

WARD: Cotham

SITE ADDRESS: 1 Eastfield Road Cotham Bristol BS6 6AA

APPLICATION NO: 23/02018/F Full Planning

DETERMINATION DEADLINE: 17 July 2023

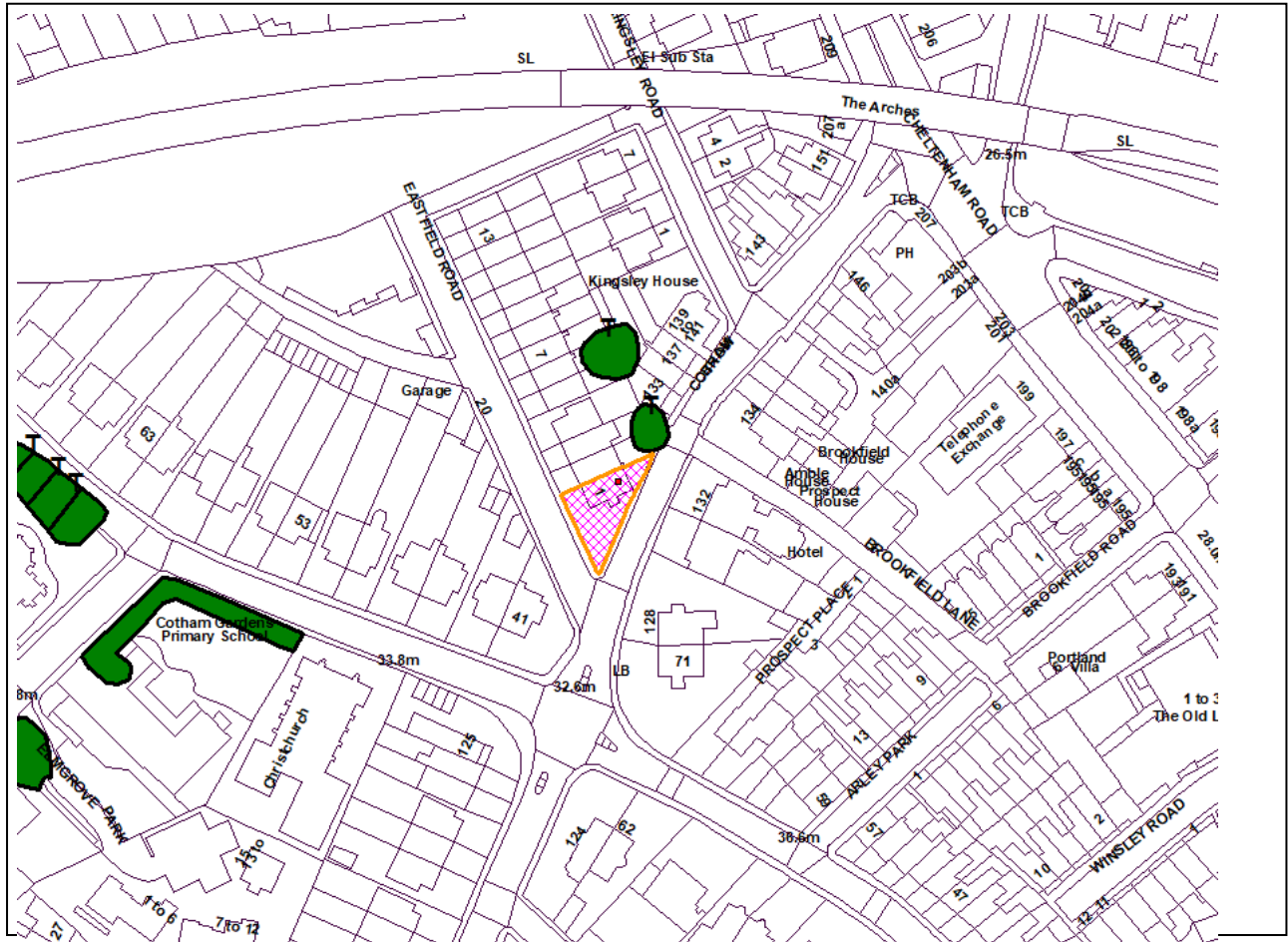
Proposed extension and alterations to existing end of terrace to form 8 self-contained 1 bedroom flats over 4 floors, donation of boundary land to Public Highway to reduce pinch point on footpath of Cotham Brow.

RECOMMENDATION: Refuse

APPLICANT: FPC Build Ltd
The Glasshouse
Westonbirt
Tetbury
GL8 8QF

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 proposal seeks to redevelop the site to provide a total of 8 residential units through a combination of conversion and extension of the existing building. The application site and existing building, located within the Cotham and Redland Conservation Area, are currently in a relatively poor state of repair and is unoccupied. Officers note that the proposal would create 8 smaller units of residential accommodation, contributing to the City's current undersupply of housing.

The property was the subject of a previous similar proposal for the conversion and extension of the property to 8 self-contained units which was refused given its location, in particular the scale and appearance of the proposed new build element, and the degree of harm this would have to the heritage value on this part of the designated Cotham and Redland Conservation Area. That application went to appeal where it was rejected on the grounds of the harmful impact the development would have on the character and appearance of the Cotham and Redland Conservation Area (CA); and failure to demonstrably mitigate its impact on climate change. This is a material consideration of considerable weight in the decision on this current application.

For that reason, officers conclude that the proposals cannot be supported as the latest iteration does not overcome the reasons the previous proposal was rejected on design and heritage grounds. As per the previous application the harm is not justified and that the wider benefits of providing additional housing does not outweigh the resulting harm. Therefore, the application is recommended for refusal. The local ward member supports the application and subsequently made a request to call the application. This request was received out of time, however the application is being considered by committee as a result of the public interest it has generated.

SITE DESCRIPTION

The application concerns the property and grounds of 1 Eastfield Road, Cotham, which is a corner plot comprising of a four-storey end of terrace Victorian property. It does appear that the site may have been used as an HMO, but in the absence of other evidence it is officer's view that the lawful use is C3, and the application is being treated as a conversion of a single dwelling to 8 flats in the assessment of the application. The applicant states that the property was vacated in 2021 and has remained unoccupied since. The property is accessed to the side via a two storey entrance porch.

The rest of the plot comprises of a residential garden enclosed by a mixed block and brick wall to both the road frontages and part of the northern shared boundary with the adjacent terrace (2-14 Eastfield Road). The property falls within the Cotham and Redland Conservation Area.

RELEVANT PLANNING HISTORY

21/05804/VC - T1 - Magnolia - Fell. Granted.

22/03665/F - Proposed extension and alterations to existing end of terrace to form 7 no. 1 bedroom self-contained flats and 1 no. 2 bedroom self-contained flat over 4 floors. Refused for the following reasons:

- The proposed development, by virtue of its overall scale, design, appearance, and location in a prominent position in the surrounding streetscene, will have a harmful impact on the character and appearance on this part of the Cotham and Redland Conservation Area. The proposed development would pose a less than substantial harm to the significance of the Cotham and Redland Conservation Area. The applicant has failed to provide a clear justification for the harm required under paragraph 200 of the NPPF. There is insufficient public benefit associated with the development to outweigh the harm posed to heritage assets. As such, the development is contrary to Section 72 of the Planning

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(Listed Buildings and Conservation Areas) Act 1990, Sections 12 and 16 of the National Planning Policy Framework (2021), Policies BCS21 and BCS22 of the Bristol Development Framework Core Strategy (2011), and Policies DM26, DM30 and DM31 of the Site Allocations and Development Management Policies (2014), as well guidance included the Cotham & Redland Conservation Area Character Appraisal & Management Proposals (September 2011).

- The proposal for individual gas fired space and water heating system would fail to comply with the heating hierarchy set out under policy BCS14 of the Bristol Development Framework Core Strategy. Consequently, it cannot be concluded that the proposed development would have fully taken account of the impact of climate change or take all available steps to minimise carbon dioxide emissions, thus minimising the environmental impact of the development and prejudicing sustainable development. In this regard, the proposed development fails to accord with the Section 14 of the National Planning Policy Framework, and Policy BCS14 of the Bristol Development Framework Core Strategy as well as guidance found within the Bristol Climate Change and Sustainability Practice Note (2012).

The application subsequently went to appeal (APP/Z0116/W/23/3318672) where the inspector concluded that the proposed development would neither preserve nor enhance the character or appearance of the Cotham and Redland CA. It would not accord with Policies BCS21 and BCS22 of the Bristol Development Framework Core Strategy (2011), and Policies DM26, DM30 and DM31 of the Site Allocations and Development Management Policies (2014), insofar as these collectively seek to ensure that development is not harmful and contributes positively to an area's character and identity, and that development proposals safeguard or enhance heritage assets in the city. These policies are consistent with the design and heritage protection policies of the Framework, which, amongst other things, requires development to be sympathetic to local character and that heritage assets are conserved.

The Inspector also concluded that it is apparent that gas combi boilers would not be the lowest carbon solution feasible. Consequently, the proposed development would not make appropriate use of low carbon heating systems. As such, it would conflict with Policy BCS14, as described above, which seeks to ensure development contributes to both mitigating climate change and to meeting targets to reduce carbon dioxide emissions. It would also conflict with section 14 of the Framework which promotes the transition to a low carbon future in a changing climate.

The appeal was dismissed.

APPLICATION

Planning permission is sought for the creation of 8 self-contained units through the conversion and extension of the existing property. The proposed development would consist of 8 x 1-bed flats. Communal gated entrance will be provided from Eastfield Road and provide access to all upper storey flats via the common stair. Ground floor Flats 1 and 2 will be accessible via two gated entrances on Cotham Brow. Communal cycle and refuse storage would be located to the front garden area to the Eastfield Road frontage, with one cycle space and refuse area within the private garden of Flat 1 to the lower ground floor. Part of the curtilage along the boundary to Cotham Brow will be donated to widening the existing adjoining highway footpath by between 180 and 300mm. (See plans for details)

RESPONSE TO PUBLICITY AND CONSULTATION

Neighbouring properties were consulted about the planning application by individual letter. The application was also publicised through a site and press notice between the 31st May and 28th June 2023. Twenty letters have been received in support of the proposals, and three letters of objection were received. Letters of support included the following reasons:

- It would make good use of a vacant building

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- It would provide needed homes
- It would add to the mix of accommodation in the area
- It would enhance the appearance of the area
- The open plan layouts would be welcome
- It would widen the existing narrow pavement
- It would reduce the need for vehicles
- it would be environmentally friendly

The letters of objection were on the following grounds:

- The proposals would constitute an over-development of the site
- The creation of 1-bed units would not add to the mix of accommodation in the area
- If the flats were to be occupied by a couple then they would not comply with the space standards
- There are parking restrictions in the area and would there be parking permits for each proposed flat?
- There is no evidence that the property ever existed as an HMO in its previous use, contrary to the application form

Councillor Guy Poultney (Cotham) supports the proposals citing that it constitutes an improvement over a previously submitted scheme, creating the higher density of dwellings that the current council policy demands. It would do so without adding further HMOs to an area which are already over-saturated. It would allow the Council to expand the pavement on this stretch of Cotham Brow which is (possibly dangerously) difficult to use (particularly for those with mobility issues or pushing buggies), brings a derelict property back into use, and contributes positively to the look and feel of the street scene. The concerns raised with me by residents have focused on parking and these concerns are justified. Parking is particularly busy in this particular area, and would be worsened if the residents of this development were to use on-street parking. However, the application can be conditioned to withhold RPZ permits from the occupants. Provision for cycle storage has been made, and the site itself is a short walking distance from both Montpelier and Redland railway stations, as well as the high frequency showcase bus routes and local amenities on Gloucester Rd.

The scheme has met with a positive response and the local community has acknowledged the value inherent in the scheme on its own merits, as well as the improvement over other options for this site. The developer has worked hard to engage the local community and the scheme has been amended in response. I hope this application is granted as soon as possible.

OTHER COMMENTS

Contaminated Land Environmental Protection has commented as follows:-

The proposed development is sensitive to contamination but is situated on land not thought to have been subject to a potentially contaminating land use. In light of this and the nature of the development, it is recommended that a condition for the reporting of unexpected contamination at attached as part of any planning consent.

Transport Development Management has commented as follows:-

On the basis of the further information provided by the applicant, TDM is satisfied that the proposed plans are acceptable for approval, subject to securing by condition compliance and further details relating to highway works and construction management.

Urban Design has commented as follows:-

Verbal response - It is noted that the latest proposals seek to replicate the existing property in terms of design and materiality. However, the scale of the development would enclose the existing open character of this junction to its detriment. As such it was found that the proposed development would

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neither preserve nor enhance the character or appearance of this part of the Cotham and Redland Conservation Area.

RELEVANT POLICIES

Planning (Listed Buildings & Conservation Areas) Act 1990
National Planning Policy Framework – September 2023
Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocation and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2015 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

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

KEY ISSUES

(A) IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE?

The following national and local level planning policies are relevant to assessment of the principle acceptability of residential development at the site. This includes the National Planning Policy Framework (2021) and the Bristol Local Plan which comprises the Bristol Development Framework Core Strategy (2011) and Site Allocations and Development Management Policies (SADM) Local Plan (2014). The proposals would convert and extend the existing property to create 8 x one bedroom flats. The following policies are relevant to applications which result in the creation of new housing.

Section 5 (Delivering a sufficient supply of homes) of the NPPF outlines that "To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay". In relation to maintaining sufficient supply and delivery of homes, paragraph 74 of the NPPF outlines: "Strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites.

In accordance with the new standard method and the approach set out in the National Planning Policy Framework (NPPF), the Council is expected to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against its local housing need, including a 35% uplift. Despite a substantial stock of planning permissions and a positive approach to boosting the supply of homes, the Council is unable to demonstrate a five-year supply of deliverable housing sites based on the latest version of the standard method. Bristol was found to be delivering only 72% of the housing requirement. The penalties for this will be that Bristol will have to provide a "buffer" of sites for 20% more homes than are needed to meet their five-year target, will be required to produce a Housing Action Plan, and the presumption in favour of development in the NPPF will apply. In view of the fact that the LPA is not able to demonstrate a five-year housing land supply, paragraph 11(d) of the NPPF is engaged, and the tilted balance applies.

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. The first is where the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed. The footnote to paragraph 11d includes designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 68 of the NPPF) as areas and assets of particular importance.

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Or the second, where 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.

Policy BCS5 of the Core Strategy outlines that delivery of housing to meet the Council's housing targets will primarily be focused on previously developed sites however some open space will be utilized for housing development. Policy BCS20 encourages the efficient use of land, but in doing so acknowledges the need to achieve high quality well designed environments, and the need for development to be informed by local context, accessibility, and the characteristics of the site. This policy states that higher densities will be sought in or close to centres. It adds that these will be :

- i. In and around the city centre;
- ii. In or close to other centres;
- iii. Along or close to main public transport routes.

For residential development a minimum indicative net density of 50 dwellings per hectare will be sought. Net densities below 50 dwelling per hectare should only occur where it is essential to safeguard the special interest and character of the area. Policy DM1 (Presumption in Favour of Sustainable Development) of the Site Allocations and Development Management Policies Local Plan (SADMP) outlines that the city's approach to development proposals will generally be positive and reflective of the presumption in favour of sustainable development as referenced throughout the NPPF.

In respect of the application site, whilst it has no specific policy designation, it currently comprises of an existing single dwelling with a residential garden to the side. As such the criteria under policy DM21 of the Site Allocations and Development Management Policies applies. This states that development that involves the loss of a residential garden will not be permitted unless:

- The proposal would represent a more efficient use of land at a location where higher densities are appropriate, or
- The development would result in a significant improvement to the urban design of the area, or
- The proposal is an extension to an existing single dwelling and would retain an adequate area of functional garden.

The proposed development would create new housing in the Cotham area of the city. This is an established inner suburb and is in close proximity of the city centre. The site is within 160m of Gloucester Road/Cheltenham Road which is designated as a centre under Policies BCS7 and DM7. This will provide future residents a good range of shops, services, and facilities within a short and convenient walk. The site is less than 1km from the boundary with the designated City Centre area in planning terms (Central Area Plan). Eastfield Road and Cotham Brow which intersect at the site, is just west of Cheltenham Road which is served by a number of frequent bus service running to and from the City Centre. The site is also approximately 480m from Montpelier Railway Station and approximately 480m from Redland Railway Station which would provide access to the Severn Beach local railway line to Temple Meads, other local stations, and the wider national rail network. As such this is reflective of good level of public transport access to the site.

Development of additional housing at this location would therefore not necessitate or require private car use. Access to shops, services and employment would be convenient by walking, cycling and public transport. Further housing development at this location would therefore accord with principles set out in policies BCS10, BCS20, DM1 and DM21.

However, going back to paragraph 11d, the resulting form of development is considered harmful to the character of the conservation area even when the tilted balance is applied. This is set out in more detail in the key issues below.

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(B) IS THE PROPOSED MIX OF HOUSING ACCEPTABLE?

The proposed development would involve the conversion and extension of the existing building to create x8 additional one bed flats proposed as open market housing. There would be the loss of the existing single dwelling at the site.

The census data (2021) for the local area (Redland Grove LSOA) indicates that within the area 28.4% of households are single dwellinghouses and 71.6% of households are flats, maisonettes, or apartments. Of households within the area, 26.7% include one bedroom, 33.9% include two bedrooms, 15.6% include three bedrooms, and 23.8% include four bedrooms or more.

On the basis of the data above, it is recognised that the area experiences high prevalence of flats in comparison to houses. The proposed development would create eight smaller units of residential accommodation with the loss of the existing dwelling therefore would not contribute to redressing this imbalance.

However, the site comprises of a vacant large single dwelling with over 4 bedrooms which is in a poor condition that currently does nothing to meet the housing needs in the city. The current condition also lends itself to provide a more efficient use of the property.

It should be noted that the previous scheme for 8 units comprised of 7 1-bed 2-person bedspaces and a 2-bed 3-person bedspace. As such it is considered that the latest proposal does not provide the flexibility and adaptability of accommodation compared to the previous scheme, as sought and as set out under policy BCS18 of the Core Strategy. Whilst this is not grounds for a refusal of the proposals, it does reflect the intensive nature of the proposals and that an attempt to reduce the scale of the extension is being done so at the expense of the size/quality of the flats. Given this, it is also concluded that the benefits of this scheme in respect of the housing need are considered less compared to the appeal scheme.

(C) IS THE PROPOSED DESIGN AND LAYOUT ACCEPTABLE, AND WOULD THE DEVELOPMENT HARM THE CHARACER OR APPERANCE OF THIS PART OF THE COTHAM AND REDLAND CONSERVATION AREA?

Section 12 of the NPPF (Achieving well-designed places) states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 134 of the NPPF states that: "Development that is not well designed should be refused, especially where it fails to reflect 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."

The Local Planning Authority is also required (under Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area and have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

Section 16 (Conserving and enhancing the historic environment) paragraph 199 of the NPPF requires 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 should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to it significance".

Paragraph 200 of the NPPF states that any harm to, or loss of, the significance of a designated

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heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Paragraph 202 of the NPPF requires that: "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."

Local planning policy accords with the objectives of the NPPF with policy BCS21 of the Bristol Core Strategy advocating that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst safeguarding the amenity of existing development. Policy BCS22 (Conservation and the Historic Environment) of the Core Strategy states that "development proposals will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance." Policy DM26 of the Site Allocations and Development Management Policies (SADMP) Local Plan states that: "the design of development is expected to contribute towards local character and distinctiveness". Policies DM30 (Alterations to Existing Buildings) and DM31 (Heritage Assets) of the SADMP are also relevant in assessing the proposed development.

The application site falls within the Cotham and Redland Conservation Area, and the Conservation Area Character Appraisal (2011) locates the site in Character area 3 (East Cotham). Number 1 Eastfield Road along with the other neighbouring properties on that side of the road, are identified as a 'Character Building'. With the buildings to the west, along Redland Road, to the east, and south of the site share the same categorisation, except for the workshop building at the northern end of Eastfield Road, which is deemed to be a 'Building of Merit'. The characteristics of the wider character 3 are summarised as follows. Buildings mainly residential in scale and character, predominantly 2-3 storeys and set back from the street by a shorter front garden or basement lightwells, forming a strong building line. Pitched roofs, variation in style from neo-Classical to late Victorian Baroque, paired round head sash windows, stone detailing and painted bargeboards. In terms of materials, a palette of red pennant sandstone with limestone details and limestone ashlar; boundary treatments of sandstone rubble, red brick and carved limestone, with cast iron railings; timber sashes, paneled doors, natural slate or clay roof conversing, brick chimney stacks with clay pots.

The application includes a Heritage Statement, which provides the context of the application site and the surrounding area. The statement includes the history and character of the area along with the urban morphology, before moving onto a critique of the architectural character that has evolved. The statement provides a description of the terrace that makes up 1 to 4 Eastfield Road and identifies the key architectural features of these properties. The statement notes that the rear of the terrace has been altered. This includes, the removal of stone sills, new window openings, replacement UPVC windows, satellite dishes, and at number 3, a lean-to extension at ground level. The rear of the 1-4 Eastfield Road overlooks the north end of Cotham Brow and occupies an elevated position from the road. Numbers 5 to 9 Eastfield Road are of a different architectural style however shares many characteristics with 1-4 Eastfield Road. The terraces to 10 to 13 Eastfield Road were built much later, dating back to the 1940s and marks a notable change in architectural character. Reference is made to 14 Eastfield Road which according to the statement was erected as a block of flats during the late 1980s.

The Heritage Statement includes an assessment of the significance of 1 Eastfield Road, acknowledging that the site is in an elevated position at the end of a terrace, comprises of four storeys completed in the local vernacular of Eastfield Road of cut and squared limestone with bay windows to the lower two-storey frontages. The two-storey addition at the side is acknowledged to be original, although it is in poor condition. It states that as an individual building, 1 Eastfield Road represents a building of historical and architectural significance, however its significance is considered to derive in large part from its contribution to the group value of the built form of Eastfield Road, which reflects a broad uniformity of design of the row of properties along the northeast side of the street, which extends to a number of contemporary streets locally.

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According to the Heritage Statement, the current condition of the property is considered detrimental on the property's aesthetic and architectural value. The Statement adds that the building has been subject to significant neglect over many decades, which is evident internally and externally. The tree has caused a loss of stability, most evident in the extension according to the findings of the Statement. The roof of the extension was said to be in poor shape, to the extent that it has recently been removed and covered with a tarpaulin. The Statement adds that significant works would be required to repair it, if indeed this was viable at all. It is concluded that the proposal to replace the structure with a new extension is considered the most appropriate approach to the structural issues.

Whilst inappropriately designed buildings have been identified close to the application site, the general vernacular reflects the local Victorian style, with modern additions to buildings generally of what may be considered appropriate design.

The Statement sets out the benefits of the development, with the improvement in the condition of the current property identified as one of the key benefits. It is argued that the proposed works include a wholesale refurbishment of the currently dilapidated building, internally and externally, which will result in a significant enhancement of the streetscape and the wider Conservation Area, reflecting local and national planning policy and guidance set out in the Conservation Area Character Appraisal.

The Statement concludes that the latest design reflects the architecture of the proposed replacement extension, both in scale and design. Other options which comprised of a smaller extension than the one currently proposed were discounted on grounds that they would adversely affect the overall aesthetic of the building, appearing incongruous due to features such as a drop in the roofline.

The Heritage Statement correctly identifies that the terrace is of significance in this location due to its terrace form and gable ended frontage. This is coupled with its architectural profile, use of materials, and its location. The Cotham and Redland Conservation Area Appraisal identifies unsympathetic infill and new development as one of the negative features in the conservation area. Side extensions are particularly damaging where a glimpsed view between houses is lost. It is noted that the proposed conversion and extension seeks to draw from the architectural features and articulation to the existing terrace, this along with the proposed use of materials.

In considering the merits of the latest proposal, it should be assessed against the appeal scheme and whether it overcomes the previous reasons why the proposal was rejected. The inspector noted that the appeal property, along with its neighbouring properties, are identified within the Character Appraisal and Management Proposals (CAMP) as a 'Character Building'. The CAMP describes this area of the CA as characterised by 'pitched roofs, variation in style from neo-Classical to late Victorian Baroque, paired round head sash windows, stone detailing and painted bargeboards.'. As before, given its corner location, the property is prominent from Cotham Brow, and is also visible from the nearby Redland Road, Arley Hill and Cotham Brow junction. The properties surrounding these junctions are set back from the highway, giving both junctions an open character.

The Inspector noted that the element of the proposed extension directly next to the existing building would follow the existing roofline rhythm and include fenestration that would match the pattern set along the terrace. However, the corner element of the extension, incorporating a pitched roof that appears narrower than the existing roof, appears squeezed into the corner of the plot, and would relate poorly to the remainder of the terrace frontage. The angled corner facing fenestration would also sit awkwardly and prominently detract from the existing building and the balanced and harmonious wider terrace. The Inspector added that the proposed extension would infill the corner of the plot towards Cotham Brow. The set back to Eastfield Road would be retained and some planting to this frontage would be incorporated. In addition, the existing structure projects some 1m from this boundary and the end of the extension would be chamfered.

In comparison the current proposal does not address the harmful elements cited by the Inspector

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above. Whilst the extension seeks to replicate the overall design and form of the existing property, there is not the size of plot available to give this full justice. The building tapers towards the rear given the triangular plot, with the side elevation appearing chamfered emphasising the intensity of the proposed development.

With regard to the wider context the Inspector acknowledged that the examples provided by the appellant of Victorian terraces that abut the pavement. However, the proposed built form, sat on the Cotham Brow boundary, would, particularly when viewed from the south along Cotham Bow and from the Redland Road, Arley Hill and Cotham Brow junction, add a massing on the corner that would enclose the existing open character of this junction to its detriment. The Inspector referenced the numerous examples of corner infills within the CA cited by the applicant. However, the CAMP identifies unsympathetic infill and new development as one of the negative features in the CA. Whilst some examples sit comfortably within the street scene, a number of the additions are unsympathetic, and the original character of the CA has been eroded to a degree. Nevertheless, I consider that it is important to the area's character to avoid further alterations that would be detrimental.

As per the previous scheme, the extended property to facilitate the development would go right up to the site boundary to Cotham Brow, resulting in a visually dominant feature in the surrounding streetscene both in terms at street level to the immediate junction of Cotham Brow/Eastfield Road, and in the wider context from a number of vantage points including further up Cotham Brow, the junction to Cotham Brow/Arley Hill, and the junction to Cotham Brow/Redland Road. This would not be consistent with other corner or junction sites when viewed in the context of Cotham Brow as identified by the Inspector and is therefore harmful to the characteristics of this part of the Cotham and Redland Conservation Area.

The proposed extension would infill the corner plot significantly changing the overall character of the surrounding streetscene. The open nature of the corner site is another characteristic of the area as identified in the Character Appraisal and as such would also be harmful to this part of the Cotham and Redland Conservation Area. This issue has not been overcome by the latest design iteration.

Notwithstanding the above, the internal layout appears somewhat convoluted as reflected by the need for 3 separate entrances, including 2 directly off Cotham Brow, and what would appear to be an unattractive private courtyard to flat 2. The mix of accommodation is lacking compared to the previous proposals, with all 8 flats being 1-bed and comprising of an internal floorspace of no larger than 46sqm. This is clearly reflective of the over-intensive nature of the proposals. The overall impact of this would undermine both the architectural integrity of the original property to 1 Eastfield Road and look incongruous in the surrounding streetscene. The examples of extended terraces cited in the Heritage Statement are noted, however the context is different and in any event each site should be carefully assessed on its individual merits. Furthermore none of the examples cited comprise of the scale of extension, or intensity of development proposed to the application site.

With reference to paragraph 200 of the NPPF, the applicant has not given any clear justification for the quantum of development sought and its. the resulting harm, They have instead argued that the proposals to restore and repurpose a neglected period property would enhance the site and wider area, along with delivering needed additional housing in the city. The impact to the significance of the conservation area is assessed at 'less than substantial' level. In accordance with paragraph 202 of the NPPF (2021), however, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

The development would be associated with the principle public benefit of delivering 8 x 1-bed units, which would make a small-scale contribution to the city's housing supply. It is noted that the housing is of a type and size which is the most common type in the area which reduces the need and value associated with the housing. Furthermore, it would bring a dilapidated building back into use which currently has a negative visual impact on public frontage. The Inspector noted that examples of fly tipping provided by the applicant, and the redevelopment or improvement of the site would be

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welcomed, as would the reinstatement of a high-quality boundary wall and additional landscaping. Whilst the widening of the narrow passage of pavement to Cotham Brow is welcome from a highway safety perspective.

However, the Local Planning Authority is not convinced that the benefits could not be delivered by a scheme without harm to heritage assets. This is given the resulting form of development created by the intensity of 8 self-contained units on the site. The applicant has argued that the proposals represent the most viable solution for redeveloping the site, however no evidence has been provided to justify this assertion, contrary to the tests under paragraph 202 which includes securing the site's optimum viable use. This is as per the Inspector's conclusion that it has not been demonstrated that an extension is necessary for the improvement of the existing site nor that a more suitable and less visually intrusive design would not achieve the same. As such, this benefit attracts modest weight.

The Inspector concluded that the sum of wider public benefits associated with the appeal scheme would not outweigh the less than substantial harm to the significance of the CA as a designated heritage asset, to which the Inspector attached great weight as required by paragraph 199 of the National Planning Policy Framework. The Local Planning Authority accept that it is unable to demonstrate a five year housing land supply. The appellant puts this figure currently at 3.7 years, a significant shortfall, which the Council does not dispute. However, with regard to paragraph 11d)j) of the Framework, the policies in the Framework which seek to protect designated heritage assets provide a clear reason for refusing the development and as such the presumption in favour of sustainable development would not apply. The latest proposals have not overcome any of the above set out in the appeal, and as such it remains unacceptable on heritage grounds.

(D) WOULD THE PROPOSAL HARM THE RESIDENTIAL AMENITY OF ADJOINING OCCUPIERS?

Policy BCS21 of the Core Strategy outlines that all new development within Bristol will be expected to strive to achieve high standards of urban design. With regards to amenity it is outlined, that new development is expected to safeguard the amenity of existing development. Policy DM30 of the SADMP states extensions and alterations to existing buildings will be expected to safeguard the amenity of the host premises and neighbouring occupiers.

It is noted that the position and orientation of the proposed development would be such that there would be a window-to-window relationship between the site and neighbouring properties to 41 and 43 Redland Road, along with numbers 130 and 132 Cotham Brow. The plans show that the layout to the extension is such that the main living areas would be south-west facing towards the rear elevation of 41 Eastfield Road, with a minimum 21 metre separation achieved between windows.

Given the separation distances and the general orientation of the proposed extension, the proposed development would not have any adverse impacts on the amenity or outlook to the existing properties. likewise, it is not considered that there would be any significant impacts in terms of any loss of daylight/sunlight or overshadowing.

With regards to the nature of the proposed use, the proposed flats would be in residential use, with would be in line with the last use of the property as a dwellinghouse, and that of the neighbouring sites. The proposed flats would generate some increased noise and activity however this would be similar in character and extent to what could be produced by the existing neighbouring flats. Furthermore, this would all be domestic in nature and not at odds with the character of the area. Construction to relevant Building Regulations standards should ensure that noise does not emanate between flats. The proposed flats would not introduce patterns of residential activity and noise significantly different from existing conditions. It is therefore found that the proposed flats would not pose harm to residential amenity of existing and adjacent occupiers by virtue of the proposed use and activity.

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(E) WOULD THE PROPOSAL CONSITUTE AN ACCEPTABLE LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?

Policy BCS18 of the Core Strategy outlines that residential developments should provide sufficient space for everyday activities and to enable flexibility and adaptability by meeting appropriate space standards. The Council's Practice Note on the Space Standards add that in terms of purpose-built flats or conversions of existing buildings into flats, it is expected that a good range of quality communal facilities and services that are sufficient to meet the requirements of the intended number of residents will be included in developments of this type.

According to the plans and supporting information, the flats would have an internal floorspace between 40 and 47 square metres, which would meet the minimum space standards for a 1 bed 1-person bedspace under the Nationally Described Space Standards (NDSS). Flats 1 and 2 would have their own private amenity space in the form of enclosed courtyards. However, the space to Flat 2 would comprise of a very small triangular courtyard adjoining the public highway to Cotham Brow, which is considered to be unattractive and therefore more of a utility space for storage. Each flat would comprise of rooms which have at least one window. The upper floor flats would share the communal area of amenity space according to the Planning Statement.

In comparison to the appeal scheme, all 8 of the proposed units would be comprise of less floorspace along with a more compact layout. As such it would provide less flexibility in use and adaptability for its occupants. Whilst this alone would not be a reason for the refusal, the fact that it would provide less of a choice and adaptability would make less of a contribution in terms of providing a mixed and balanced community. This is indicative of the scale and intensity of the development explained earlier.

(F) DOES THE PROPOSAL SATISFACTORILY ADDRESS ISSUES OF MOVEMENT AND TRANSPORT?

Policy BCS10 of the Core Strategy states that development proposals should be located where sustainable travel patterns can be achieved, with more intensive, higher density mixed use development at accessible centres and along or close to main public transport routes. Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport. Policy DM23 of the SADMP outlines that new development should not give rise to unacceptable traffic conditions and will be expected to provide safe access to the highway network.

The application site is considered to be in a sustainable location approximately 160 metres from Gloucester Road/Cheltenham Road with its access to a number of shops and other local amenities. This is also served well by a number of regular bus routes both in and out of central Bristol. The applicant states that the nature of the location would not therefore necessitate use of a private car and would maximise opportunities for active and low carbon transit. Accordingly, no dedicated off-street car parking is proposed with the new flats. Cycle storage will be provided externally within a covered store to the front of the property, with ease of access to the Eastfield Road frontage. This will accommodate a total of 7 spaces, which would meet the minimum standards under the Local Plan. Refuse and recycling is also proposed to the front of the development which would be accessible for all residents of the flats, and in accordance with Local Plan policy. Flat 1 would have its own recycling and cycle storage within the private courtyard.

Objections have been received on the ground that the proposed flats would add to existing parking pressures in the vicinity where each occupier were to own a vehicle. It is noted that there is a Controlled Parking Zone in place along the Eastfield Road frontage restricting on-street parking between 9am to 5pm Monday to Friday to either permit holders or pay and display ticket holders (3-hour limit). These restrictions extend along Cotham Brow and cover the majority of local roads. However, the LPA has no jurisdiction over whether residents would be able to apply for a parking permit. Officers note that the development would be car free, although there should be no

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expectations that residents will be able to secure a parking permit.

The current footpath is a known pinch point, with an existing width of 820 mm, which the applicant states the current situation forces pedestrians to move into the street to pass each other. Older pavements in Georgian and Victorian areas of the city are generally narrower due to urban morphology. The current width is not accessible for wheelchairs, nor does it allow sufficient space for pushchairs to be passed by pedestrians. In addition to 1 Eastfield Road, Number 2 Eastfield Road has also agreed to donate garden space to the Highways in order to completely eradicate the pedestrian pinch point experienced currently according to the applicant. The proposals would widen the pavement along the pinch point to 1.2m, which would result in a consistent width along this stretch of Cotham Brow. Generally, the width of footways varies from road to road, however the guidance published by Central Government Department for Transport "*Manual for Streets*"(2007) states the minimum unobstructed width for pedestrians should generally be 2 m.. Therefore, whilst the widening is welcome it would not significantly improve the pedestrian pinch point to the extent claimed.

On considering the application, the Council's Transport Development Management Team (TDM) raise no objections on highway grounds to the proposals. This was subject to standard conditions and advices as part of any planning approval, including securing highway works for the proposed widening of the pavement along the site boundary to Cotham Brow.

(G) DOES THE PROPOSAL SATISFACTORILY ADDRESS THE CITY'S POLICY OBJECTIVES WITH REGARD TO SUSTAINABILITY AND CLIMATE CHANGE?

Policy BCS13 of the Core Strategy states that "Development should contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions." Policy BCS14 provides further objectives for how development will be expected to reduce carbon emissions through use of sustainable energy sources. Policy BCS15 states that sustainable design and construction will be integral to new development in Bristol. Further guidance on Core Strategy policy requirements and the preparation of Sustainability and Energy Statements is available within the Climate Change and Sustainability Practice Note.

Apart from development demonstrating sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use by at least 20%, the policy also specifies that new development is expected to demonstrate that the heating systems have been selected according to a six level heat hierarchy and the supporting text emphasises that the lowest carbon solution feasible for the development should be achieved. The appeal scheme proposed that all the space heating and water heating will be provided by combi gas boilers. It is stated that ASHP were discounted due to their potential external visual impact. It is therefore apparent that gas combi boilers would not be the lowest carbon solution feasible. Consequently, the Inspector concluded that proposed development would not make appropriate use of low carbon heating systems. As such, it would conflict with Policy BCS14,

The current application which includes a Sustainability Statement, sets out the measures to improve energy efficiency to the existing building and within the proposed extension. It now includes proposals for all space heating to be provided by Air Source Heat Pumps mounted on the flat roof set back to reduce the chance of view from the street. This would accord with the energy hierarchy compliant with Policy BCS14. Hot water will be supplied via night store electrical cylinders with suitable time and temperature control systems. According to the energy summary, the combination of the measures would yield a saving of 23.15% in residual energy, meeting the minimum requirements under policy requirements.

Given the above this aspect would satisfactorily meet the City's objectives on sustainability and climate change, overcoming the previous reason for refusal in respect of climate change.

(H) DOES THE PROPOSAL HAVE ANY IMPLICATIONS FOR TREES?

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The site currently contains one tree within the front garden, a small Japanese Maple (Acer) near the boundary with number 2 There was a Magnolia that was removed under a recent consent (21/05804/VC) due to structural damage being caused to the side elevation and entrance steps.

The application includes an arboricultural assessment, which identifies the trees on site. It concludes that the Japanese Maple will not need to be removed because of these proposals. It recommends that the Japanese Maple is subject to tree protection measures around the canopy during construction. It notes that no ground works will occur around the tree route area. According to the plans the area around the Maple will for part of the communal garden and will not involve any structural work. Provided the required landscaping to tidy up the existing front garden is don so without disturbing the tree then there is no concern from an arboricultural perspective.

(I) DOES THE PROPOSAL GENERATE ANY LAND CONTAMINATION ISSUES?

Whilst the site is not known to have a history of any land contaminates, the proposed development is one that would be sensitive to contamination. On considering the planning application, the Council's Land Contamination was satisfied that any planning consent should just include the reporting of any unexpected contamination.

CONCLUSION

It is noted that the existing building is in a poor condition and lies in a vacant possession. The proposal would make a windfall contribution of 7 additional residential units, helping to address the City's current undersupply of housing. it would avoid adverse impact on residential amenities of neighbouring occupiers. It would provide a positive impact in terms of highway safety through the donated land to the public footpath to widen the pedestrian route which is currently a pinch point. it would produce a sustainable development with renewable energy technologies and other passive design measures. The combination of the proposed renovation and extension to the existing property has sought to carefully draw from the architectural form/features of the existing property and materials prevalent in this area. However, the extent of the development is considered to be too large and prominent, detracting from the character and setting of the original property to 1 Eastfield Road. This is considered to be out of character with the surrounding area to the visual detriment of this part of the Cotham and Redland Conservation Area. It is not considered that the harm to the heritage asset it outweighed by the wider benefits of the proposals of creating 7 additional units of residential accommodation. As such the proposals would fail to accord with the NPPF, the adopted Bristol development Framework Core Strategy and the Site Allocations and Development Management Policies.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

The CIL liability for this development is £44,852.03.

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development.

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Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

RECOMMENDED REFUSE

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

Reason(s)

1. Harm to appearance, character and heritage assets

The proposed development, by virtue of its overall scale, design, appearance, and location in a prominent position in the surrounding streetscene, will have a harmful impact on the character and appearance on this part of the Cotham and Redland Conservation Area. The proposed development would pose a less than substantial harm to the significance of the Cotham and Redland Conservation Area. The applicant has failed to provide a clear justification for the harm required under paragraph 200 of the NPPF. There is insufficient public benefit associated with the development to outweigh the harm posed to heritage assets, and it fails to demonstrate that the optimum viable use has been achieved, contrary to paragraph 202 of the NPPF. As such, the development is contrary to Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Sections 12 and 16 of the National Planning Policy Framework (2021), Policies BCS21 and BCS22 of the Bristol Development Framework Core Strategy (2011), and Policies DM26, DM30 and DM31 of the Site Allocations and Development Management Policies (2014), as well guidance included the Cotham & Redland Conservation Area Character Appraisal & Management Proposals (September 2011).

Advice(s)

1. Refused Applications Deposited Plans/Documents

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

Location plan, received 22 May 2023
 B(20) E01 Existing south west elevation plan, received 22 May 2023
 B(20) E02 Existing south east elevation, received 22 May 2023
 B(20) E03 Existing north east elevation, received 22 May 2023
 B(20) E04 Existing street elevation Eastfield Road, received 22 May 2023
 B(20) P00 Existing floor plans, received 22 May 2023
 T(3)E01 REV B Proposed elevation, received 22 May 2023
 T(3)E02 Proposed street elevation Eastfield Road, received 22 May 2023
 T(3)P00 REV F Proposed plans, received 22 May 2023
 T(3)P01 Proposed block plan, received 22 May 2023
 T(3)P02 Privacy distance analysis, received 22 May 2023
 Wessex water map, received 22 May 2023
 Sustainability statement and energy strategy, received 22 May 2023

Supporting Documents

2. 1 Eastfield Road Cotham

1. Existing street view
2. Proposed elevations.
3. Proposed floor plans
4. Proposed block plan.

NOTES

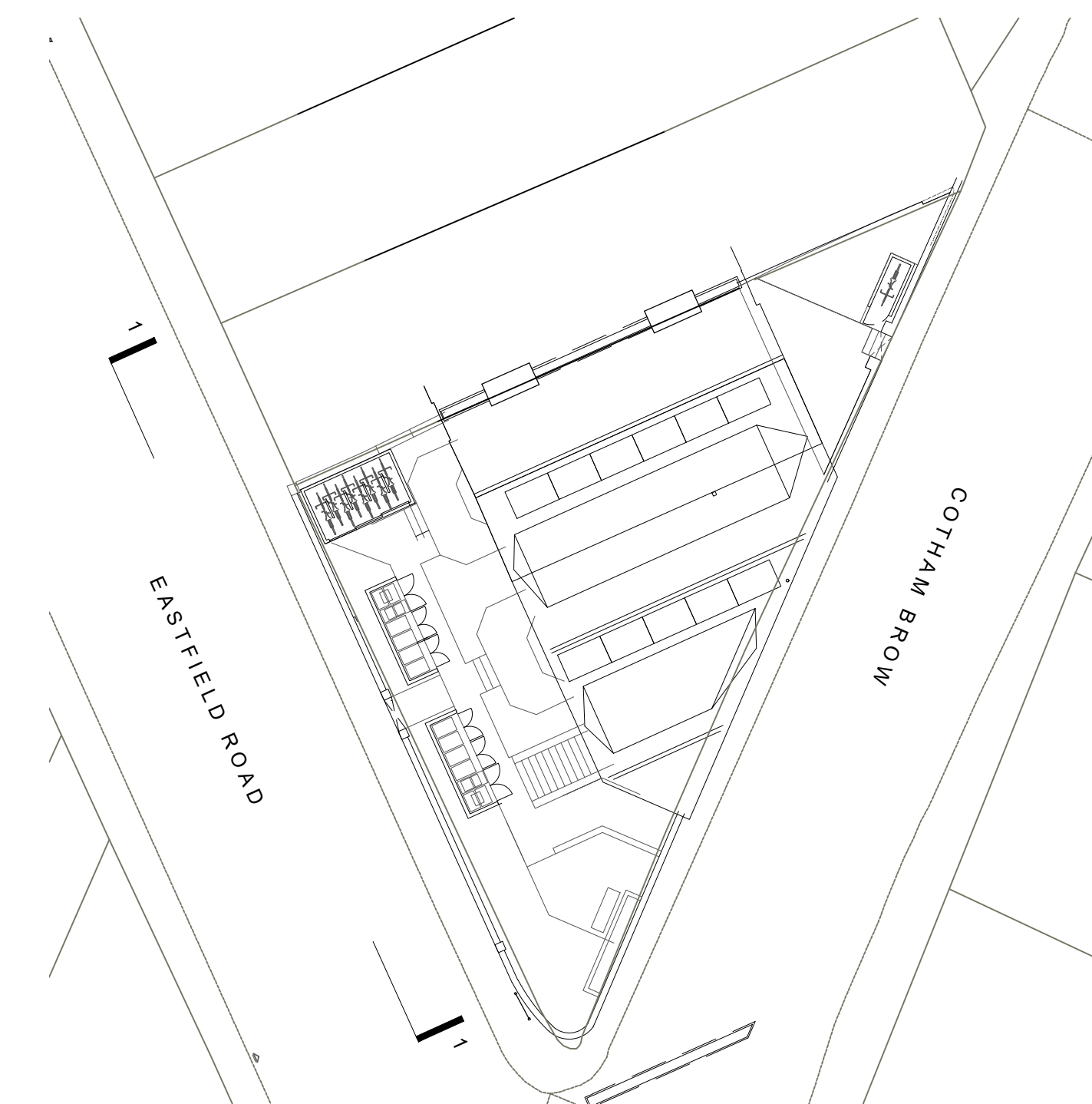
- The Copyright of this drawing is the property of Smith Maloney Architects Limited and must not be copied or otherwise reproduced without written consent.
- The contractor is responsible for checking dimensions, tolerances and references. Any discrepancy to be verified with the Architect before proceeding with the works.

CDM Regulations 2015

ALL current drawings and specifications for the project must be read in conjunction with the Designer's Hazard and Environmental Assessment Record.



1: EXISTING STREET ELEVATION: EASTFIELD ROAD



KEY PLAN

29/07/2022 (a) Planning Issue (title correction)
 31/05/2022 (-) Planning Issue

date	rev	revision/author/checker
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client

FPC Build UK

project
 1 Eastfield Road
 Proposed Alterations and
 Extension

drawing
 Existing Street Elevation
 Eastfield Road

PLANNING ISSUE

drawing no	rev
B(20)E04	(a)

drawn	checked	ADS
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scale @ A1	1:100	date	31/05/22
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 MALONEY**
 ARCHITECTS

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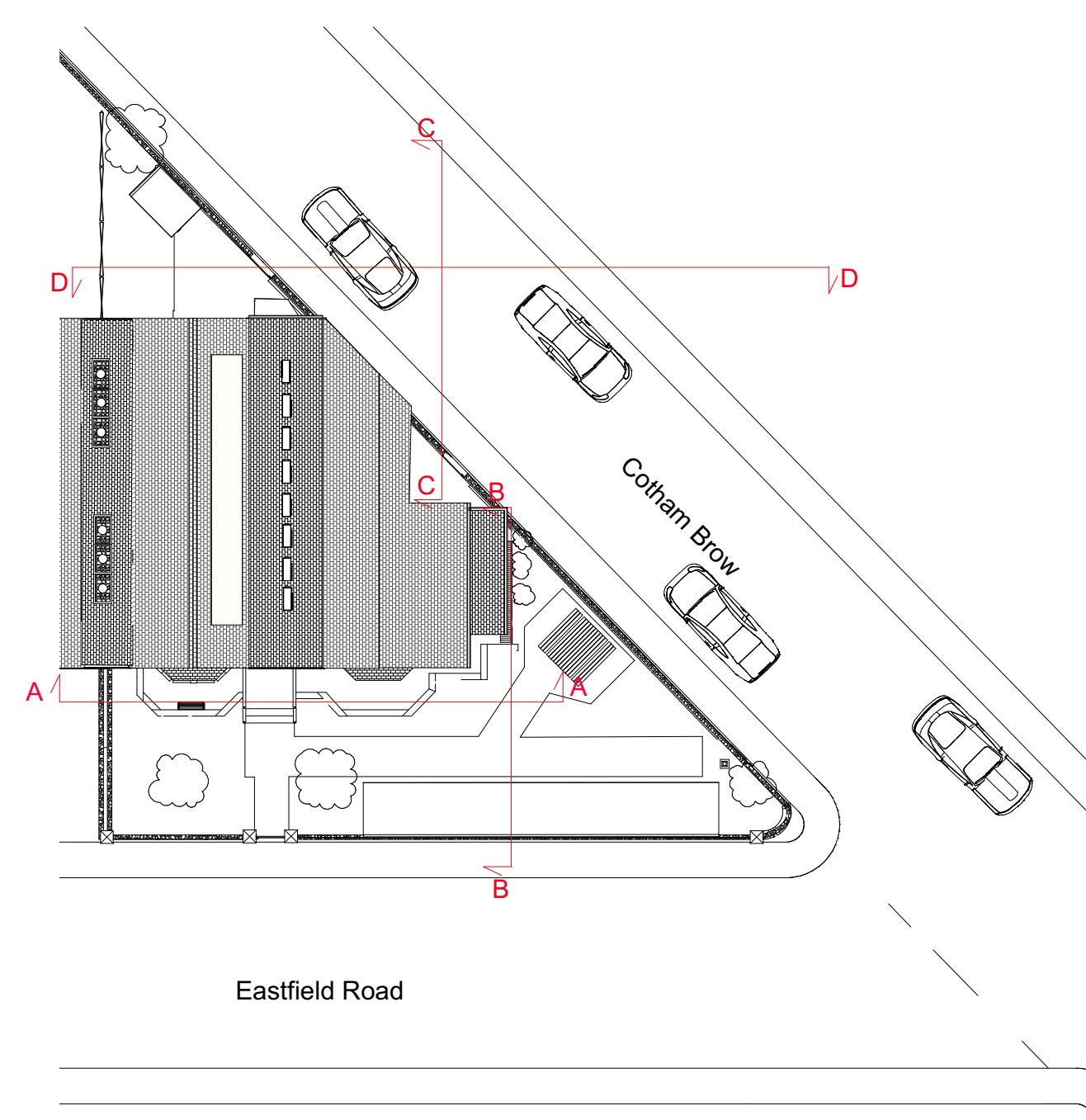
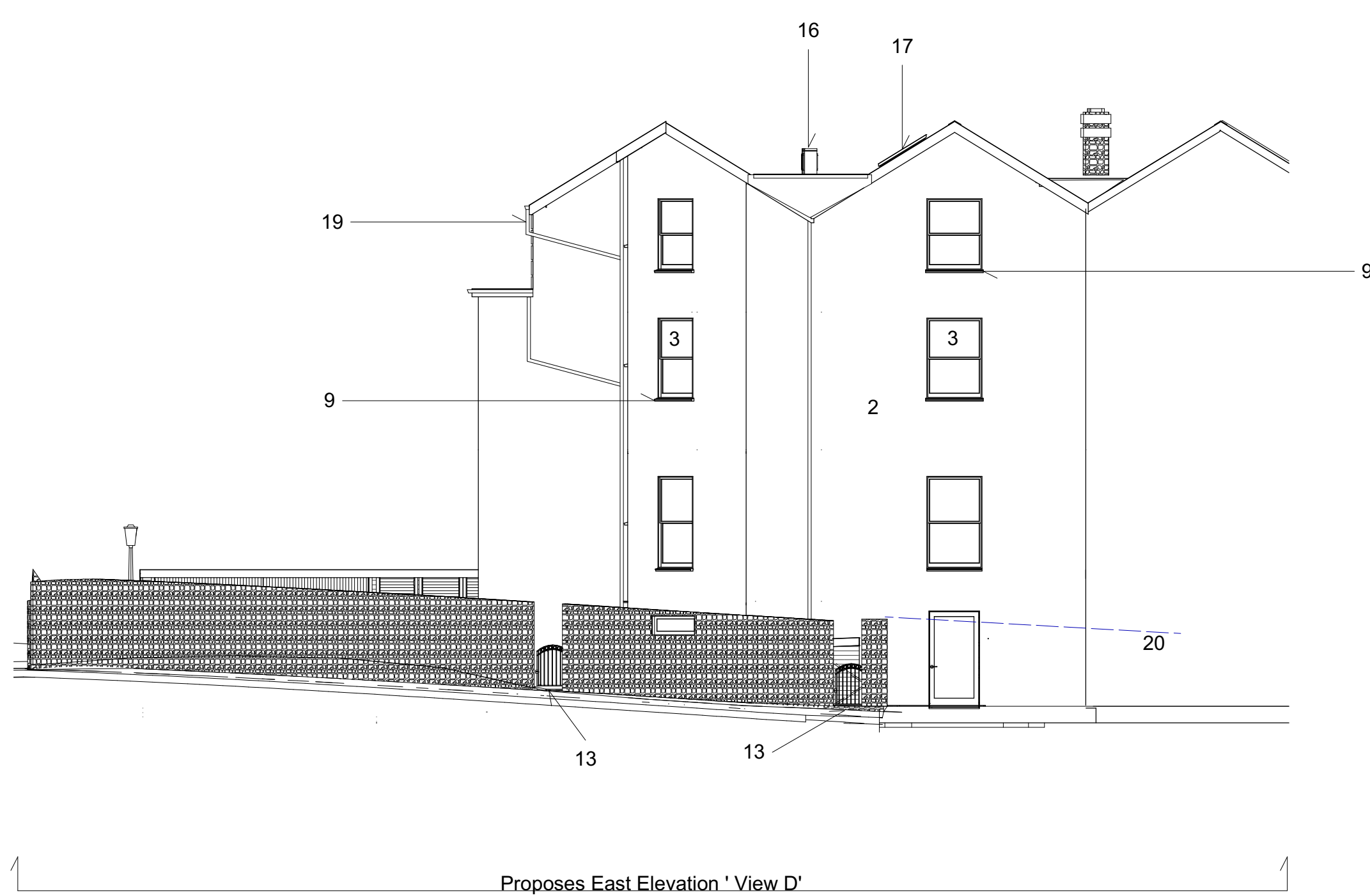
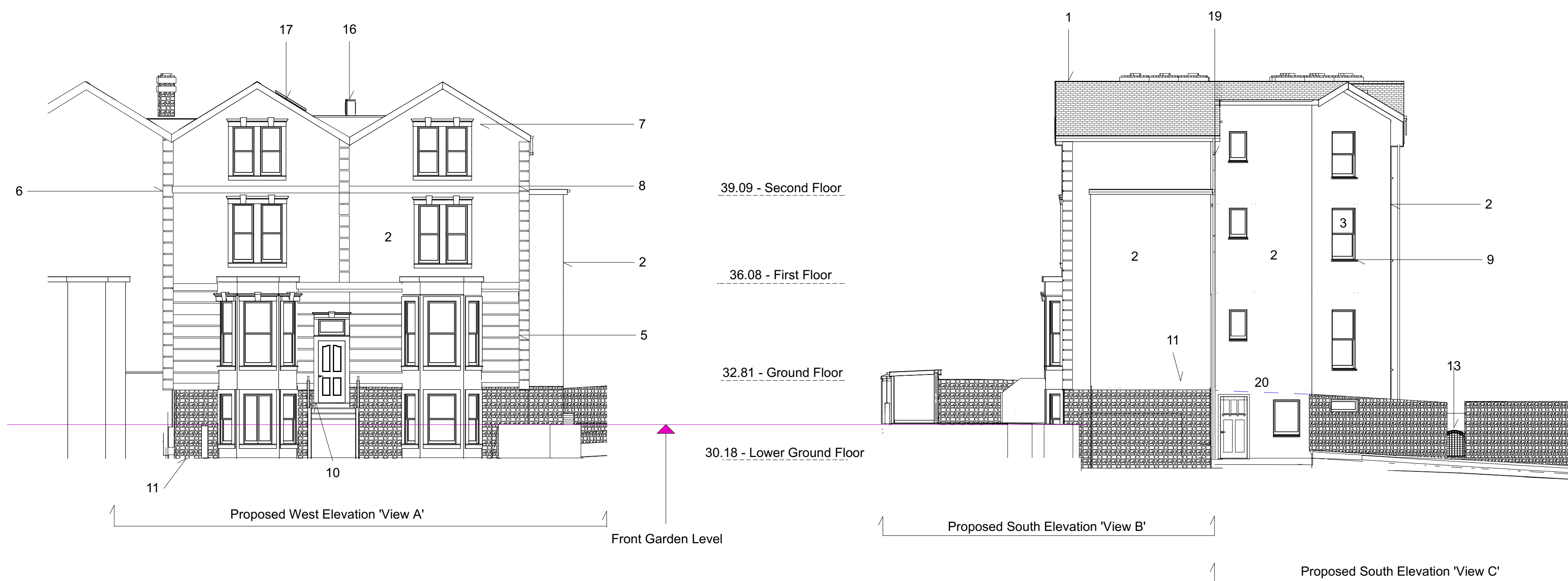


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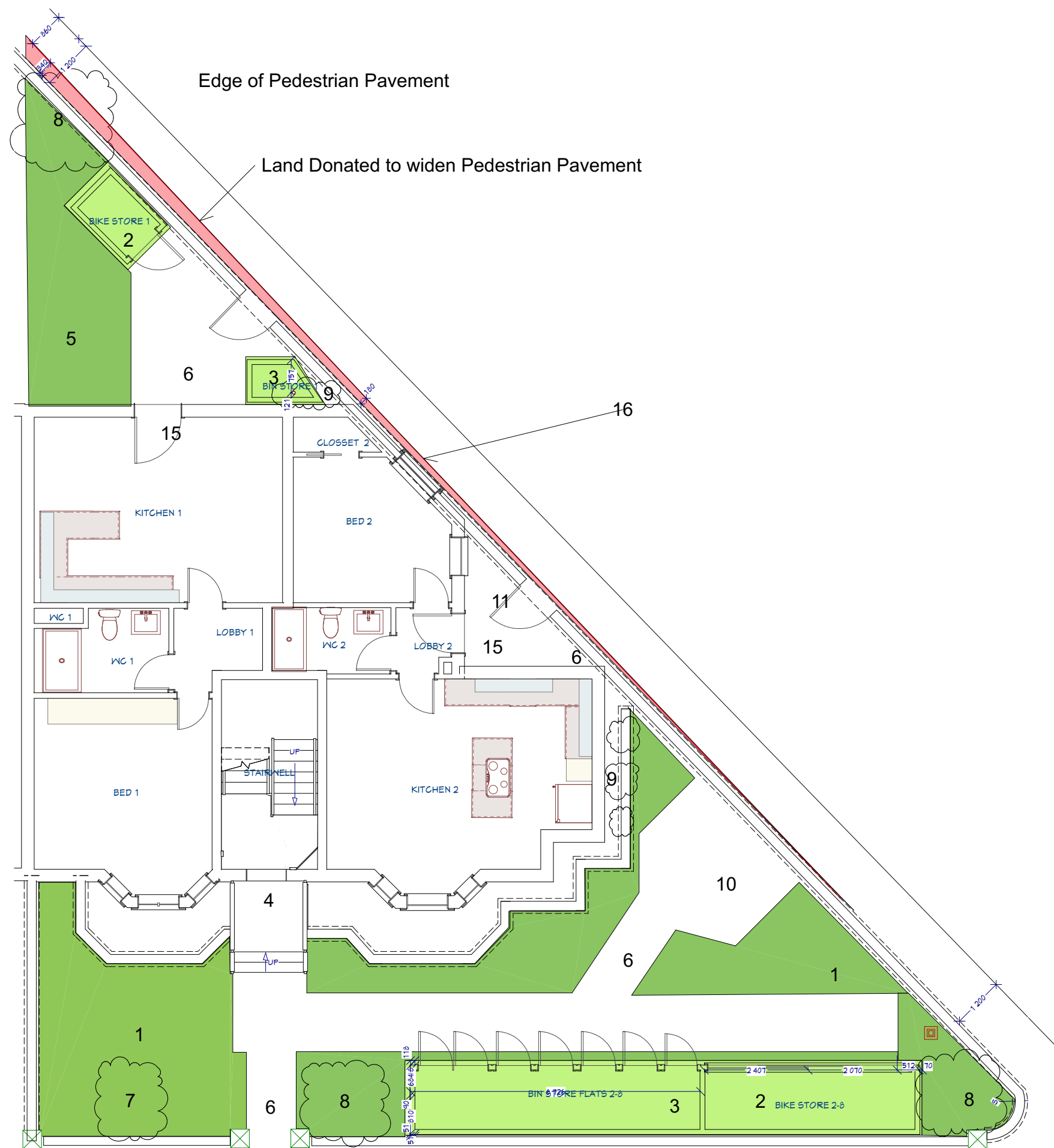
Plot date: 29 July 2022

LEGEND

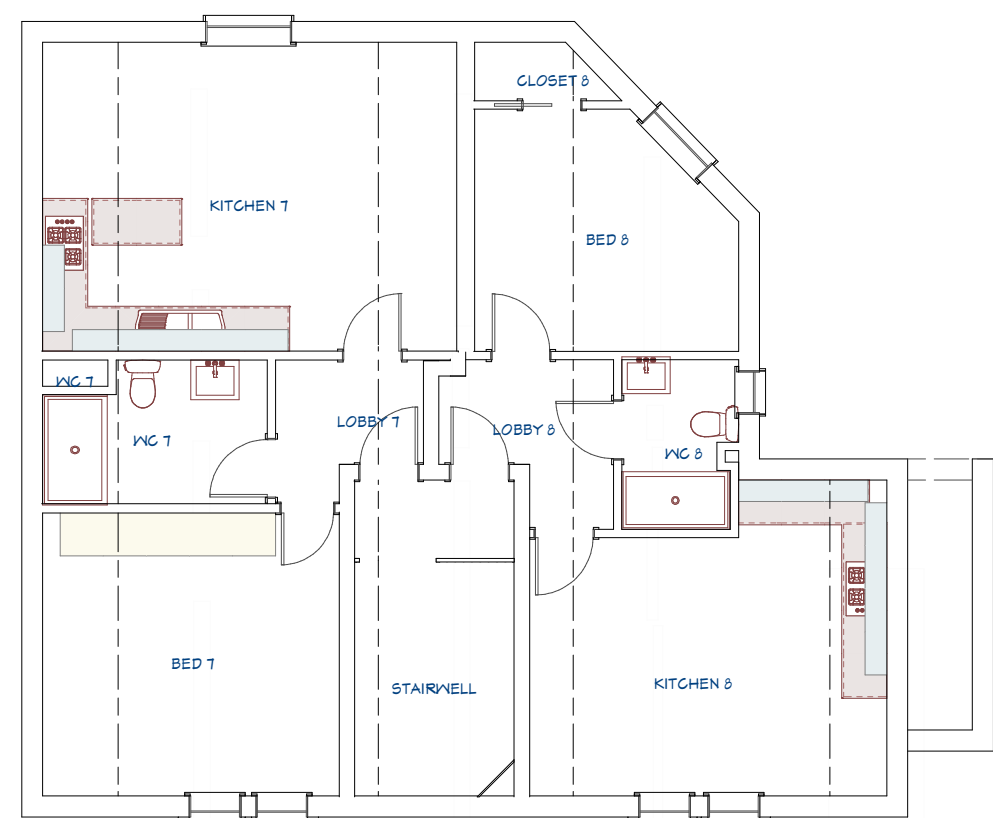
1. Clay tiled roof to match existing
2. Rendered Facade (warm Ashlar colour)
3. Wooden Sash windows
4. Projecting Eave details
5. Rendered rustication lines
6. Quoin stones (Ashlar reconstituted stone)
7. Stone window surrounds and keystones (Ashlar reconstituted stone)
8. Stone Belly bands (Ashlar reconstituted stone)
9. Projecting limestone sill
10. Door surrounds and transom window over door (Ashlar reconstituted stone)
11. Random rubble stone wall
12. Pennant stone cladding
13. Steel gate and railings 10mm diameter
14. Limestone pillars
15. Living wall to make waste and bike stores discrete
16. Heat pumps positioned in line with traditional chimney stacks
17. Solar panels
18. Traditional lamp post
19. Metal Guttering
20. Boundary wall Level



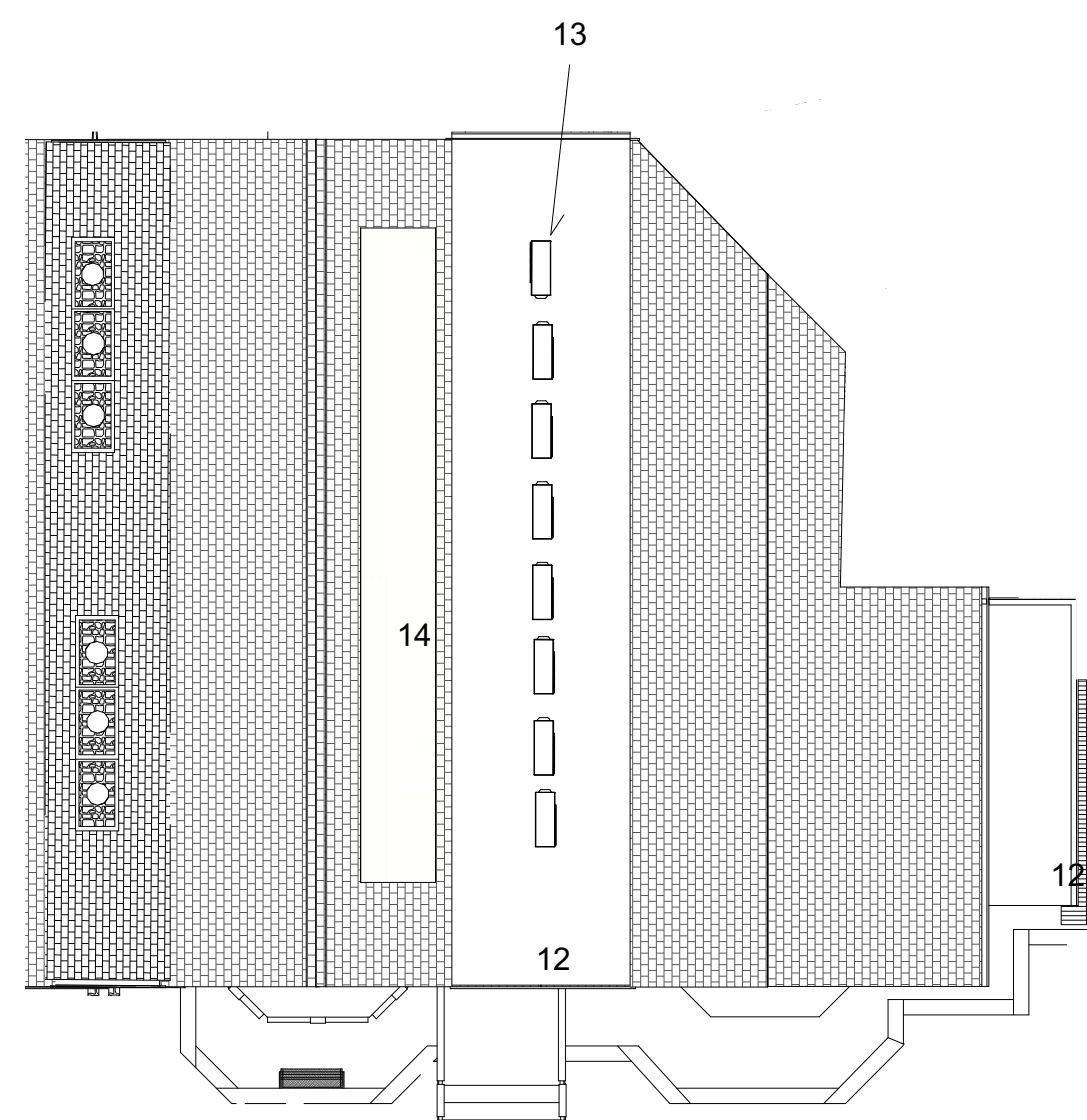
Key Plan



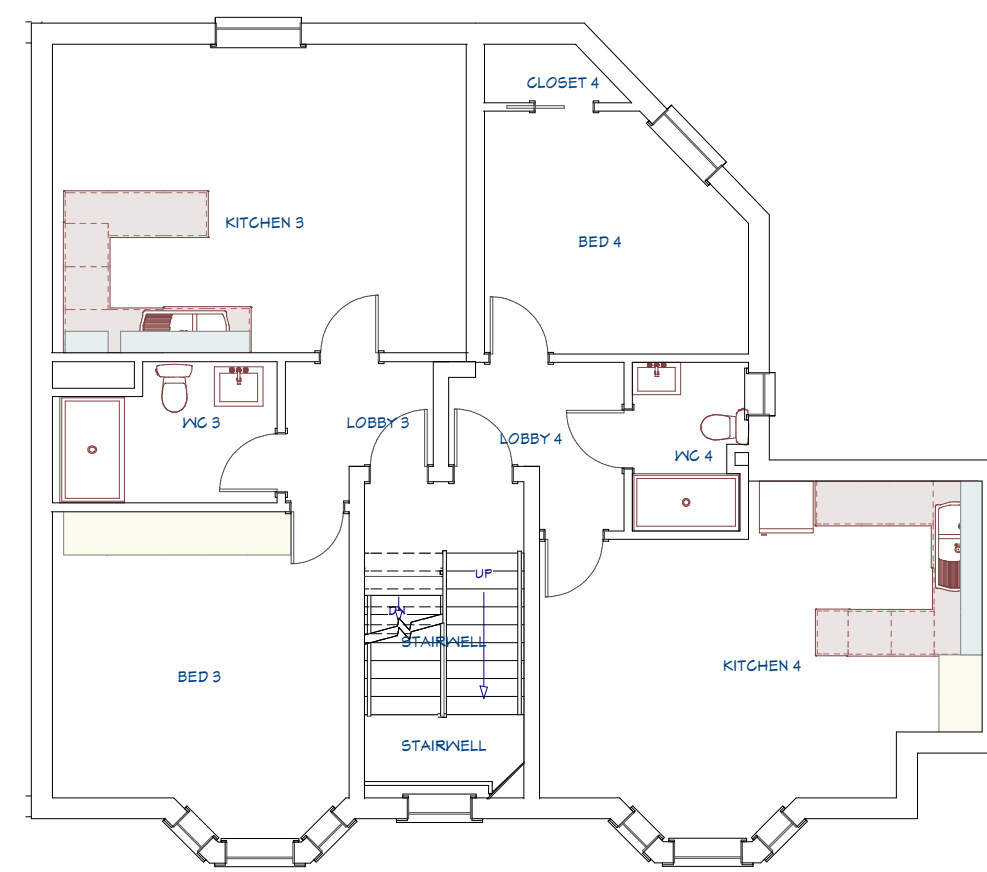
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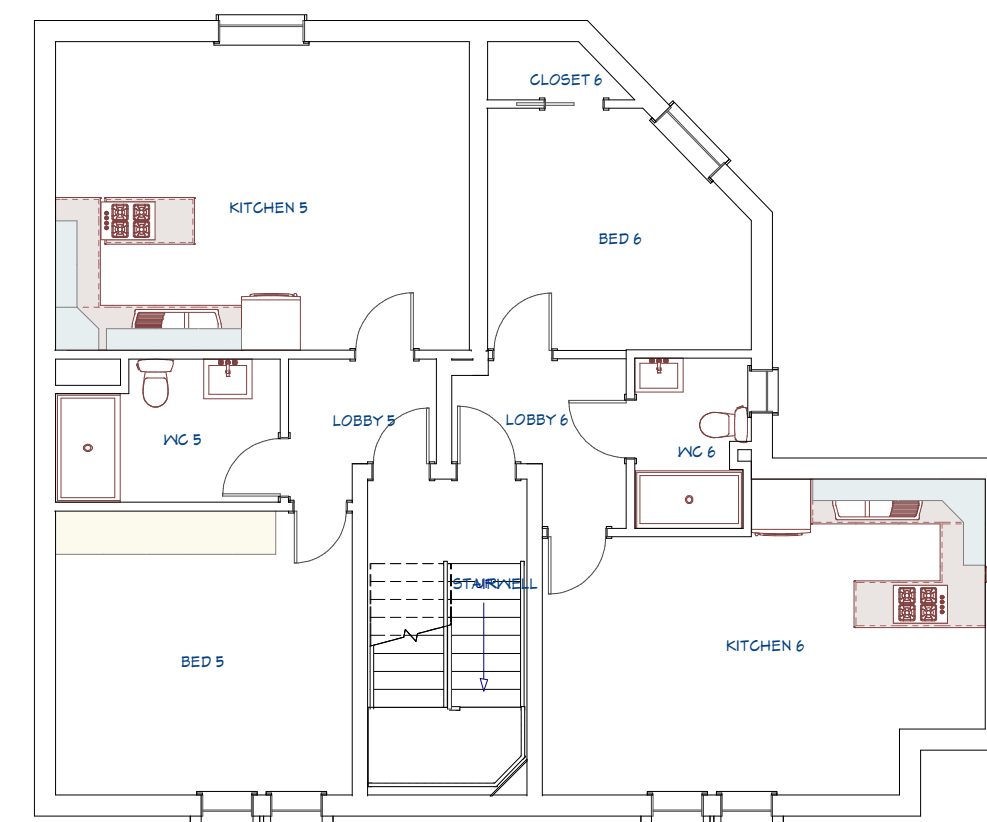
2nd Floor



Proposed Roof Plan

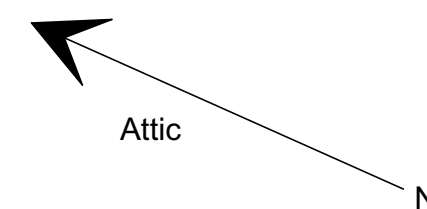
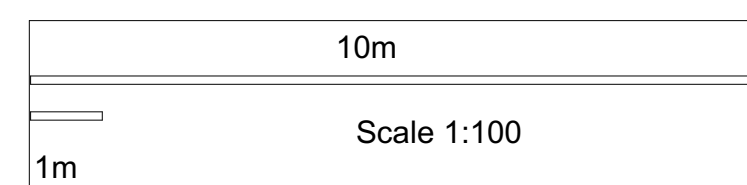


Ground Floor



1st Floor

	Area m2	Occupancy
Lower Ground		
1	45	1 Person
2	45	1 Person
Ground		
3	47	1 Person
4	45	1 Person
1st Floor		
5	46	1 Person
6	43	1 Person
2nd Floor		
7	46	1 Person
8	40	1 Person



1. Communal Garden
2. Bike Store with Green roof
3. Bin Store with Green roof
4. Communal Entrance
5. Private Garden
6. Permeable Paving
7. Existing Tree
8. Proposed Planting Tree
9. Proposed Planting Wisteria
10. Outdoor picnic area
11. Private Courtyard
12. Flat roof
13. Air Source Heat Pumps
14. South Facing Solar Panels
15. Private Entrance
16. Region of land donated to council in order to widen footpath.

Sheet #

1

Drawn By:

Felix Hansen

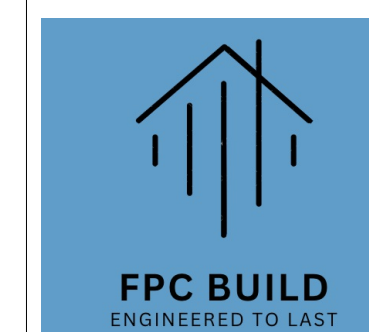
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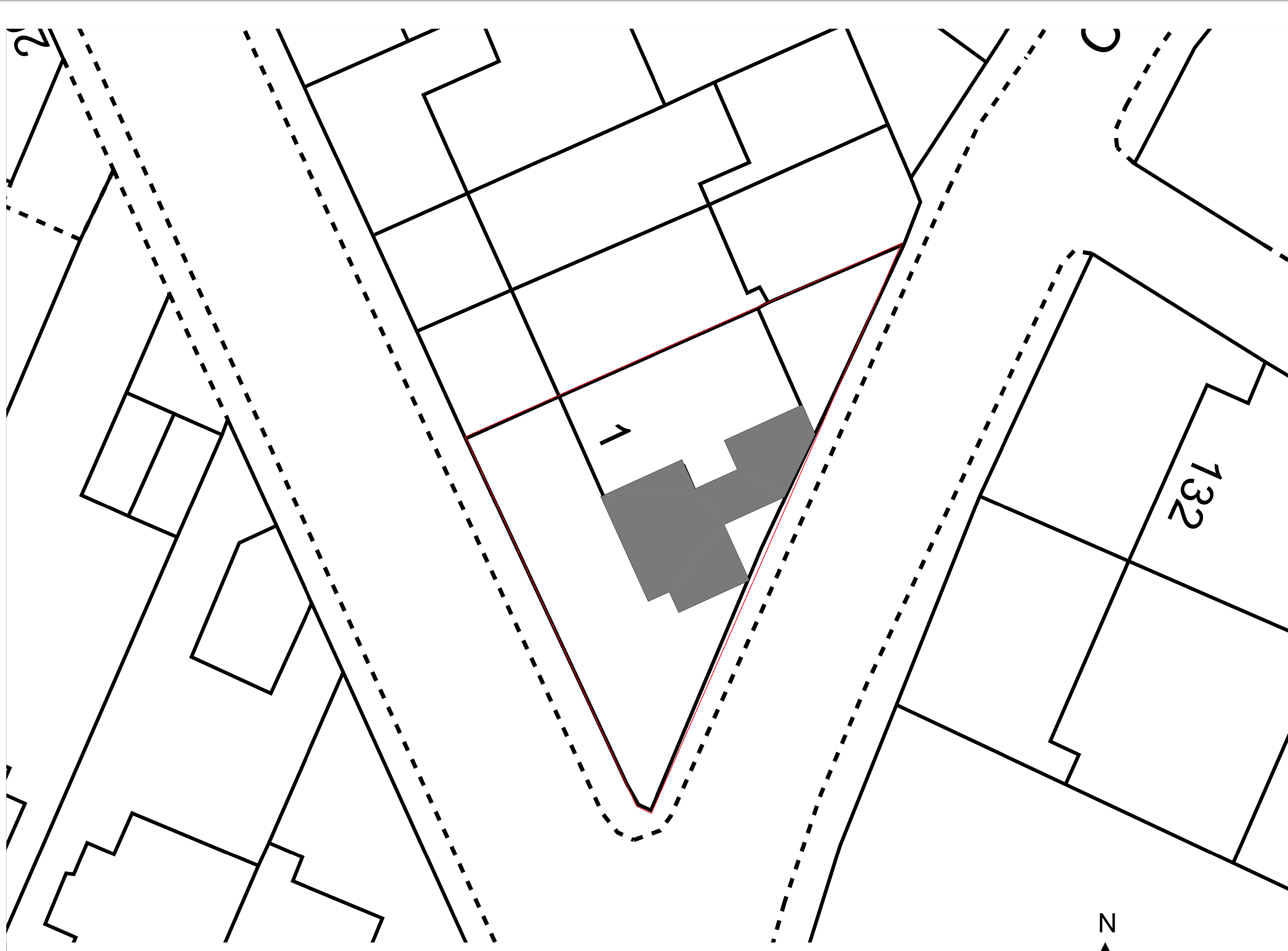
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T(3)P00 Rev F - Proposed Plans





Sheet #

1

Drawn By:

Felix
Hansen

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18/05/2023

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Proposed block plan



1st Floor

GREY AREA DENOTES PROPOSED BUILDING MASS

N