 2023
- 0354 REV C Elevation large sheet 5 of 5, received 3 August 2023
- 0355 REV B Context section, received 4 October 2023
- 0356 REV A Details section, received 3 August 2023
- 0360 REV B Public Art opportunities, received 4 October 2023
- 0731 REV C Gross internal areas, received 4 October 2023
- 0741 REV C Gross external areas, received 4 October 2023
- 101(Q) Landscape layout, received 29 March 2023
- 102 REV I Landscape layout level 6, received 4 October 2023
- 105(D) Predestrian link, received 29 March 2023
- 500(P7) Proposed drainage strategy, received 29 March 2023

Supporting Documents

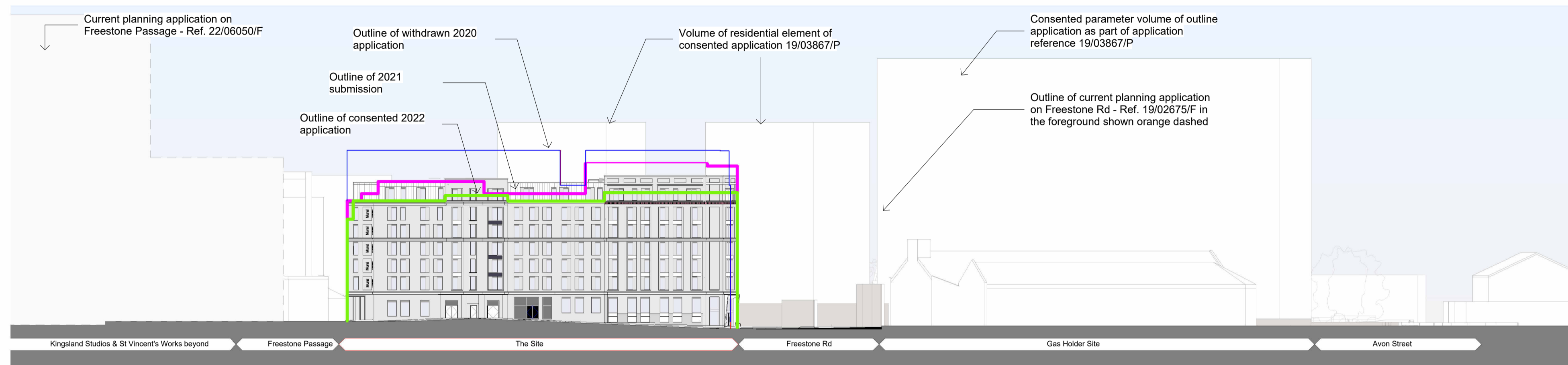
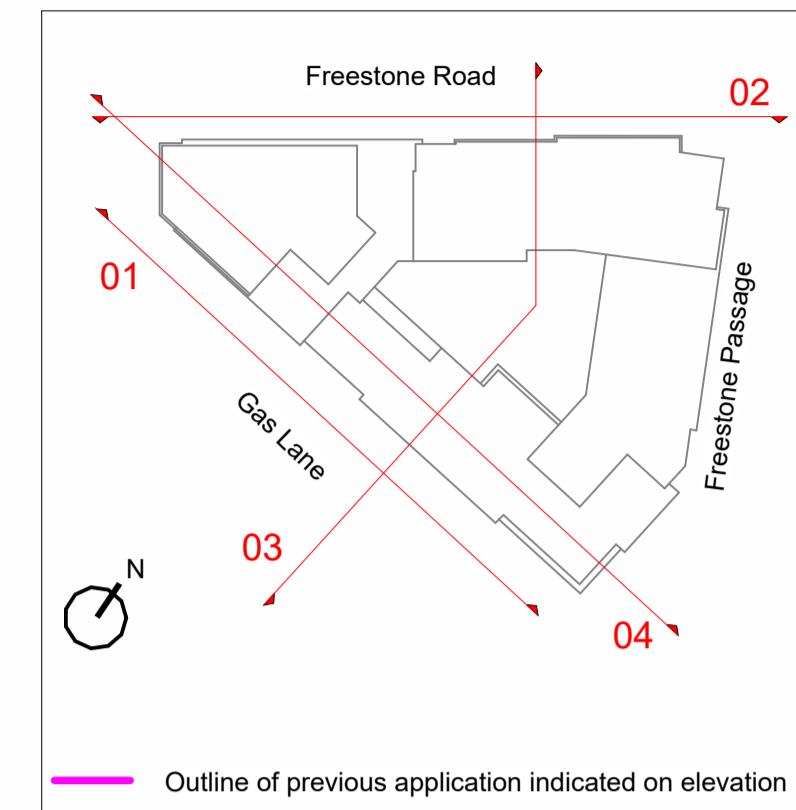
1. Land And Building On The North Side Of (bl5358) Gas Lane

1. Context Sections
2. Freestone Passage Elevation
3. Freestone Road Elevation
4. Gas Lane Elevation
5. Ground Floor Level
6. Level 0
7. Level 1
8. Level 5
9. Level 6
10. Roof level landscaping

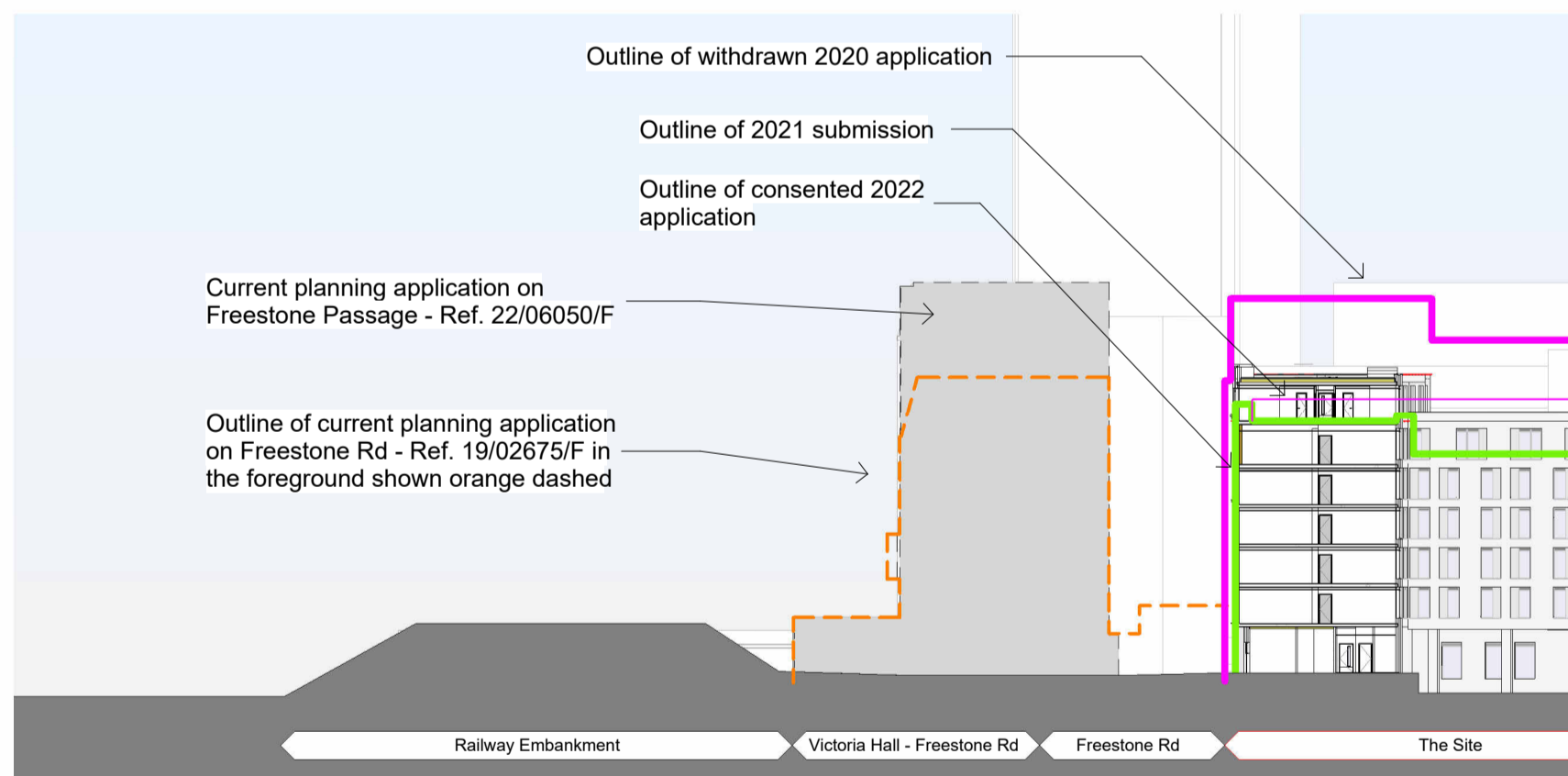
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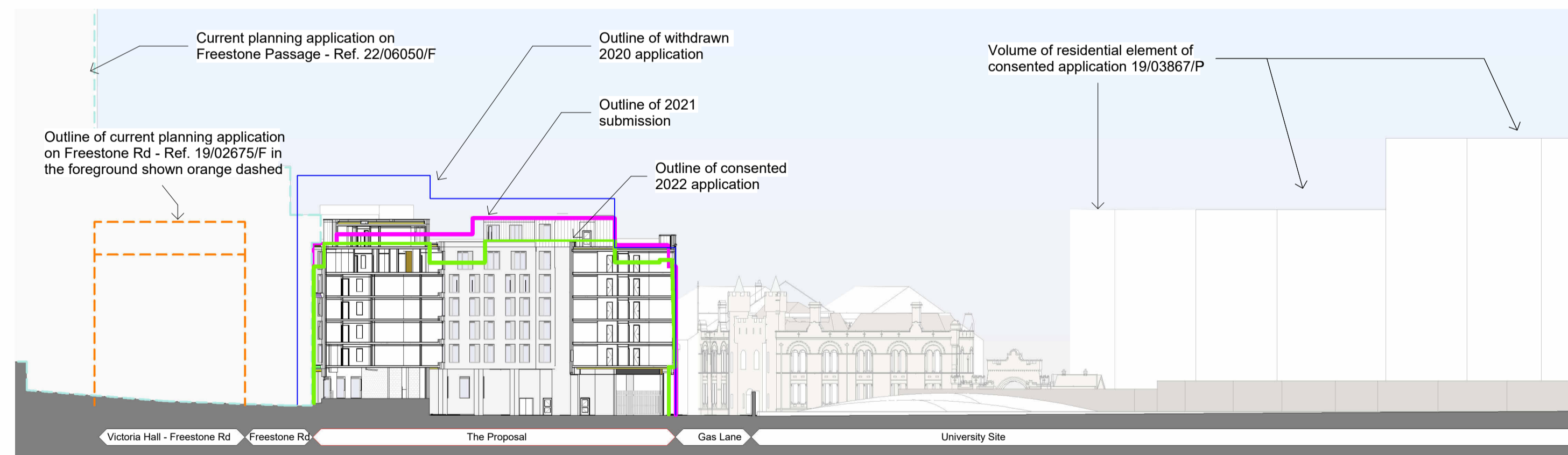
1. Gas Lane - Street Scene
 1 : 500



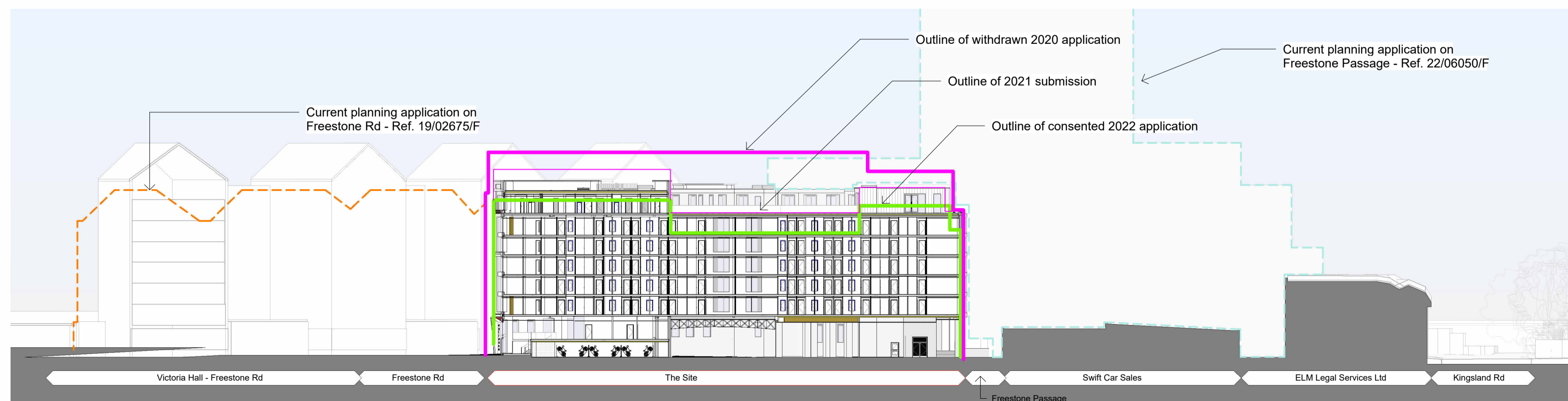
2. Freestone Road - Street Scene
 1 : 500



3. Cranked Cross Section Through Gas Lane and Freestone Road
 1 : 500

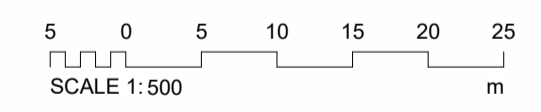


Section 5. Cross Section Through Gas Lane and Freestone Road
 1 : 500



4. Long Section Through Gas Lane Wing
 1 : 500

A	19.06.23	Revised as described in covering letter	JP	JO
Rev	Date	Notes	Dm	Chk'd



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Client
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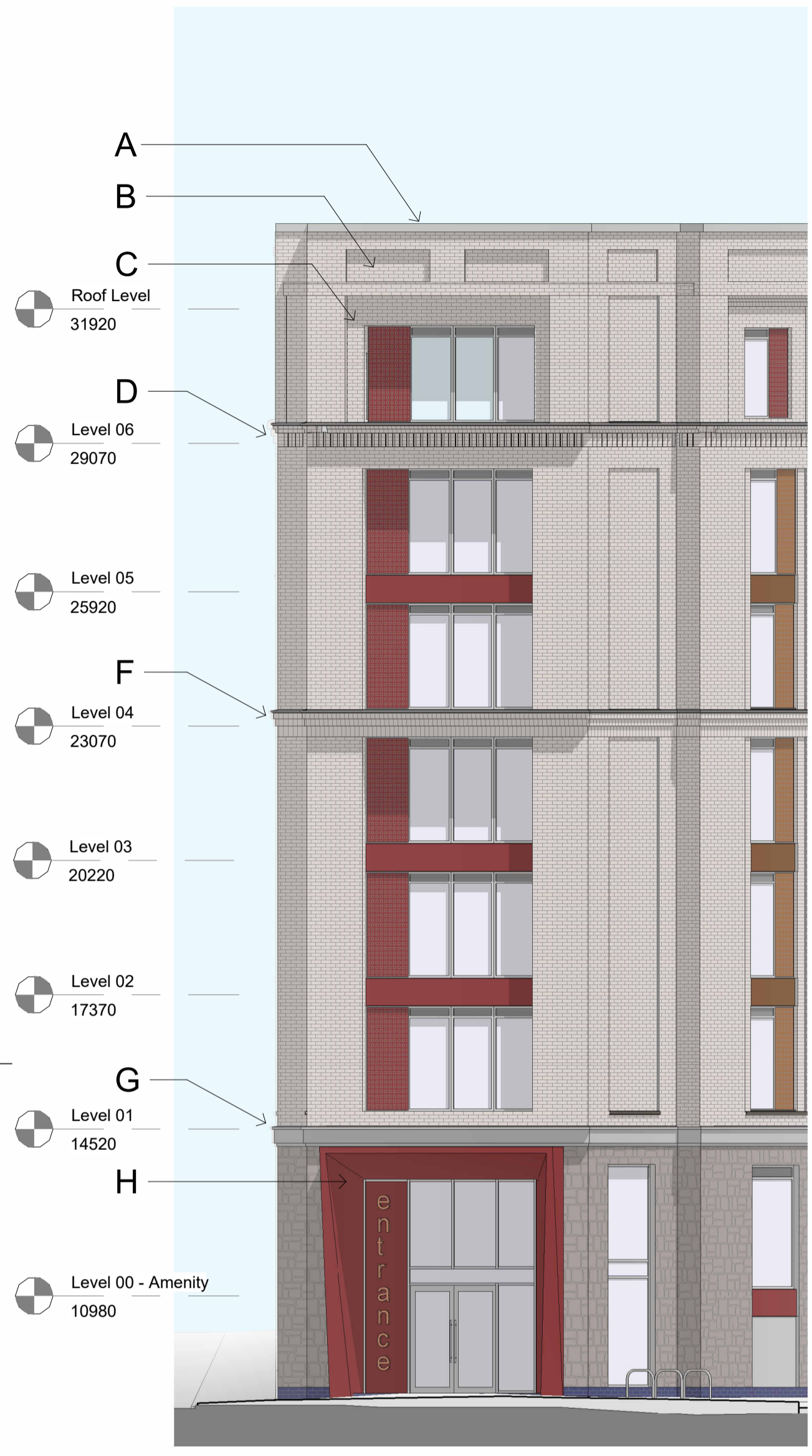
AWW Project Number	Project Stage
4298	3

Project Title
 Gas Lane
 Bristol

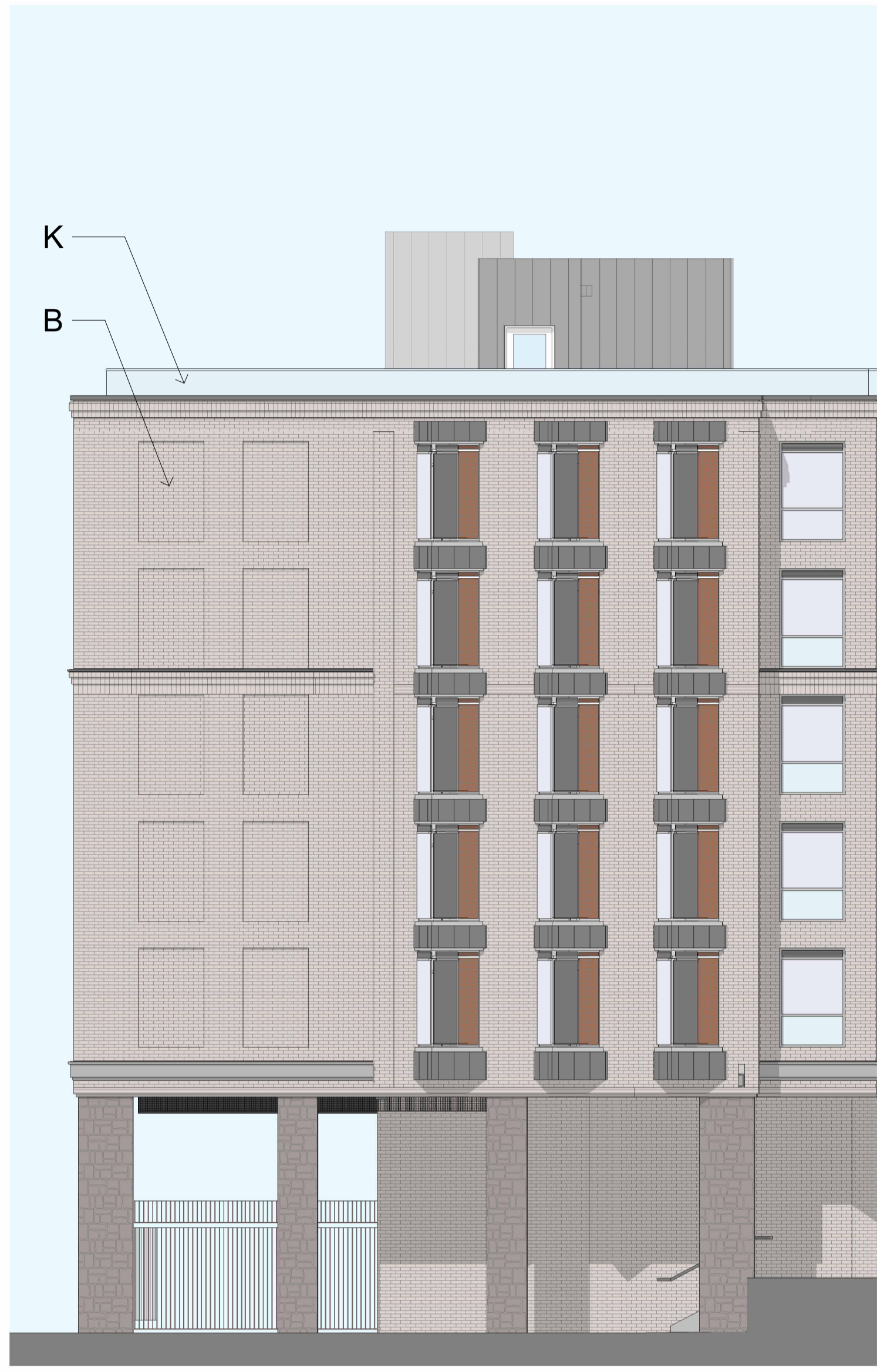
Title						
Context Sections						

Scale @ A1	Document Status						
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Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	ZZ	DR	A	0355	A

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01 Elevation - West Corner
 1 : 100



03 Elevation - East - Freestone Passage
 1 : 100



Roof Level 31920
 Level 06 29070
 Level 05 25920
 Level 04 23070
 Level 03 20220
 Level 02 17370
 Level 01 14520
 Level 00 - Amenity 10980

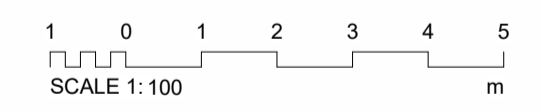
Materials Key

	Light brown multi stock brick		White brick
	Grey pennant stone		Horizontal louvres
	Perforated metal panels (Various colours)		Metal railings
	Metal panels		

Detail Notes (Also refer to Design and Access Statement Addendum for further information)

- A - Stone coping to parapet
- B - Recessed brick in reference to Feeder Canal wall
- C - Full-brick recess to top floor windows with stepped brick banding to head in reference to Feeder Canal Wall
- D - Feature horizontal banding comprising stone cill, projecting brick course and recessed sawtooth brick details to reference brick detailing in Silverthorne Lane Conservation Area
- E - Vertical recessed brick feature adjacent to grouped windows to reference St Vincent's Works' elevation detailing
- F - Horizontal banding comprising two steps of two courses
- G - Horizontal stone banding between brick and pennant stone
- H - Feature metal surround to student residents' main entrance
- J - Steel trusses in reference to historic Feeder Canal Wall image
- K - Glass balustrade

Rev	Date	Notes	Dm	Chk'd
B	22-09-23	Revised as described in covering letter	JO	JP
A	19.06.23	Revised as described in covering letter	JP	JO



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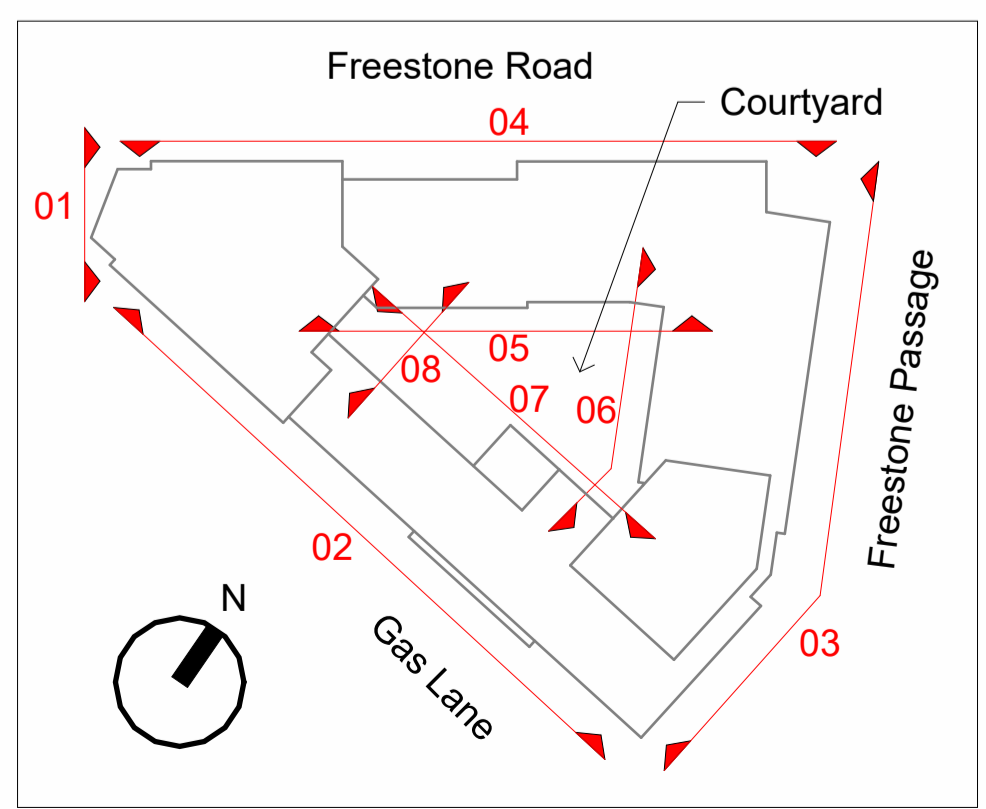
Client
 Watkin Jones

AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Elevations Large (Sheet 3 of 5) West Corner & Freestone Passage

Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	ZZ	DR	A	0352	B



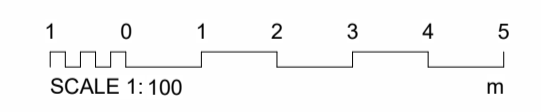
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04 Elevation - North - Freestone Road
 1 : 100

A	19.06.23	Revised as described in covering letter	JP	JO
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Rev	Date	Notes	Dm	Chk'd



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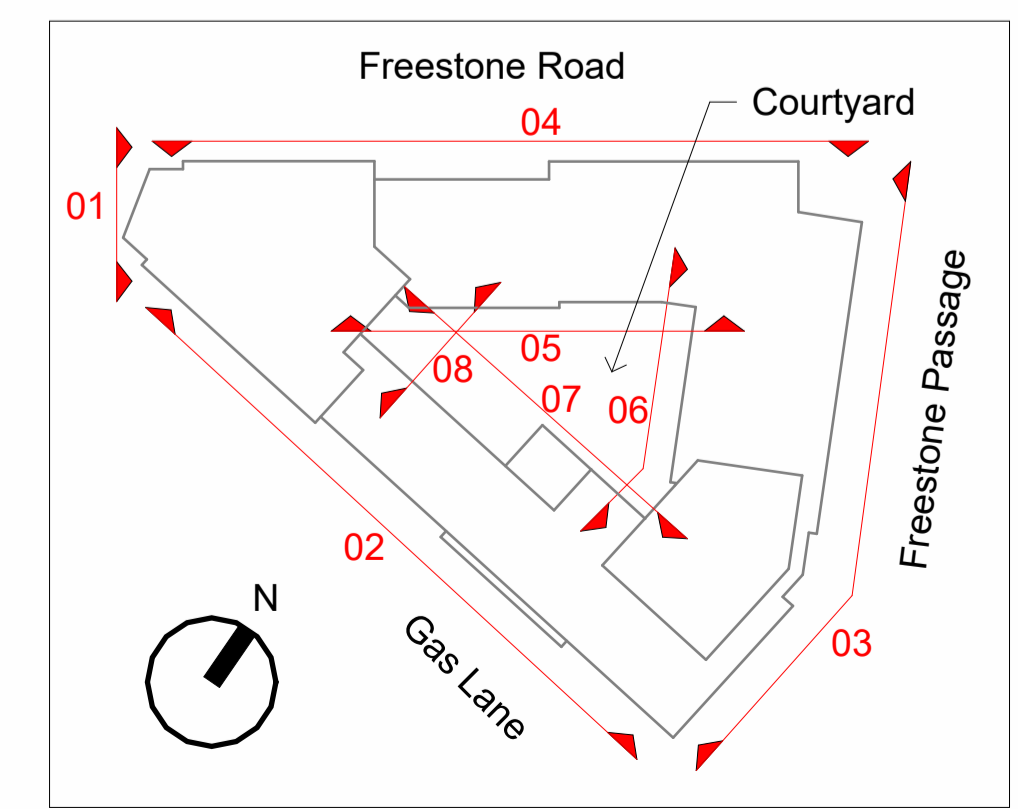
Client
 Watkin Jones

AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Elevations Large (Sheet 2 of 5) Freestone Road

Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	ZZ	DR	A	0351	A

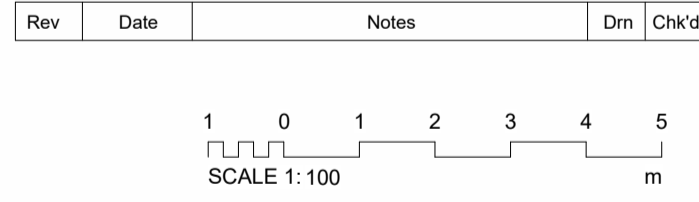


Notes
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02 Elevation - South -Gas Lane
1:100

Rev	Date	Notes	Dm	Chk'd
C	22-09-23	Revised as described in covering letter	JP	JP
B	19-06-23	Revised as described in covering letter	JP	JP
A	03-03-23	Courtyard Entrance Columns and Gates Amended	JM	PB



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Client
Watkin Jones

AWW Project Number
4298
Project Stage
Stage 3

Project Title
Gas Lane
Bristol

Title
Elevations Large (Sheet 1 of 5) Gas Lane

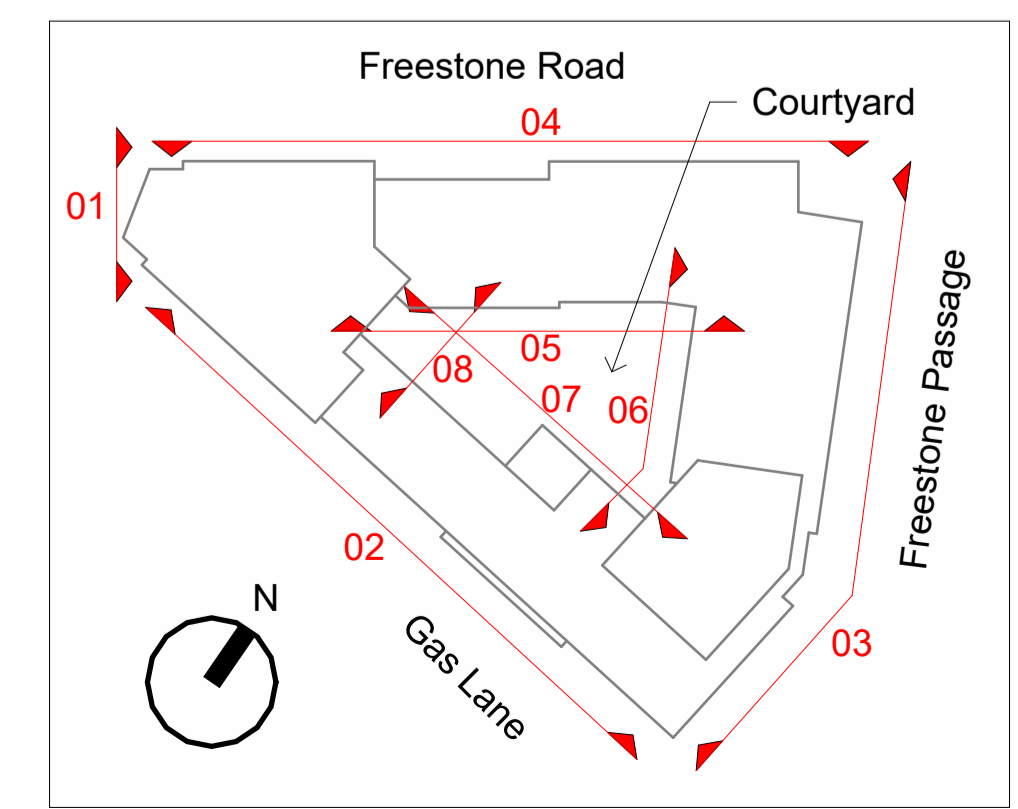
Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	ZZ	DR	A	0350	C

Materials Key

	Light brown multi stock brick		White brick
	Grey pennant stone		Horizontal louvres
	Perforated metal panels (Various colours)		Metal railings
	Metal panels		

Detail Notes (Also refer to Design and Access Statement Addendum for further information)

A - Stone coping to parapet
 B - Recessed brick in reference to Feeder Canal wall
 C - Full-brick recess to top floor windows with stepped brick banding to head in reference to Feeder Canal Wall
 D - Feature horizontal banding comprising stone cill, projecting brick course and recessed sawtooth brick details to reference brick detailing in Silverthorne Lane Conservation Area
 E - Vertical recessed brick feature adjacent to grouped windows to reference St Vincent's Works' elevation detailing
 F - Horizontal banding comprising two steps of two courses
 G - Horizontal stone banding between brick and pennant stone
 H - Feature metal surround to student residents' main entrance
 J - Steel trusses in reference to historic Feeder Canal Wall image
 K - Glass balustrade



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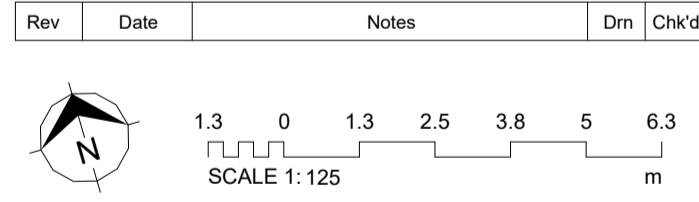
NOTES:
 - For Landscape details refer to TPM Drawing 101
 - For Highways details refer to ADL drawings

Total NET Department Areas	
Department	Total Area
Bike Store	122.1 m ²
Commercial	226.8 m ²
Core	864.3 m ²
Management	77.6 m ²
Plant	194.4 m ²
Refuse	72.7 m ²
Student Amenity	521.2 m ²
TOTAL	2079.1 m²

Student Room Schedule - TOTALS	
Department	Room Count
6 Bed Cluster	60
8 Bed Cluster	40
9 Bed Cluster	45
10 Bed Cluster	90
11 Bed Cluster	44
Acc Studio	3
Studio	32
TOTAL	314

- Room Key**
- Commercial
 - Core
 - Management
 - Plant
 - Student Amenity

Rev	Date	Notes	Dm	Chk'd
C	22-09-23	Revised as described in covering letter	JP	JP
B	19-06-23	Revised as described in covering letter	JP	JP
A	03-03-23	Courtyard Entrance Columns and Gates Amended	JM	PB



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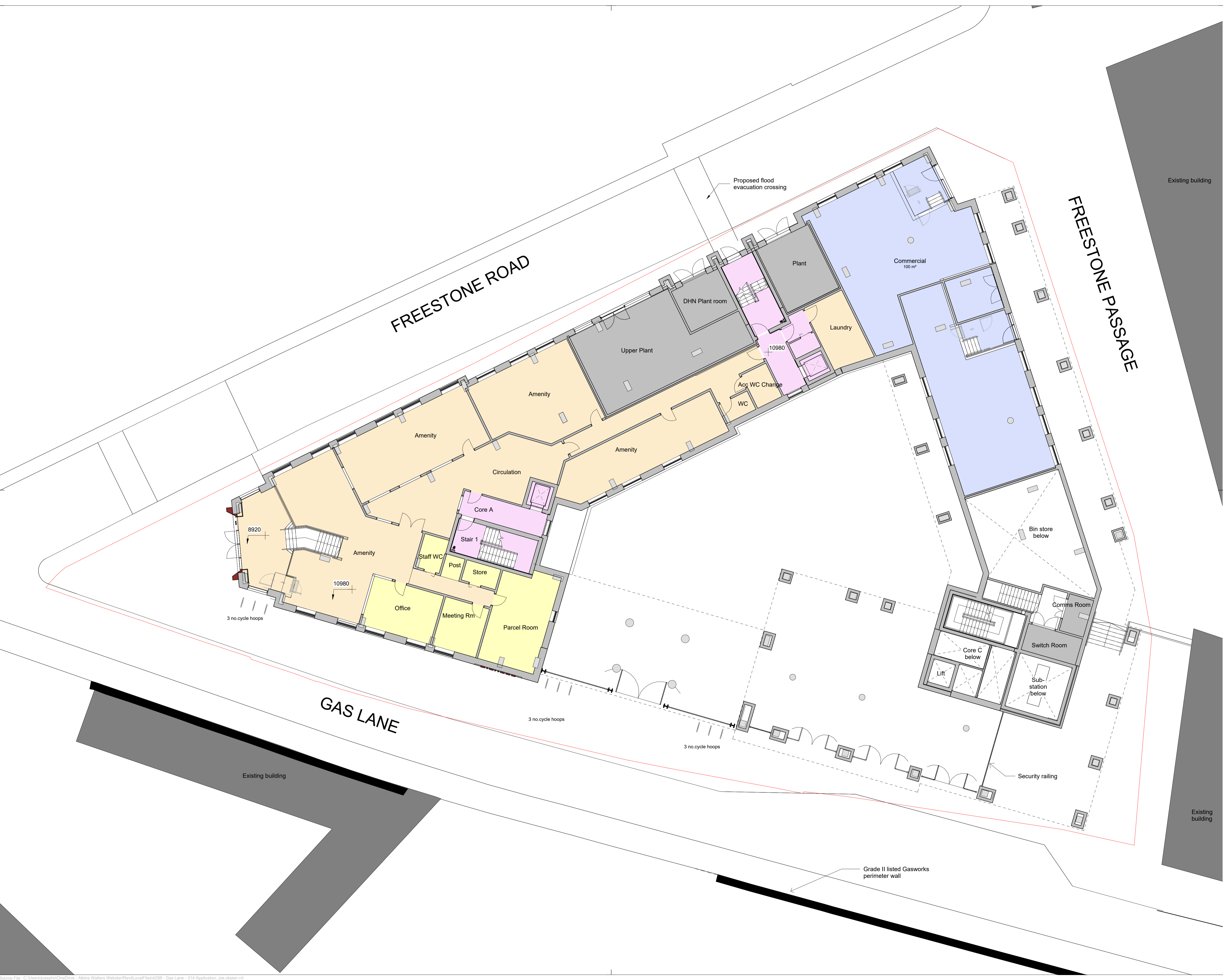
Client
 Watkin Jones

AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Plan - Level 00

Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	00	DR	A	0251	C



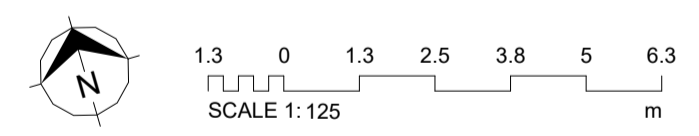
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Student Room Schedule - Level 01	
Department	Room Count
6 Bed Cluster	12
8 Bed Cluster	8
9 Bed Cluster	9
10 Bed Cluster	20
11 Bed Cluster	11
	60

- Room Key**
- 6 Bed Cluster
 - 8 Bed Cluster
 - 9 Bed Cluster
 - 10 Bed Cluster
 - 11 Bed Cluster
 - Core
 - Plant



Rev	Date	Notes	Dm	Chk'd
B	22-09-23	Revised as described in covering letter	JO	JP
A	19-06-23	Revised as described in covering letter	JP	JO



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AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Plan - Level 01

Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	01	DR	A	0252	B

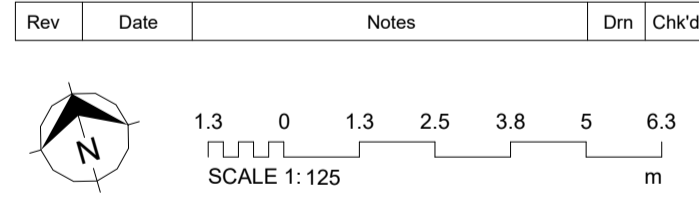
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NOTES:
 - For Landscape details refer to TPM Drawing 101

- Room Key**
- Bike Store
 - Commercial
 - Core
 - Plant
 - Refuse
 - Student Amenity



Rev	Date	Notes	Dm	Chk'd
C	22-09-23	Revised as described in covering letter	JO	JP
B	19-06-23	Revised as described in covering letter	JP	JO
A	03-03-23	Courtyard Entrance Columns and Gates Amended	JM	PB



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AWW Project Number 4298
 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Plan - Level 0 Courtyard and Undercroft

Scale @ A1		Document Status					
1:125		Planning					
Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	00	DR	A	0250	C

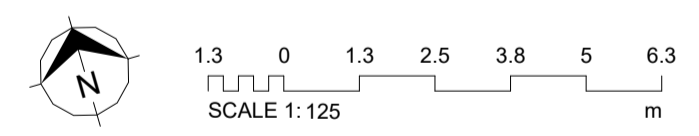
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Student Room Schedule - Level 05	
Department	Room Count
6 Bed Cluster	12
8 Bed Cluster	8
9 Bed Cluster	9
10 Bed Cluster	10
Acc Studio	3
Studio	14
	56

- Room Key**
- 6 Bed Cluster
 - 8 Bed Cluster
 - 9 Bed Cluster
 - 10 Bed Cluster
 - Acc Studio
 - Core
 - Plant
 - Studio



Rev	Date	Notes	Dm	Chk'd
B	22-09-23	Revised as described in covering letter	JO	JP
A	19.06.23	Revised as described in covering letter	JP	JO



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Client
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AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

Title
 Plan - Level 05

Project	Origin	Volume	Level	Type	Role	Number	Rev
4298	AWW	ZZ	05	DR	A	0256	B

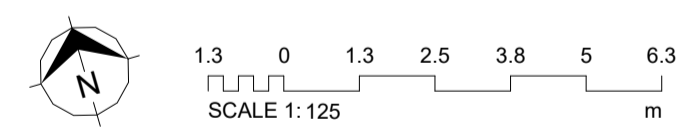
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Student Room Schedule - Level 06	
Department	Room Count
Studio	18
	18

- Room Key**
- Core
 - Plant
 - Student Amenity
 - Studio



Rev	Date	Notes	Dm	Chk'd
B	22-09-23	Revised as described in covering letter	JO	JP
A	19-06-23	Revised as described in covering letter	JP	JO



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AWW Project Number 4298 Project Stage Stage 3

Project Title
 Gas Lane
 Bristol

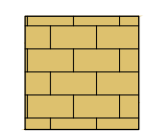
Title
 Plan - Level 06

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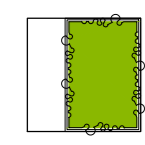


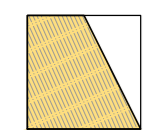
LEGEND

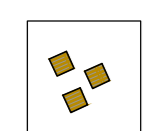
HARD LANDSCAPE

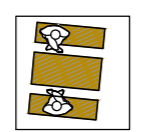
 **Proposed Pre-cast Concrete Paving**

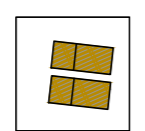
FURNITURE AND FEATURES

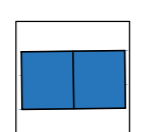
 **Raised Planters**
1.1m height raised planters to give varying height across the terrace areas and accommodate different planting types

 **Timber Deck**
Decking surface areas over roof garden

 **Cube Seating**
Timber cube form seating

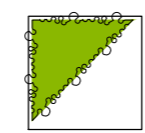
 **Picnic Bench Seating**
Picnic bench style tables and benches

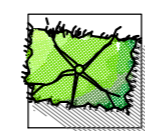
 **Timber Loungers**
Flexible lounge seats.


 **Table Tennis Table**

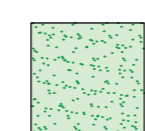
 **Proposed Balustrade**
To Architects details

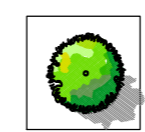
SOFT LANDSCAPE

 **Proposed Ornamental Planting**
Mixed shrub and herbaceous planting
5-7ltr pots with 10ltr specimens
Planting beds to receive 75mm depth ornamental bark mulch.

 **Proposed Box Head or Pleached Tree**
Small Formal tree with topiary canopy

 **Proposed Artificial Turf Lawn**
Lawn area for flexible recreational use

 **Biodiverse Roof**

 **Proposed Ornamental Tree**
Ornamental standard tree in planters.
18-20cm girth.

REVISION NOTES

Rev	By	Description	Date
I	ct	Terrace Level Updated	20.09.23
H	SC	Terrace Level Updated (Drawing title)	27.02.23
G	JS	Updated in line with comments	02.09.22
F	JS	Architects layout changes	15.08.22
E	TJ	Amenity Terrace to cover building extent	10.12.21
D	TJ	Amenity Terrace extended	29.11.21
C	CT	Architects layout changes	10.09.21
B	FY	Architects layout changes	29.10.20

Client
Watkin Jones
Project
Gas Lane, Bristol



Description
Landscape Layout - Level 6 Roof Terrace

Status
For Information

Scale @ A2	Drawn	Checked	Date
1:100	FY	CT	29.10.20
Job number	Drawing number	Revision	
3559	102	I	

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