

WARD: Central

SITE ADDRESS: NCP Rupert Street City Centre Bristol BS1 2PY

APPLICATION NO: 23/01407/F Full Planning

DETERMINATION DEADLINE: 29 March 2024

**Demolition of the existing multi-storey car park/retail units and site clearance to allow redevelopment of site to accommodate a new mixed-use development comprising flexible retail/commercial floorspace (Use Class E) and/or community floorspace (Use Class F2(b)), public car park accessed from Rupert St, purpose-built shared living (co-living) accommodation (sui generis) and purpose-built student accommodation (sui generis) with associated amenity space, cycle parking, refuse storage, landscaping / public realm enhancements and new vehicular access arrangements, including provision of service road between Rupert Street and Lewins Mead (Major).**

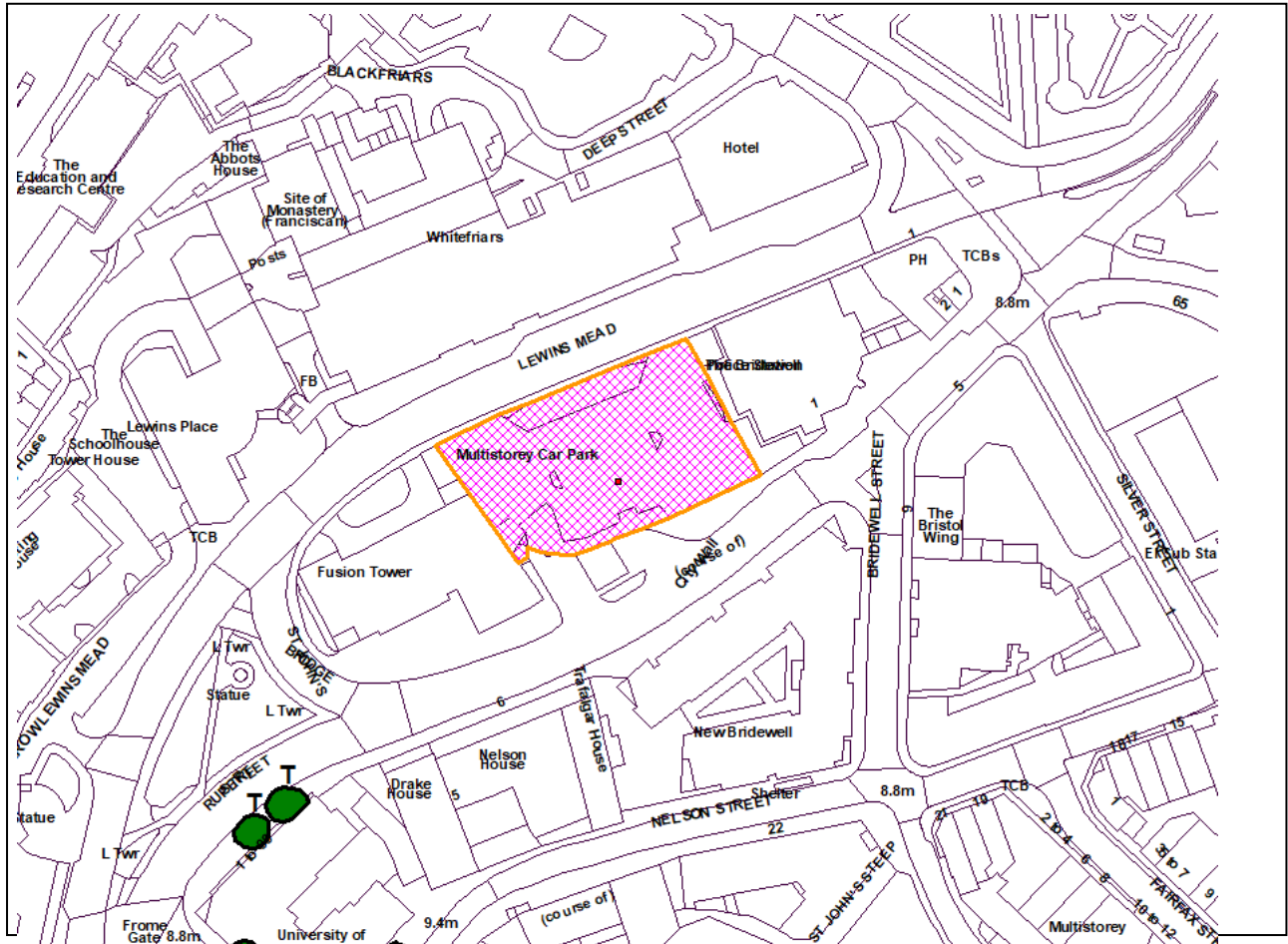
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Pegasus Group  
21 Ganton Street  
London  
W1F 9BN

APPLICANT: CP CO 3 Limited & PBSA Group  
Holdings S.à.r.l  
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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1.0 SUMMARY

1.1 The application proposes the demolition of the existing multi-storey car park and the development of a mixed-use scheme comprising a replacement car park, two commercial units, purpose built student accommodation with 328 bed spaces, and co-living accommodation with 249 studios.

1.2 The site is within a site allocation in the Bristol Central Area Plan which identifies the area for a mix of uses including new homes, student housing, youth and community facilities. The site is not within a conservation area and there are no heritage assets adjacent to the site.

1.3 The development has been subject to discussion and negotiation both during the course of two pre application submissions and during the lifetime of the application itself. This resulted in changes to the height and massing of the design before the application was submitted, and further detailed design changes after the application was submitted.

1.4 Officers are supportive of the proposed development, as it brings forward an appropriate mix of uses and makes good use of the development opportunity presented by this site.

1.5 The development would have an impact on the amenity of neighbouring residents through loss of sunlight and daylight, however the level of the impact is considered acceptable.

1.6 Concerns have been raised over the impact the development would have on heritage assets and this needs to be balanced against the public benefits the proposal would bring. The harm would be caused by the appearance of the building within the setting of a number of listed buildings, including the Church of St Nicolas and the Colston Almshouses.

1.7 As such, in coming to a decision on the application, Members will need to balance the public benefits of the development against the harm that would result from the proposal. In this respect, the benefits include the provision of much needed student and co-living accommodation, the delivery of a building and new public realm of high quality design, the regeneration of a rather negative site within the local area, the provision of two commercial units for charity or community uses, the provision of a replacement car park that meets today's standards, and economic and employment benefits.

1.8 The harm is considered to be outweighed by these public benefits. The proposal would significantly enhance the townscape and environmental value of the street scene, delivering a high-quality building that accords with the relevant policies of the Local Plan.

2.0 SITE DESCRIPTION

2.1 The application site is contained within an "island" that is within the A38 one-way gyratory road network; the northern A38 road boundary is Lewins Mead, and the southern A38 road boundary is Rupert Street. The application site has an area of 0.3 hectares.

2.2 As existing, the application site is made up of four elements and their surrounding hardstanding; which are the NCP Rupert Street Car Park, which faces both Lewins Mead and Rupert Street; the retail unit facing both Rupert Street and Lewins Mead; the former garage facing Rupert Street, and the retail unit facing Lewins Mead.

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2.3 The NCP Rupert Street Car Park covers the significant majority of the application site area. The car park contains 498 spaces mainly for public use and its floorspace is 12,748 sqm. It is six-storeys high, made from concrete and is cylindrical in shape, in a Brutalist architectural style. Vehicular and pedestrian access and egress to and from the car park is from Rupert Street. The car park was built in 1960 and was designed to have a 50-year lifespan and the car park is now in a poor physical condition. The car park is unable to adapt to the provision of electric vehicles, which will be the future type of all vehicles once petrol and diesel vehicles are phased out by national government.

2.4 The retail unit facing both Rupert Street and Lewins Mead has been vacant for roughly 18 months, and was occupied by Professional Music Technology (PMT), selling musical instruments (within Use Class E). The floorspace is 1,108 sqm.

2.5 The former garage was last in last in use by Avis as a car-hire garage (sui generis). Avis vacated the site at the end of 2019.

2.6 The retail unit facing Lewins Mead is occupied by Evans Cycles, which is a shop selling cycles and associated equipment (within Use Class E). The floorspace is 375 sqm.

2.7 There are no designated heritage assets within the application site and it does not fall within a conservation area.

2.8 The application site is within Flood Zone 2. The River Frome runs beneath Rupert Street and a part of the southern portion of the application site, within a culvert.

2.9 The surrounding area is generally characterised by dense urban development and tall buildings, containing a mix of uses, particularly office buildings, hotels, residential and student accommodation blocks as well as restaurants, shops and services.

2.10 Directly north of the application site, on the other side of Lewins Mead, are a collection of tall buildings. These include Number One Bristol, a former vacant office building recently redeveloped for housing, which is up to 16-storeys high; Whitefriars Bristol, an office / retail building, which is up to 14-storeys high; and the Premier Inn Hotel building (with retail at ground floor), which is up to 9 -storeys high.

2.11 The Bridewell Police Station is located directly east of the site. It is a 7-storey 1960s building used as the headquarters for Avon and Somerset Police.

2.12 To the south of the application site, on the other side of Rupert Street, is the New Bridewell development. It contains retail uses at ground floor with student accommodation above and is up to 16-storeys high. Also to the south, and to the west along Rupert Street is another student accommodation development known as the Courtroom.

2.13 Directly west of the application site, and within the A38 "island", is Fusion Tower, a building up to 18-storeys high. It is a 1960s / 70s building that has recently been redeveloped for student accommodation.

2.14 Roughly 100 m south east of the application site, on Bridewell Street, are three Grade II Listed buildings – the Bristol Police Headquarters building, No.7 Bridewell Street, and the Magistrates Court building. Three conservation areas are nearby. St. Michael's Hill and Christmas Steps Conservation Area is roughly 70 m to the west, and St. James' Parade Conservation Area is roughly 100 m to the north-east, and City and Queen Square Conservation Area is roughly 70 m to the south.

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2.15 In terms of local facilities, institutions, and services, the main shopping centre for Bristol is roughly 200 m to the east of the application site. The University of Bristol is located roughly 800 metres to the west of the site. Roughly 160 m to the north-west of the application site are the five hospitals that make up University Hospitals Bristol and Weston: Bristol Royal Infirmary, Bristol Heart Institute, Bristol Haematology and Oncology Centre, Bristol Royal Hospital for Children, and Bristol Eye Hospital.

2.16 As regards transport links, the closest bus stops are located opposite the application site on Rupert Street and Lewins Mead. The bus stops provide access to a number of services which run throughout the City Centre and the surrounding local areas. Bristol Bus Station is also roughly 200 m to the north of the application site. Bristol Temple Meads train station is roughly 1 km to the south-east of the application site.

### 3.0 APPLICATION DETAILS

3.1 The proposed development seeks to demolish all existing structures to be replaced by a new single building, which in plan form is rectangular shaped at its base and “H-shaped” above, extending up to 20 storeys.

3.2 Key components of the proposed development would be:

- Provision of 328 student bedspaces in the form of 120 private studios and 208 beds within cluster flats. Internal amenity space would consist of communal lounges, a gym and well-being studio, study areas, a cinema, laundry rooms, and communal kitchen and living spaces for the cluster flats. External amenity space would consist of roof-top terraces and gardens.
- Provision of 249 co-living studios. Internal amenity space would be provided in the form of communal lounges, a gym and well-being studio, working areas, a cinema, laundry rooms, and communal kitchen and living spaces on each floor. External amenity space would consist of a roof-top terrace and garden (see explanation of co-living in paragraph 3.3 below).
- Two ground floor units (totalling 154 sqm) would be provided for commercial uses and/or community uses. It is envisaged that these units are to be used by local community or charity groups and the applicant will enter into a legal agreement requiring them to be marketed to local community or charity groups first, for a period of six months, and at a discounted market rate.
- A replacement public car park, to be operated by NCP, would contain 400 No. car spaces and 4No. motorbike spaces between the first and sixth floors. The public car park would meet modern standards in terms of access requirements, paving dimensions, and vehicle tracking, and allowing for electric vehicle charging (see para 3.7 below).
- At both Rupert Street and Lewins Mead, the public realm would consist of new hard landscaping using new and larger pavements with potential for public art, outdoor seating; and soft landscaping in the form of green planting.

3.3 For explanation, the applicant describes co-living accommodation as a type of non-self-contained housing that is made up of private individual rooms and communal spaces and facilities, such as kitchen, dining and living areas, and lounges, laundry rooms, gyms, and entertainment and cinema areas. The accommodation is operated and managed as a whole by the developer / chosen operator, and residents typically enter into tenancies of at least

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three-months, and all bills are included within the monthly rent. The accommodation is typically (but not solely) lived in by young professionals and key workers (such as nurses) who have finished university but who still want the communal living experience (and who would otherwise choose to live in a flat share in a privately rented house).

3.4 Within the applicant's existing co-living scheme at Unity Street, Old Market (Zinc Works), out of the 107No. co-living residents, 60% are aged 21-25 years old, and 80% of residents are aged between 18-30 years old. Only 15% are aged 30 years old and older. The gender split is 58% male and 42% female, and nationalities are diverse, with over 20 different nationalities. Those who are British make up 51% of the residents.

3.5 Each room in the co-living accommodation would have an average size of 19.8 sqm, ranging between 18 sqm - 28.4 sqm. The rooms are designed for a single-bed household, and would benefit from a double-sided bed, a two-ring cooking hob, desk and wardrobe space, and an en-suite shower room. Kitchen facilities and living and lounge space would be provided in communal areas. This is fundamental to the concept of co-living accommodation – each room cannot be self-contained, otherwise it would cease to be co-living accommodation and would be “traditional” housing.

3.6 Affordable housing would be provided within the co-living accommodation and 50No. of the studios (equivalent to 20%) would be rented at a discounted market rate to people in need.

3.7 Of the 400 car spaces in the replacement car park, 40 would have active electric vehicle charging points, 160 would be passive electric vehicle spaces, 20 would be disabled bays, and there would be 12 parent and child spaces. As is the existing arrangement, vehicular access to the car park is proposed from Rupert Street.

3.8 Cycle spaces would be provided at basement level and would be accessed via a lift from Lewins Mead and at Rupert Street. The provision would be 82 spaces for students, 62 spaces for co-living residents, and 24 spaces used as part of a share-scheme. 20 visitor cycle spaces would be provided at the Rupert Street entrance and 20 at the Lewins Mead entrance.

3.9 A refuse store would be located at the ground floor, and residents would be expected to take their waste directly to the general waste or recycling waste bins. Cleaning staff would be responsible for taking waste from the communal areas to the refuse store. Refuse collection would take place from the loading bay within the building at ground floor and discussions have taken place between the applicant's design team and the Council's waste officers regarding the servicing strategy.

#### 4.0 RELEVANT HISTORY

4.1 Two pre-applications were received in August 2019 and May 2022 (references: 9/04081/PREAPP and 22/01361/PREAPP). The response letter to the second pre-application on 15 September 2022 summarised as follows: *“The application proposal offers a significant opportunity to optimise the density of this urban location and to make more efficient use of land, contributing to housing delivery, in a location (Bristol City Centre) identified for more intensive forms of development. It would include active ground floor frontages and public realm improvements that would enliven and enhance the vitality of this*

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*identified regeneration site and wider area. Redevelopment offers opportunities for an improvement to the external design of the existing car park.”*

4.2 The emerging proposals for the site were reviewed on two occasions by the Design West Review Panel, a group of design and environmental professionals who offer free, independent consultation on significant development proposals in the city. Presentations were made in May 2022 at which the Panel agreed that the height and massing could be supported in principle, and again in December 2022. Following the second meeting, the Panel commended the progress made on issues that had been previously raised and provided further recommendations on design details. The submitted Design and Access Statement explains how these recommendations have been acknowledged. (The Design and Access Statement is available on our website.)

## 5.0 STATEMENT OF COMMUNITY INVOLVEMENT

5.1 In line with Bristol City Council’s Statement of Community Involvement, the applicant has undertaken a programme of public consultation with the local community. This has included engaging residents of Bristol, as well as key local stakeholders. A newsletter was sent out to 1,132 addresses in the local area and 2,327 people visited the dedicated project website. 143 completed feedback forms were received and considered as part of the proposals where possible. The applicant has explored issues raised, and the submitted plans are supported by 42% of respondents.

5.2 However, it is not clear from the Statement of Community Involvement submitted with the application whether the comments received from the public had any influence over the final design of the scheme.

## 6.0 RESPONSE TO PUBLICITY AND CONSULTATION

### 6.1 PUBLIC RESPONSE

6.2 Site notices were erected and an advert placed in the local press. In addition, more than 800 local addresses were notified of the proposals.

6.3 In response, 7 comments were received objecting to the proposals, including responses from the Bristol Civic Society, the Twentieth Century Society and the Kingsdown Conservation Group. 3 letters were received in support of the application.

#### Bristol Civic Society

*6.4 Bristol Civic Society members mostly wish to see the redevelopment of this site and a remodelling of the streetscape and facilities at ground floor level. Some of our members, however, value the design of the car park and its contribution to twentieth century architecture. Although the proposed redevelopment would improve the quality of the environment at street level, the Society objects strongly to the height of the new building and its impact on the wider townscape. This proposal would add to the ever-increasing accumulation of tall buildings in the city which is eroding Bristol's very special urban character and topography with its fine heritage of landmark buildings and the mid-rise historic townscape in which they have sat. It is entirely inappropriate and undesirable for this*

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*townscape. Yet another tall building will encourage further proposals for others. More and more tall buildings will deprive residents of glimpses of the surrounding countryside which help to contain perceptions of the extent of urban development. Instead, residents will be surrounded by an intensely built-up, claustrophobic and brutalist urban environment that has lost touch with human scale possibly to the detriment of their physical and mental health. We also have concerns about the quality of life for future residents in view of the noise and pollution coming from the heavy traffic in Rupert Street and Lewins Mead. Our position has not changed significantly from our earlier response.*

*Design, Height and Massing.*

*Although we are not entirely convinced that the references to Bristol Byzantine architecture are valid, we could support the improvements to the streetscape at ground level offered by the redevelopment. The colonnade would provide some relief for pedestrians from the weather and traffic disturbance.*

*We object strongly to the height and mass of the proposed building, however, and do not accept the applicants' justification for the height. The two highest blocks are 24 and 20 storeys with a 16 storey block between them [The linking block between the towers is 14 storeys in height]. The massing is particularly severe from the east and west where the side elevations of the 24 and 20 storey blocks would be unrelieved. [The maximum height of the building is actually 20 storeys.] From the north and south, there is some variation in height but the bulk of the site will be filled with buildings between 16 and 24 storeys. It would diminish the prominence of the tower of St Stephen's church viewed from the west as seen from AVR viewpoint 12. It would also be a dominant feature from Lower Park Row AVR viewpoint 14. The proposal would continue the trend of ironing out the topographical form of this part of Bristol reducing the significance of the Kingsdown escarpment. Taken together, the Society considers that these effects of the height and massing of the proposal would be harmful to the character of this area and the wider city. It further demeans Bristol's fine heritage of landmark buildings and the mid-rise historic townscape in which they have sat and it would reduce still further the connection with the countryside afforded by glimpses of the hills beyond. It would encourage proposals for more tall buildings further dehumanising the urban environment possibly with detrimental effects on the health and well-being of residents. We find the building, particularly above the first eight storeys, is a far cry from the beautiful buildings demanded by Government planning policy.*

*Accommodation, Living Conditions and Open Space*

*The Society questions the basis for providing more and more student accommodation. The Council must assess the proposal in accordance with its own policies on the concentration of purpose built accommodation. There is an increasing need, however, for, the quantum of student accommodation to be allowed in the city to be reviewed particularly in the light of forecasts of the number of university students in Bristol increasing by 21,000 over the 14 year period from 2021/22 to 2034/35. The Society does not diminish the contribution the university and its students make to the city but we do question the rationale of accommodating ever increasing numbers who are resident for about 30 weeks a year. Furthermore, student accommodation makes a smaller contribution to the city's housing requirements than conventional housing. Planning officers have advised that 2.5 student beds are the equivalent of 1 new home for housing delivery purposes.*

*We think there is a place for providing co-living accommodation although we have expressed concerns about the location below.*

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*The Society is concerned that the living conditions of future residents will be compromised by the noise and pollution arising from Rupert Street. If sound insulation and artificial ventilation is used to counteract these problems we wonder what impact this will have on the carbon footprint of the building. It is also clear that most of the accommodation is in single aspect rooms. We note the provision of a number of outdoor spaces at upper levels of the building. These would also be affected by noise and pollution and would be unwelcoming for a considerable part of the year when the weather is cool and wet.*

*Climate Change*

*The Society supports the Council's policies to mitigate the impact of development on climate change and expects all new development to be policy compliant.*

*Twentieth Century Society*

*6.5 The Twentieth Century Society has been notified of the above application for the demolition of the Rupert Street carpark in Bristol. The Society strongly objects to the loss of the carpark, which has been identified by Bristol City Council as a Non-Designated Heritage Asset.*

*Background*

*The Rupert Street carpark was erected between December 1959 and October 1960. It was built by the Multidek Development Group and designed by the architect R. Jelinek-Karl and the engineers G.C. Mander & Partners. Rupert Street (1960) was an early American-style, concrete open-deck MSCP and was the first in England to incorporate a continuous parking ramp (meaning that the ramp is integral to the parking deck). As the first continuously-ramped MSCP built in the country, Rupert Street was new, innovative and influential. Its architecture—with its open elevations composed of spiralling floor slabs which cantilever out and are clad with pre-cast panels— clearly expresses its function.*

*The Bristol Evening Post summarised the building's impact well in 1960: the Post described it as "exciting"*

*– it has a genuine drama by being so obviously a 20th-century solution to a 20th-century problem. Some of the glamour which 100 years ago attached to the railways, then such potent symbols of man's advance, attaches to this dramatic building catering for our own favourite method of transport. But it is important to realise that this drama is communicated only because the purpose the building serves—car parking—is expressed very clearly". "Such boldness is never common".*

*It is an excellent example of sculptural, bold and expressive 1960s Brutalist architecture.*

*The carpark's construction was widely reported in contemporary news reports, and it has featured in numerous architectural publications since and noted as a pioneering and important building.*

*Policy and Assessment*

*Paragraph 189 of the National Planning Policy Framework (NPPF) states that "Heritage assets range from sites and buildings of local historic value to those of the highest significance [...] These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations".*



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*Paragraph 197 states that “In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness”.*

*Paragraph 203 relates to NDHAs and asks that “In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”*

*Rupert Street carpark has clear historic and architectural value and townscape merit, and it contributes to the variety and richness of Bristol’s historic built environment.*

*By proposing the complete demolition of this local heritage asset, the application fails to achieve paragraphs 189 and 197 of the NPPF. In response to paragraph 203, the scale of harm or loss would be at the highest level as the building would be completely lost.*

*We wish to draw the local authority’s attention to the Secretary of State’s recent decision (on the 20th July 2023) to refuse planning permission to demolish the Marks & Spencer building on Oxford Street in London, which like Rupert Street carpark was rejected for listing but identified as an NDHA (references 21/04502/FULL & APP/X5990/V/3301508). In his decision report, the Secretary of State stated that*

*“...although Orchard House did not meet the listing criteria at the time it was considered for listing in 2021, it has significant value in its own right and in its context. He has attached substantial weight to its loss.” (para 35, p.8)*

*In the case of M&S, the applicant’s insufficient consideration of alternatives to demolition contributed to the SoS’s decision to refuse the application:*

*“The Secretary of State [...] does not consider that there has been an appropriately thorough exploration of alternatives to demolition. He does not consider that the applicant has demonstrated that refurbishment would not be deliverable or viable and nor has the applicant satisfied the Secretary of State that options for retaining the buildings have been fully explored, or that there is compelling justification for demolition and rebuilding” (para 32, p.32).*

*In the case of Rupert Street carpark, the applicant states that the structure “provides limitations” for retention relating to its structural capacities, open-deck design and continuous sloped floor. While we appreciate that the building, having been built for a very singular purpose, would be difficult to adapt to meet modern requirements, we maintain that there must be a way to achieve this. Surely interventions could be made to strengthen and adapt the structure to facilitate its continued use as car parking, for instance. Preston Bus Station provides a good comparable example of a 1960s MSCP retained in use, having been previously earmarked for demolition. Preston benefited from investment from Lancashire County Council, was remodelled and has gone on to win multiple awards.*

*Lastly, paragraph 152 of the NPPF states that “The planning system should support the transition to a low carbon future in a changing climate [...] [and] encourage the reuse of existing resources, including the conversion of existing buildings”. The Secretary of State gave weight to this NPPF policy in his decision on the M&S Oxford Street case, stating that*

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*“...there should generally be a strong presumption in favour of repurposing and reusing buildings [...] In the circumstances of the present case, where the buildings in question are structurally sound and are in a location with the highest accessibility levels, he considers that a strong reason would be needed to justify demolition and rebuilding” (para 24, p.6).*

*In this case, he found that*

*“...in terms of paragraph 152 of the Framework, the proposal would in part fail to support the transition to a low carbon future, and would overall fail to encourage the reuse of existing resources, including the conversion of existing buildings, which carries moderate weight. He has also found that harm arising from the embodied carbon carries moderate weight; and the future decarbonisation of the grid carries limited weight” (para 53, p.12).*

*We take the view that the applicant has not adequately explored all the options for retaining Rupert Street carpark and has not convincingly justified its plans for demolition. This is an important heritage asset in Bristol and every effort should be made to conserve it.*

*For these reasons, we urge the local authority to refuse planning permission.*

Kingsdown Conservation Group

*6.6 Setting aside the question of whether the existing car park should be retained as a building of historic value, which will be decided by Historic England, the proposed replacement would have a negative impact on its surroundings and should be refused.*

*Lewins Mead is already dominated by a number of tall buildings, rendering it one of the least pleasant roads in Bristol. To infill the south side of the road with a pair of tall slab-like towers would further exacerbate the canyon effect of the street and cast it into shadow. This would not be in accordance with Bristol City Council's Urban Living SPD which discourages bulky towers in favour of slender point form towers with compact floor plates which cast smaller, faster moving shadows.*

*Bristol has a special topography that allows dramatic long distance vistas across the city from all sides. These views are recognised as an important feature of the city that need to be preserved. The Kingsdown Character Appraisal, for instance, notes that "the topography of the City is unique and views across it make an important contribution to Bristol's townscape and character. The spectacular City-wide views enjoyed from Kingsdown are fundamental to its special interest". The slow proliferation of tall buildings is slowly eroding this quality and gives nothing back in terms of enhancing the urban fabric. If this scheme were to go ahead it would create a mass of slab blocks that would block important long distance views.*

*Sustainability has to be at the core of any proposal given the severity of the current climate crisis. Tall buildings are known to have a far greater carbon footprint than an equivalent sized development of less than ten storeys. There have to be really good reasons therefore to build high. Bristol is not so dense that this is the only option so wherever possible new developments should seek to achieve a high density with buildings on a medium height. Numerous studies have shown that this is eminently possible.*

*We are also concerned that the accommodation being offered is less than adequate. There are excellent examples of new co-living accommodation in places like Switzerland, but in those instances a generous amount of shared spaces is included. In this application the only shared space is a combined kitchen with a couple of sofas to one end, all to be shared between a large number of rooms. Nor is there any outside private space other than the relatively small and overshadowed space between the two towers.*

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*We are doubtful about the proposed design style. In the 1980s Alec French became known for their new buildings aping the Bristol Byzantine. It is noticeable that most, if not all, of these buildings have either been demolished or extensively remodelled. It is not a style easily copied without descending into pastiche and very quickly it can seem dated as we suspect would be the case with this scheme.*

*Fundamentally we feel this proposal to be overdevelopment of a congested site. If allowed it will be further encouragement for more tall buildings that are rapidly destroying the fabric of the city.*

6.7 The three other comments received objecting to the proposals raised concerns that there was already a high level of student accommodation in the area and more affordable housing was needed, and because inadequate parking would be provided for future residents.

6.8 The three letters received in support of the application were received from Voscur, the Creative Youth Network and the University of the West of England (UWE). Their comments were as follows:

Voscur

*Who we are:*

6.9 *Voscur is the support and development agency for Bristol's Voluntary, Community and Social Enterprise (VCSE) sector. Voscur supports organisations to increase the impact they create for their clients. We also build relationships between providers and investors to help them work together to coordinate services and maximise the social value they collectively create.*

6.10 *Voscur seeks to enable partnerships to make use of shared assets and support equitable and effective collaborations. Some of the partnerships set up by Voscur include a partnership of LGBTQ+ organisations, designed to bring together groups to support services, "provide a strategic, unified voice", and create community cohesion. Voscur is also involved in the Pathfinder partnership, created to help sexual violence survivors in Bristol.*

*Proposals use:*

6.11 *We support the site's intended mixed-use, particularly the co-living concept, as it represents an aspirational living choice for young people, key workers, and professionals, fostering social interaction and enhancing health and wellbeing.*

*Our Interest:*

6.12 *Voscur have had positive discussions with Fifth State regarding either Voscur or one of our partner organisations operating one of the two ground floor community spaces, fronting Rupert Street and Lewins Mead.*

6.13 *We are excited about this prospect as it will enable Voscur to establish an additional hub, extend our outreach, and further develop our existing network of partnerships with various organisations and underprivileged groups within the community. This community space will become a valuable addition to our extensive network across Bristol, opening doors to charities and local community groups to host various meetings and events.*

6.14 *We firmly believe the proposals will have a positive impact on the local community.*

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## Creative Youth Network

6.15 *Creative Youth Network is a Bristol-based charity with a mission to enable young people, no matter what their background or circumstances, to reach their potential. We run youth clubs and a range of targeted programmes aimed at providing opportunities for our area's most disadvantaged and under-represented young people. Our work has real impact: last year we worked with 6,809 young people who collectively achieved 23,959 recorded outcomes, ranging from increased skills and knowledge, improved mental health, greater self-confidence and more positive relationships. We recently became the first, and so far only, organisation in England to be accredited at 'Outstanding' level by the National Youth Agency – a testament to the quality of our team's work and the difference it makes for young people.*

6.16 *Our city centre youth hub, the Station on Silver Street, is a close neighbour to Fifth State and Greystar's proposed development of the NCP Rupert Street car park site. We have been pleased that the developers were keen to engage with us, both as neighbours and as a community organisation. While it is not our place as a charity to review and support/object to proposed planning applications, we were pleased to see provision for new community spaces as part of the proposals. We have discussed the possibility of some of this community space being allocated to Creative Youth Network and/or our youth sector partners, but regardless of whether it is ourselves or others who operate it, the important thing is that there will be low/zero cost community space open to those who most need it.*

6.17 *With the current extremely challenging funding climate for local charities and community groups, combined with the cost of living / cost of operating crisis, a new city centre space will be a vital community and income-generating resource for the local voluntary, community and social enterprise sector. At the Station, demand for free/low cost community space far exceeds our ability to supply it, particularly when we have a requirement to generate income with which to sustain our core services. A new location on Bridewell Street will be a valuable new asset for the city.*

6.18 *Noting that the development will focus on students and co-living, the Station's place as a city centre destination for young people and creativity will become ever more important. If the application is successful, we will plan to work closely with Fifth State and Graystar to ensure a joined up approach as near neighbours.*

## UWE

6.19 The University of the West of England supports the development of student accommodation at Rupert Street, Bristol.

6.20 We support the proposal for more purpose built student accommodation, which will meet the requirements for students living in the city and support the aims of the University of the West of England.

6.21 These plans will support students to live in a sustainable location in central Bristol where they can easily access our facilities.

6.22 Given the projected student numbers for both the University of Bristol and the University of the West of England, the proposed development will support sustainable growth of Bristol's universities.

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6.23 Plans for co-living accommodation at Rupert Street will also provide somewhere for graduates of the University of West of England to stay in the city, following graduation. The provision of affordable co-living rooms will only help this further.

CONSULTEES

INTERNAL:

City Design Group

Summary

6.24 The density of the scheme at 2257 bedspaces per hectare is, in order of magnitude, higher than the 200 dwellings per hectare recommended in the Urban Living SPD. This hyper density poses severe challenges in relation to liveability of the future residents, impact on the surrounding area and the wider impact on townscape which requires scrutiny.

6.25 The design assessment of the proposals highlight issues with the liveability considerations and design of the public realm to be the main concerns which require design revisions. Also, there are issues relating to the Townscape and Visual Impact Assessment and the impact on the wider townscape which can be revised. Comments below identify areas to be improved through continued engagement with the applicant.

Public realm

6.26 The landscaping of both frontages on Rupert Street and Lewins Mead, could be better integrated into the public realm. For instance, the opportunity for a thick green barrier more confidently planted all along congested roads with street tree planting, would arguably work better for protection against noise and air pollution. [The landscaping on Lewins Mead was amended following negotiation with additional landscaping.]

Liveability

6.27 Most of the bedspaces are single aspect. Therefore, the question is: Are the communal living environments proposed in the co-living accommodation double aspect spaces? As submitted most of them are not, and this needs to be reviewed and improved. [The communal living spaces were subsequently re-designed to include additional windows.]

Daylight Sunlight Assessment

6.28 Not all standards are met for daylight and sunlight. Light penetration seems deficient, and demonstration is required that the internal amenity spaces receive appropriate daylight. The long corridors should have natural light and ventilation. [Amendments were made to the design to include more natural light where possible. [See Key Issues D and E below for more detail and discussion on daylight/sunlight issues.]

Public Art Strategy

6.29 The material palette for paving and wall decoration seems not enough for this scheme. A further and comprehensive consideration of this aspect of the proposals is important. [Details could be agreed by including a planning condition to this effect.]

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Height, Scale, Massing (HSM)

6.30 Although the scale is comparable to that submitted in the pre application, the height and massing has been reduced and is now considered acceptable.

Townscape and Visual Impact Assessment (TVIA)

6.31 Reducing the height of the towers has helped to mitigate the impact of the proposed building on its immediate context. There is, however, impact on incidental views rather than on the principal views at city level.

6.32 In terms of impact on heritage assets, with reference to the submitted TVIA, the following viewpoints are considered to be the most significant causing 'less than substantial harm' as follows:

- Viewpoint 2 – impact on setting of St Pauls Church (grade I) as the channelled view is narrowed by the proposed mass.
- Viewpoint 4 – impact on setting of St Peter's Church (grade II\*) through mass appearing over the ruined nave and proximity to 14<sup>th</sup> century tower reducing its prominent landmark status from this view.
- Viewpoint 16 – impact on setting of Colston's Almshouse (grade II\*) as massing appears over the ridge line of this prominent local landmark.
- Viewpoint 17 – impact on setting of various church spires in Old City.
- Viewpoint 21 – impact on setting of All Saints Church tower (grade II\*) and particularly St Nicholas Church spire (grade II\*) the prominence of which will be reduced from this viewpoint that has an associated information panel as one of the city's strategic viewpoints as identified in the Urban Living SPD.

Of these, the impact on the setting of the Grade II\* Colston's Almshouses and Grade II\* St Nicholas Church are considered the most significant. [These impacts are discussed in Key Issue C below.]

The TVIA is available to view on our website.

Appearance

6.33 The approach to materiality and appearance has substantially improved from the pre application submission, moving to a bolder interpretation of the Bristol Byzantine style. However, the depth of recesses on the elevation is a serious concern. The correct palette of materials and colours are at risk of becoming flattened without sufficient depth of sills and other relevant planes.

The crown of the building, despite the positive design development, is still weak. Revision is required to create a confident top to the towers. To truly enhance the texture of the envelop of such a large building, a design intent document setting these dimensions is required. [The recesses have subsequently been amended and are now deeper. The crown of the building has also been redesigned and is now considered acceptable.]

Archaeology

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6.34 The site lies close to the northern bank of the River Frome and early post medieval buildings are known from documentary and pictorial sources to have previously occupied the site. We note the reference to post war development impacts to the archaeological significance referenced in the supporting information. However, there is also reference to borehole information. These records and any future geotechnical works would be helpful in helping an adequate assessment of the archaeological potential on this site. Any evidence of previous riverbank activity will be of local significance and potentially worthy of further study secured by condition of any consent.

Transport Development Management (TDM)

6.35 Residential / student accommodation is accepted in principle in transport terms.

6.36 The principle of car parking is established at the site. There will be a reduction in parking from 498 to 400 spaces which accords with the general principles for the city centre outlined in the Bristol Central Area Plan.

6.37 The NPPF and the Council's transport and planning policies require developments to be sustainable and seek to minimise reliance on private cars to reduce their impact on safety, public transport reliability, and public health. The City Centre Framework (CCF) recognises the link between more available parking spaces and greater use of private cars in the city centre.

6.38 The City Centre Development and Delivery Plan recognises the need for car parking to be consolidated to locations accessed from the perimeter roads in the City Centre and the need to maintain a level of car access and parking for some destinations, a key one in this instance is the Hospital Precinct, and to serve a diverse mix of City Centre uses. The reduction in car parking is welcomed insofar as there will be less pressure on streets arising from excessive parking provision.

6.39 Section 106 contributions are requested for the following:

- Travel Plan Implementation
- Replacement VMS (variable message sign) signage
- Bus stop improvements (B6 and B4 on Rupert Street)
- Upgraded crossing on Rupert Street from Puffin to Toucan

The full detailed comments of Transport Development Management are available on our website.

Pollution Control

6.40 Raise no objections.

6.41 The noise impact assessment makes a number of recommendations with regards to the insulation of the proposed residential part of the development against existing noise and noise from the development itself, including the car park. As would be expected, the detailed design of the development has yet to be completed and noise mitigation measures are not fully known at this stage. The additional information required can be provided by condition.

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6.42 Whilst a Construction & Demolition Plan has been provided, further information is needed with regards to noise, out of hours working (this has been necessary for demolition works at other sites in this area due to traffic) and resident liaison. The hours given in the plan are 07:00 to 18:30 Monday to Friday and 07:30 to 15:30 on Saturdays whereas the hours we would usually allow for, construction or demolition works that are audible at any residential property to be carried out are 8.00 to 18.00 Monday to Friday and 8.00 to 13.00 Saturdays. Again, further/amended information through a further plan can be submitted via condition.

6.43 A list of further conditions to be added if planning consent is granted was also submitted.

6.44 In addition, Pollution Control were requested to provide details of any noise / anti-social behaviour complaints that had been received for any of the existing student accommodation developments within 200 metres of the site over the past 5 years. They advised that no complaints have been received.

Housing Strategy and Enabling Team

6.45 Overall, we can see that this application aims to bring good quality student housing and co-living option to this area of Bristol that will cater for the housing needs of Bristol's students and young people.

6.46 Key points from the HSE team's perspective are as follows:

- Current policy does not require an affordable housing contribution on student housing and there is currently no specific policy requiring an affordable housing contribution from Shared Living Residential schemes but, the applicant has proposed to deliver 20% of the co-living studios as discounted co-living (DCL) units. This equates to 50 studios.
- The applicant has proposed that the DCL units will be delivered as Affordable Rent and will be let at no more than 80% of market rent.
- The applicant has stated that DCL units will be let on a license, on terms no less than three months and could be up to three years.
- The applicant has stated that the Council will have exclusive nomination rights of the DCL units for an initial lettings period, and that they will submit a Marketing and Nominations plan at least nine months prior to Practical Completion.
- The applicant has stated that the Co-Living studios will range in size between 17.3sqm – 29.7sqm and that communal spaces will be provided.
- The applicant has proposed that the DCL rent is inclusive of ground rent, estate charges and service charges. They have also proposed that rent will grow by no more than CPI+ 1% during the tenancy and rent will be re-based to no more than 80% of market rent at the start of each tenancy.
- The applicant has proposed that there will be accessible units, including Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and Building Regulation M4(3) 'wheelchair user dwellings'.



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6.47 From a HSE perspective the DCL units should include at least half of the M4(3) and M4(2) units proposed.

Air Quality

6.48 An air quality assessment has been carried out that considers the impact of the development proposal on air pollution levels during the demolition and construction phases and also at the operational phase. Assessment has also been made of future levels of air pollution in the area and the site's suitability from an air pollution perspective for the proposed new uses.

6.49 Predicted changes to air pollution levels as a result of the development are negligible. Whilst providing a significant level of parking and generating a large number of vehicle movements, the proposals are replacing a larger car park, therefore, from a planning perspective, the current car parking and trip generation forms the baseline/do nothing scenario.

6.50 Air pollution levels at the development site are predicted to meet air pollution objectives at the time of planned opening and are considered suitable for the proposed use. As a result, I do not object to the development proposals on air pollution grounds.

6.51 Whilst air pollution levels are predicted to meet the objectives at the site, air pollution levels will still be at a level that has been shown to be detrimental to health. As a result, it is advisable that the air intakes for the planned MVHR system should be located as far from busy roadside locations and any other combustion sources as practicable.

6.52 Whilst not materially impacting the results of the AQA, the March 2023 report states that the most recently available diffusion tube data was from 2019. Data for 2020 and 2021 was published at this time, however, due to Covid related travel restrictions in 2020 and 2021, the use of 2019 data is considered an acceptable worst case.

Public Health [Applicant's response in brackets.]

6.53 A submitted Health Impact Assessment (HIA) was reviewed using the review framework used is Public Health Wales (2017) Quality Assurance Review Framework for Health Impact Assessment. A summary is provided below.

6.54 Overall grading - Good. Overall, the assessment identified various health impacts of the proposed development, however there are some areas which would benefit from further consideration. The assessment identifies various positive health impacts, including:

- Amenities: The development is within the city centre with good access to amenities such as cafes, restaurants and job opportunities.
- Social value: Encouraging the ground floor units to be marketed to local community or charity groups and providing first opportunity before being put on the open market is positive. *[To be secured through Section 106 Legal Agreement.]*
- Access to outdoor space: The assessment mentions that the development will include a rooftop terrace which will be 'presented as a 'woodland glade' setting for residents'. This space should include adequate planting and trees for residents which could be beneficial for

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mental wellbeing, be multi-functional and have adequate seating. Opportunities should be available for residents to engage with the space and grow food if desired. *[Refer to submitted landscaping drawings / DAS. A variety of soft and hard landscaped spaces is created, each providing a different function based upon its orientation/size/location. Comprehensive landscaping scheme proposed which includes opportunities for edible planting.]*

- Access to healthy food: It is positive that the developer is engaging local community or charity groups regarding use of ground floor units, including a food project. We encourage any food businesses are signposted to the Bristol Eating Better Award. The assessment identifies that there are grocery shops within 1,000m walking distance of the development. There is access to supermarkets within the local area, however they are mostly convenience branches therefore may have a more limited offering for residents to access to healthy, affordable and culturally appropriate food to prepare meals. There is also a high level of hot food takeaways in nearby proximity to the development. Therefore, there is benefit to this development including healthy and affordable food retail. *[Ground floor units are prioritised for community use for 6 months. If no interest, then get offered to “open market” as unrestricted Use Class E.]*

6.55 Some aspects require further consideration to better understand any potential impacts:

- Social cohesion and inclusive design: The assessment focused on the social value the project will bring through marketing units for community use which is positive and beneficial for the local area. However, the assessment does not sufficiently explain how it will encourage and enable social cohesion for residents through design. Brief mention is made to a communal area, however it does not explain the design features of this space, or any other communal facilities, to enable social cohesion and foster a sense of community for residents. *[Refer to DAS / Planning Statement / Social Values Statement. Social cohesion is at the heart of the co-living model and significant communal internal and external amenity space is incorporated into the design to promote this.]*

- Encouraging physical activity: Adequate, secure cycle storage and facilities should be available for residents and visitors to enable and encourage active travel. *[Cycle storage is provided to the satisfaction of Highways Authority.]*

- Density: We recommend that the development adheres to the Urban Living SPD guidance to ensure the development provides a healthy living environment at an optimal density. *[Site is located within City Centre where high density is encouraged by Urban Living SPD. An assessment of the proposed development against the criteria of the Urban Living SPD is included as Appendix to the Design and Access Statement.]*

The neutral impacts identified include:

- Adequate GP provision: The assessment does not identify additional need for GP provision, however these are multiple developments taking place within proximity to the proposed development which could place additional pressure on local GP provision. Students should be encouraged to register with health provision at their university where able. *[Noted, but outside of Applicant's control.]*

### Land Contamination

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6.56 The Desk Study submitted with the application has been considered. Some on site uses overlooked in the desk study include a cycle works, glass manufacture, cooperage, vinegar manufacturer. It is recommended these are factored into the risk assessment prior to any intrusive investigation. There is some evidence that underground tanks may be encountered on the north of the site but the location and status of these remains unknown. Bristol City Council do not hold records that detail this due to the age of the tanks predating our role as the petroleum licensing authority. We could not find any record on the planning system either that could provide this detail. A detailed radon risk assessment has yet to be produced and this must be included on any future Phase 2 Site Investigation.

6.57 Given the historic uses on site and sensitivity of the proposed development and culverted river which runs beneath the site we would have ideally wanted some intrusive investigation prior to determination. However, this is not feasible due to the presence and nature of the current structure on site. A detailed unexploded ordnance risk assessment is recommended prior to investigation given the report in the desk study.

6.58 As a consequence, we have no objection to the proposed conditions from the Environment Agency [see External Consultee section below] being used in the event planning permission is granted. We do ask for a further condition to secure detailed unexploded ordnance risk assessment.

### Nature Conservation

6.59 The Preliminary Ecological Appraisal (PEA) (LUC, March 2023) appropriately describes the ecological features of the site and mitigation required. Wildlife friendly planting and features for invertebrates is proposed which is supported. Additional ecological enhancements are conditioned. The Biodiversity Net Gain (BNG) Assessment (LUC, March 2023) states there is a 13% gain in habitat units. The metric reports a 100% gain as this site has a baseline of 0 biodiversity units. High strategic significance has been applied to all habitats (baseline and post-development) in the metric, which is incorrect as this site is not within any designated local or national sites for wildlife, is not identified in the local plan as being important for wildlife and is not in the WENP Nature Recovery Network. Applying the correct strategic significance (low) however only reduces the number of biodiversity units delivered to 12, from 13. 100% net gain in biodiversity units is still achieved due to the 0 baseline. The proposed urban trees on the soft works plans do not appear to have been factored into the BNG assessment or metric, so the net gain (in biodiversity units) calculation may not be accurate. However, a net gain in biodiversity calculated for this proposal is supported as this site has a baseline of 0 biodiversity units.

6.60 A soft landscaping plan is conditioned to confirm the green infrastructure provision on the site, including habitat types and species. Native pollinator-friendly species should be used in species mixes, and non-natives incorporated where they offer a benefit to wildlife (i.e. they are pollinator-friendly and/or provide benefits to nocturnal species like Bats). It is recommended that biodiverse green roofs cover as much of the roof-levels as possible and green walls are incorporated into the landscaping.

6.61 A Landscape and Ecological Management Plan (LEMP) (LUC, March 2023) has been submitted however this needs revising (this can be conditioned) to a 30-year management plan and to include all the habitats proposed on the conditioned soft landscaping plan. Planning conditions recommended.

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Flood Risk

6.62 The approach to the drainage strategy in general is good. We await further detailed information of this once the proposed drainage system is reconfirmed and has been informed by further surveying on site to refine its design. Applying a pre commencement condition should ensure this information is provided for further review, after further investigatory work has been conducted and the proposals have been finalised.

6.63 With regards to the Flood Emergency Plan, passive flood resistance measures would be appropriate in this instance and the proposals should be modified to reflect this. Applying pre occupation conditions concerning Flood Evacuation Plans for residential and commercial property respectively, should help in acquiring this as the plan develops further.

Civic Protection Team

6.64 As the location of this development is in a Flood Zone 2, I would expect the normal flood condition to be applied and to see a Flood Emergency Plan.

Regeneration

6.65 We have no objections to this scheme.

6.66 If the application is approved, we would like to include a condition for the developer to work with the Council to produce a comprehensive Employment, Skills and Business Support Plan, this will need to consider areas such as:

- Relocation of any commercial tenants and support
- Local businesses and people from across Bristol (especially excluded groups) are able to access the supply chain and employment opportunities, both during construction phase and by end of occupiers
- Payment of the real Living Wage, both during the construction and by end occupiers

EXTERNAL:

Historic England

Summary

6.67 The proposed development would result in harm to the historic environment, which could be reduced by lowering the height of the tallest element. The degree of harm would be less than substantial, under the definition of the NPPF, which would require your authority to weigh against the public benefits of the scheme, but giving the great weight to the conservation of heritage assets.

Historic England Advice

Significance of Designated Heritage Assets

6.68 We advised for the EIA scoping opinion that the proposed development, by virtue of its height, had potential to impact upon the settings of several highly-graded heritage assets,

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namely the Church of St John the Baptist, Grade I; 41 Broad Street, Grade II\*; St Bartholomew's Hospital, Grade II\*; Unitarian Chapel, Grade II\*; The Old Council House, Grade II\*; Former Everard's Printing Works, Grade II\*; St James' Priory, Grade I; Merchant Tailor's Hall, Grade II\*; Foster's Almshouses, Grade II\*; Christ Church with St Ewen, Grade II\*; Guildhall, Grade II\* and Former Bank of England, Grade I. They are therefore in the top 8% of listed buildings and greater weight should be given to their conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'.

6.69 The submitted heritage assessment has scoped out some of these heritage assets from further assessment, given no intervisibility or impacts within their setting. However, additional heritage assets have been identified, where their setting would be impacted by the proposed development. These include the Colston's Almshouses in St Michael's Hill, listed Grade I and the Church of St Peter, Grade II\*, whose significance derives from its ruinous state as Bristol's memorial to the Blitz. While its historic context has all but gone, its communal value and relatively unchallenged silhouette is critical to its high significance.

6.70 The setting of the application site also includes many other designated and undesignated heritage assets, for which we defer to your Conservation Officer to provide advice on relevant impacts.

6.71 The setting of heritage assets are an important aspect of their understanding and heritage significance. Setting can also be contributed by the group value of a number of assets and their primacy within the street scene and/or cityscape, often creating a strong sense of place and wayfinding within the city.

#### Impact of the Proposed Development

6.72 We have deferred our advice until the outcome of an application to list the existing carpark, which has now been determined and a decision made by DCMS not to list. Therefore, we will only provide advice based upon the impacts of the proposed development on the setting of highly graded heritage assets.

6.73 The submitted TVIA demonstrates the principal impacts of the proposed development on the historic environment. As the site is presently surrounded by other substantial modern buildings of various heights, the impact of a proposed taller structure here is diminished, where it would coalesce with neighbouring buildings. However, the additional height over surrounding buildings would result in varying impact on the setting of individual and collective heritage assets.

6.74 There will be impact and a degree of harm to the setting of St Peter's when viewed from Viewpoint 4. The more historic and pertinent view should be taken from St Phillip's Bridge, which may reveal that the proposed development coalesces more with the tower of the Grade II\* church. The silhouette and primacy of the ruinous nave would be challenged by the visible upper storeys of the proposed development, although more pronounced during winter months when the screening from tree cover is reduced.

6.75 The development would be visible within views of St James' Priory, when viewed from Viewpoint 5, although similarly to Viewpoint 4, a kinetic view may indicate that the development would coalesce with the Church tower. However, given the impact of existing modern buildings viewed within this context, we do not consider that the impact of the development would result in additional harm.

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6.76 Viewpoint 16 from St Michael's Hill shows that while the silhouette of the roof and diagonally-set stacks over the Grade I Almshouses is already challenged by the Castle Park View tower, the proposed development would be much closer and more visually pronounced above its roofline. The plan form and design of the almshouses contribute to the polite and formal symmetry of its late 17th century architecture, its aesthetic heritage value contributing highly to its significance and presence in the street scene. The proposed development would result in a degree of dominance, which we consider harmful to its significance.

6.77 Viewpoint 21 shows some coalescing of the proposed development with the spire of St Nicholas' Church (Grade II\*) and some impact on the setting of St Mary Redcliffe, from Victoria Park. These impacts would result in some modest harm, by virtue of diminished primacy of key Church towers/steeple in the city.

Planning Legislation & Policy Context

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

6.79 When considering the current proposals, in line with paragraph 194 of the NPPF, the significance of the asset requires consideration, including the contribution of its setting. The settings of several highly graded heritage assets are a major aspect of their significance.

6.80 Paragraph 199 states that in considering the impact of proposed development on significance, great weight should be given to the asset's conservation and that the more important the asset the greater the weight should be. Many of the heritage assets identified are Grade I and II\*, heritage assets of the highest significance. Paragraph 200 goes on to say that clear and convincing justification is needed if there is loss or harm.

6.81 Historic England's advice is provided in line with the importance attached to significance and setting with respect to heritage assets as recognised by the Government's revised National Planning Policy Framework (NPPF) and in guidance, including the Planning Practice Guidance (PPG), and good practice advice notes produced by Historic England on behalf of the Historic Environment Forum (Historic Environment Good Practice Advice in Planning Notes (2015 & 2017)).

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

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

Position

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6.84 We have identified where the greater impacts of the proposed development would be, and these would be harmful to heritage significance, within the less than substantial harm definition outlined in the NPPF. While we consider that the application site can accommodate a substantial mass and height of building, as some impacts can be moderated by grouping with surrounding modern buildings, we advise that a reduction in the height of the taller elements would minimise the harm to the historic environment.

6.85 We do not wish to comment on the design approach and detailing of the scheme, as these aspects do not necessarily result in greater impact over and beyond the building height and mass.

**Recommendation**

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

Environment Agency

6.87 We have no objection to the proposed development subject to the conditions and informatives recommended being included in any planning permission granted. [Full details of the recommended conditions can be viewed in the full response from the Environment Agency on our website.]

6.88 We note the net gain of flood storage as shown by calculations provided and concur that we have no concerns regarding the development increasing flood risk elsewhere. We also acknowledge that structural modelling work shows negligible impact of the development on the Bristol Frome Culvert.

Health and Safety Executive (HSE)

6.89 Following a review of the information provided in the planning application, the HSE is content with the fire safety design as set out in the project description, to the extent it affects land use planning considerations.

Crime Reduction Unit

6.90 On reviewing the Management Plan and Security Statement submitted with the application, the following comments were made. (The applicant's response is shown in brackets.)

**Management Plan**

6.91 Anti-social behaviour, violence and theft are particularly high around this location and whilst I welcome the inclusion of a management plan at this stage, as part of the security plan, I would suggest that a robust policy is included on how the management company will

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deal with issues including rough sleeping and street drinking in the external public realm areas including the covered Colonnades. I would also suggest that a plan to deal with Graffiti is also included and provision for anti-graffiti external treatments if not already considered .

*[As confirmed within the submitted Management Plan and Security Statement, the building will be staffed 24/7, 365 days a year. This includes an onsite security guard during evening hours. This will ensure that no antisocial behaviour takes place around the building (rough sleeping / graffiti).]*

## CCTV

6.92 Cycle provision appears to comply with our latest recommendations and the public/visitor Sheffield stands have been located in areas of good surveillance.

6.93 Although a CCTV plan has not been included in the supporting documents, I would strongly suggest that internal cycle store and post room cameras are included in any forthcoming plan for the protection of property and detection of crime. Whilst access control does appear robust It should be considered that theft may be committed by persons otherwise lawfully on the premises.

*[As confirmed within the Security Statement submitted in support of the application, the cycle store and post room shall be covered by CCTV.]*

## Partitioning of cores

6.94 This development is built around four residential cores. Police advice, as delivered in Secured by Design 'Homes 2023' publication, is that for developments of 26 or more flats, apartments, bedsits or bedrooms can suffer adversely from anti-social behaviour due to unrestricted access to all areas and floors of the building. SBD therefore seeks to prevent unlawful free movement throughout the building through the use of an access control system. This is to prevent easy access throughout the building by those with criminal intent.

6.95 Whilst this application sets out access control, I am concerned that interconnecting doorset between communal areas on floor 07 and the interconnecting corridors on floors 08 to 13 may create opportunity to commit crime and anti-social behaviour if as stated on Page 84 of the Design and Access Statement under Revision A;

"Corridor doors to be held open, closing in event of fire, to improve view out".

6.96 In this case open corridors may give unrestricted access to 44 rooms per floor increasing the potential for crime and anti-social behaviour. Whether access at these locations is provided to legitimate visitors as well as residents via additional call points, is a matter for the overall access control strategy. It is not the intention of Secured by Design to restrict legitimate free flow of residents through the building, this will be at the discretion of the management company concerned.

6.97 The security compartmentation strategy regarding controlling movement through stairwell doorsets has been developed in consultation with the London Fire Brigade and agreed with the national Fire and Rescue Service.

*[Partitioning of cores - As confirmed within the submitted Management Plan and Security Statement, electronic access control will be used throughout building to ensure security of the building. Furthermore, individual cluster flats / studios will have video intercom, door viewers and door chains. With reference to Levels 8-13, unrestricted access through building*



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will not be achievable. I think comments made within DAS have been misinterpreted by the Crime Prevention Officer.]

The diagram referred to in the applicant's comments can be viewed on our website.

Bristol Waste

6.98 The overall capacities on the Design & Access Statement, Section 6.5, are broadly like the Bristol Waste estimates. Sufficient room should be provided for bins for alternate weekly collections for Plastic/cans, Glass & Paper. Even though other similar local blocks currently receive weekly collections this may change, and additional space could be used for end of term clear outs of bulky items.

6.0 RELEVANT POLICIES

Planning (Listed Buildings and Conservation Areas) Act 1990

National Planning Policy Framework

6.1 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.

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

7.0 EQUALITY ASSESSMENT

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

7.2 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.

7.3 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,

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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**

For information, any policies quoted in the report with the prefix BCS are from the Core Strategy, DM are from the Site Allocation and Development Management Plan, and BCAP are from the Bristol Central Area Plan. Draft policies quoted from the Bristol Local Plan Publication Version will be referred to in full.

**A: IS THE PRINCIPLE OF THE DEVELOPMENT ACCEPTABLE?**

8.0 The application site lies between Lewins Mead and Rupert Street which is designated under Site Allocation KS08 in the Bristol Central Area Plan as an area for development of “a mix of uses including retail, leisure, new homes, hotels, student housing and youth and community facilities” (BCAP 38).

8.1 Other development plan policies that support the principle of the development include BCS2, which states that Bristol City Centre’s role as a regional focus will be promoted and strengthened; and throughout the city centre, higher density, mixed-use development will be encouraged with active ground floor uses along the busier streets. BCS20 also states that new development should maximise opportunities to re-use previously developed land, and that higher densities will be sought in city centre locations. BCAP1 states that new development in the City Centre will be expected to contribute to the mix of uses in the wider area. A mix of new homes, employment and other uses will be sought as appropriate to the site and its context.

8.2 Policy BCAP4 refers to student housing and states that specialist student housing schemes that contribute to the diversity of uses within the local area will be acceptable within Bristol City Centre unless it would create or contribute to a harmful concentration of specialist student housing within any given area. However, the policy goes on to state that in areas where there is little or no existing residential population, such as the Old City, Nelson Street and Newfoundland Way, some clustering of specialist student housing may be appropriate.

8.3 The policy also acknowledges the benefit that growth of specialist student housing in the city centre has in relieving pressure on the local housing stock.

8.4 Members will be aware that consultation has commenced on the Publication Version of the Bristol Local Plan which will provide up to date planning policies for the City. As set out in the National Planning Policy Framework (NPPF) para 48, weight may be given to these emerging policies according to the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that can be given); the extent to which there are unresolved objections to relevant policies, and the degree of consistency of the relevant policies in the emerging plan to the NPPF.

8.5 Emerging policy H7 proposes a more direct approach to the location of specialist student housing. This states that outside specified areas for student development, any proposals for purpose-built student accommodation (PBSA) should form part of mixed-use developments comprising a proportion of other compatible residential uses where feasible

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and appropriate. The development should not result in an imbalance of PBSA within the area and should not conflict with the delivery of other planning objectives for the area in which it is proposed.

8.6 The written justification for the policy states that PBSA should be balanced with the needs of the wider community, and that problems can result from an individual large-scale development or clusters of developments. These can include a reduction in local housing choice, a general weakening of the diversity of uses within an area and increased levels of activity surrounding development resulting in detrimental effects on residential amenity and/or the character of an area.

8.7 The written justification goes on to state that, as a guide, the Council considers that a local imbalance of PBSA is likely to occur where bed space numbers within 200 metres of a site exceed a threshold of 1,000 bed spaces within the city centre's commercial areas. Assessments on whether an imbalance would occur should also consider the extent to which the development provides for a mix of uses, including residential, that contributes to the diversity of uses and housing choice within the area.

8.8 There are already a number of PBSA developments within a 200m radius of the site. These include the following (with bedspaces shown in brackets):

Fusion Tower, Rupert Street (483)

New Bridewell, Nelson Street (414)

The Courtrooms, Rupert Street (321)

St Lawrence House, Broad Street (166)

Drake House, Nelson Street (151)

Nelson House, Rupert Street (151)

These student developments and all others within 200 metres of the site are shown at Appendix 1.

In total, the number of student bedspaces within 200 metres is 2269.

8.9 This total is clearly well in excess of the guideline figure of 1000 bed spaces put forward in the written justification for the policy. However, it should be borne in mind that objections to the policy have been submitted in response to the public consultation currently underway on the Publication Version at the time of writing. It is therefore unclear whether Policy H7 will remain as currently written and as a result can only be afforded limited weight.

8.10 It should also be noted that an appeal (APP/Z0116/W/18/3212806) for a student development of 345 bedrooms at Wilder Street was allowed on 5<sup>th</sup> September 2019. Although not recent, this appeal remains pertinent. Within the decision letter, the planning inspector commented that "*There are no absolute limits in what would represent a harmful concentration*" [of students] and that potential adverse impacts "*...can generally be addressed by the efficient management of the complex and enforcement of tenancy agreements*".

8.11 The proposal is 'mixed-use' containing 328 student bedspaces together with 249 co-living studios, a replacement car park and commercial floorspace. Mixed use developments are supported by Policy BCAP4 and H7.

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8.12 Co-living is not a widely known concept in Bristol as there is just one purpose-built co-living development in the City known as the 'Zinc Works', located at Unity Street, Old Market, which opened in October 2022. Co-living accommodation can be described as catering directly for an identified housing need amongst 18-35 year old young professionals / key workers, who may be unable to purchase a property and would otherwise require HMO accommodation. They allow residents to live independently in studio accommodation (the units would be approx. 20sqm) whilst having access to communal facilities such as lounges, cinema rooms, kitchen/dining rooms (available to hire by residents) and laundry / concierge facilities. Through the use of shared facilities, co-living accommodation successfully creates a sense of community amongst residents.

8.13 For information, the Zinc Works has 102 studios and has been fully let since January 2023, demonstrating a demand for accommodation of this type in Bristol.

8.14 The applicant has agreed that as part of a Section 106 Legal Agreement students would be excluded from the co-living accommodation to ensure a diversity of residential use of the site.

8.15 The Bristol Local Plan is silent in respect of co-living accommodation, however the Urban Living SPD states: "*Higher density residential developments need to incorporate a variety of accommodation to meet the needs of families, elderly, co-living and those with specific accessibility needs, rather than just focusing on young professionals.*"

8.16 Although the student accommodation proposed exceeds the guideline figure set out in draft Policy H7, this is not considered a robust reason to reject the principle of this development given the policy is at draft stage and subject to unresolved objection. The proposals would increase diversity of use in the area by introducing co-living accommodation which is fully supported by existing and emerging policy as described above. The proposals would not lead to a reduction in local housing choice and indeed would increase choice through the introduction of co-living accommodation. The proposals would strengthen rather than weaken the diversity of uses within the area. On the subject of increased levels of activity resulting in detrimental effects on residential amenity, the comments of Pollution Control are noted that no complaints concerning noise or anti-social behaviour have been received for any of the existing student accommodation developments within 200 metres of the site over the past 5 years. For these reasons there is no objection in principle to this development, and its acceptability will depend on how the proposals measure against the remaining key issues set out below.

**B: IS THE DESIGN AND CHARACTER OF THE PROPOSED DEVELOPMENT ACCEPTABLE?**

9.0 Policy BCS2 (Bristol City Centre) expresses that the design of development will be expected to be of the highest standard in terms of appearance, function, conservation of heritage assets, sustainability and maintaining and enhancing green infrastructure. Key views will be protected.

9.1 Policy BCS21 promotes high quality design, requiring development among other requirements to contribute positively to an area's character, promote accessibility and permeability, promote legibility, clearly define public and private space, deliver a safe, healthy and attractive environment and public realm, deliver public art and create buildings and spaces that are adaptable to change.

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9.2 DM policies reinforce these requirements. DM26 requires development to contribute towards local character and distinctiveness. DM27 concerns the arrangement and form of buildings, structures and spaces. It states that the height, scale and massing of development should be appropriate to the immediate context, site constraints, character of adjoining streets and spaces, the setting, public function and /or importance of the proposed development. DM28, concerning public realm, states that development should create or contribute to a safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and encourages appropriate levels of activity and social interaction. Finally, policy DM29 concerning the design of new buildings, states that new buildings should be designed to a high standard, responding appropriately to their importance and reflecting their function and role in relation to the public realm. It adds that buildings will be expected to be clearly organised in terms of their form, internal layout and circulation to reflect the hierarchy of function they will accommodate, the uses they will serve and the context they will address.

9.3 The submitted Design and Access Statement (DAS) shows that the building has been designed following a thorough analysis of townscape and environmental context, planning policy and consultation.

9.4 The DAS demonstrates a rigorous analysis of the form, materials and proportions of adjacent buildings to the site. This has informed the appearance and massing of the building, whereby the building volumes are distinct and separated, and dynamic in local views and wider vistas.

9.5 Referring to the components of good design as set out in the National Design Guide, which supplements the NPPF (paragraph 124), comments can be made as follows:

9.6 Layout: The building layout responds to the constrained nature of the site, being sandwiched between major roads and tall buildings on all sides. Despite these constraints, the layout has been designed to allow for a more generous public realm at ground floor, and the 'H' shaped layout of the upper part of the building would allow for the split between co-living and student uses, whilst ensuring each room has a good outlook and receives reasonable levels of daylight/sunlight.

9.7 Form and Scale: The form and scale of the lower, rectangular, part of the proposed building has been designed to address the street (to the north and south) and correspond with the height of neighbouring buildings. Above this, the "H-shaped" part of the building has been designed to be set-in from the east and west, to respect the neighbouring buildings at The Bridewell Police Station and Fusion Tower. The central connecting wing of this part of the building has been designed to be recessed, so as not to be seen from the street view. Overall, the building has been designed to be the centrepiece for the collection of tall buildings which surround the site.

9.8 The impact of the form and massing of the proposed buildings has been assessed in the Townscape and Visual Impact Assessment (TVIA). It concludes that the impact of the proposed development upon the local townscape character would vary from negligible, neutral to major beneficial, as a result of its form and massing, attractive architecture, and visual permeability. With regard to the local visual receptors, the effects would also vary in the same way. Overall, it is considered that the proposed development would reflect the aspirations and emerging townscape character of the Broadmead neighbourhood.

9.9 Appearance: The appearance of the proposed building would be contemporary, and in an architectural style similar to what is now referred to as New London Vernacular, but which

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draws heavily on local Bristol influences – particularly the Bristol Byzantine revival architecture that was popular during the period 1850 to 1880.

9.10 Materials: The materials used would be mainly red brick slips, with some cream brick slips. Brass and bronze cladding and mesh panels would feature at windows and openings of the car park.

9.11 Detailing: Many decorative elements form part of the proposed building. In particular, the brass and bronze cladding and mesh panels would be decorative, drawing their influences from the Byzantine revival architecture and Moorish architecture. Arches within the brickwork are influenced by Gothic architecture.

9.12 Of particular note, the design of the tops of the towers, the “crown” of the building, has been re-designed following negotiation to emphasise the distinction between these two parts of the building. The top of the brickwork where the towers meet the crown now have a stronger horizontal emphasis. The brass cladding has also modified to make a clearer contrast with the brickwork below. Vertical metal fins have been added to break up the facades and the glazing to make the crown of the towers more distinctive. The rooftop finals and projections have been modified to strengthen the roof profile. Louvre panels adjacent to the windows throughout the building have also been set back in order to reveal the depth of the window recesses.

### Public Realm

9.13 The public realm would be transformed from a hard, grey corridor, dominated by traffic, to a more welcoming place with landscaping to ‘soften’ the appearance of the street frontages. Planting and high quality paving, seating, public art and creative lighting would be added.

9.14 The proposals include an outdoor amenity area on the seventh floor where the roof terraces would be planted to recreate the sense of woodland glades. Outdoor amenity areas would also be provided at level 14. The different spaces would provide opportunities for residents to meet, cook, eat, work and relax together - helping to create a rooftop community. As students and co-living residents share the main terrace on level 7, a real opportunity for people to meet and mingle would be created. These rooftop spaces’ functions have been designed according to the sun and shade conditions, with sunnier spaces offering more social functions. Shadier spots offer somewhere to work out of the sun’s glare and a place to relax amongst the planting.

9.15 To conclude on this issue, the proposed design is considered to be of a high standard in compliance with policy, that would greatly improve the appearance and character of the area.

### C: WOULD THE PROPOSED DEVELOPMENT PRESERVE HERITAGE ASSETS?

10.0 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 Areas) Act 1990) to pay special regard to the desirability of preserving or enhancing the character or appearance of the area.

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10.1 Section 16 of the NPPF, Paragraph 205 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 should be. Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Paragraph 208 states that where there is less than substantial harm, this harm should be weighed against the public benefits of the proposal.

10.2 With regards to non-designated heritage assets, paragraph 209 of NPPF states that: *"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*

10.3 Policy BCS22 requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed, and conservation areas.

10.4 Policy DM31 states that development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting. The policy goes on to state that where a proposal would affect the significance of a heritage asset the applicant will be expected to demonstrate that all reasonable efforts have been made to mitigate the extent of the harm to the significance of the asset.

### The Existing Building

10.5 The starting point in considering this key issue is the value of the existing car park building and whether it is worthy of retention.

10.6 The building was considered for listing following an application made to the Department for Digital, Culture, Media and Sport. However, a decision was reached not to list the building. Although unlisted, the building does contain architectural interest and is considered to be a non-designated heritage asset.

10.7 The Twentieth Century Society has raised objection to its loss and value the building as an early American-style, concrete open-deck multi-storey car park which was the first in England to incorporate a continuous parking ramp. Its architecture—with its open elevations composed of spiralling floor slabs which cantilever out and are clad with pre-cast panels—clearly expresses its function. The building is considered by the Society to be an "...*excellent example of sculptural, bold and expressive 1960s Brutalist architecture,*" and that it has clear historic and architectural value and townscape merit, contributing to the variety and richness of Bristol's historic built environment.

10.8 The Society recognises that the building was built for a singular purpose and would be difficult to adapt to meet modern requirements but consider there must be a way to achieve this and that interventions could be made to strengthen and adapt the structure to facilitate its continued use for car parking.

10.9 The Society consider that the applicant has not adequately explored all the options for retaining Rupert Street carpark and has not convincingly justified its plans for demolition. They consider it to be an important heritage asset in Bristol and every effort should be made to conserve it. [The comments of the Twentieth Century Society are set out in full in the Response to Consultation section above.]

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10.10 The building was originally built in 1960 with a projected lifespan of 50 years. The multi-storey car park is now in a poor physical condition having exceeded this period despite the NCP undertaking regular maintenance. A detailed structural report was submitted with the application, together with a copy of the structural statement when the building was considered for listing. The statement concluded as follows: *“It appears that proposals to maintain, modify or attempt to extend the life of the building as a car park or otherwise would require significant and costly structural interventions that would compromise the viability of ongoing operation and impact on the visual appearance of the building.”* Full copies of the report and statement are available on our website.

10.11 Clearly, while the building does hold some architectural and historic interest, it is not possible to modify the building for future car park use without unreasonable expense which would incur harmful alterations to the visual appearance of the building. The benefits of redeveloping the site for the proposed mix of uses has to be weighed into the balance, as clearly the building could not be re-purposed or incorporated within a new development to intensify the application site and provide new uses. The public benefits of the development are considered below.

Heritage Assessment on Designated Assets

10.12 There are no designated heritage assets located adjacent to the site or in its immediate vicinity, and the site is not located within a Conservation Area.

10.13 However, given the size of the proposed development in the context of central Bristol there are numerous designated heritage assets that have the potential to be affected by the proposals. The Heritage Statement submitted with the application concluded that the following heritage assets would all experience less than substantial harm, at the lower end of the spectrum, principally as a result of a change to their ‘setting’, following implementation of the proposed development:

- Grade I Listed St Peters Church
- Grade II\* Listed Church of St Nicolas
- Grade II\* Listed Church of All Saints
- Grade II\* Listed Christ Church with St Ewen
- Grade II\* Listed Colston's Almshouses
- City and Queen Square Conservation Area
- Redcliffe Conservation Area
- St Michael's Hill and Christmas Steps Conservation Area

10.14 As mentioned previously in the City Design Group comments, the two heritage assets most affected by the proposals are considered to be Colston's Almshouses and the Church of St Nicolas.

10.15 In their submission, Historic England (HE) comment that: *“As the site is presently surrounded by other substantial modern buildings of various heights, the impact of a proposed taller structure here is diminished, where it would coalesce with neighbouring buildings. However, the additional height over surrounding buildings would result in varying impact on the setting of individual and collective heritage assets.”*

10.16 Reference is made by HE [with reference to the submitted TVIA] to the impacts on the Colston Almshouses and the Church of St Nicolas. Comment is made that: *“Viewpoint 16 from St Michael's Hill shows that while the silhouette of the roof and diagonally-set stacks over the Grade II\* Almshouses is already challenged by the Castle Park View tower, the*



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*proposed development would be much closer and more visually pronounced above its roofline. The plan form and design of the almshouses contribute to the polite and formal symmetry of its late 17th century architecture, its aesthetic heritage value contributing highly to its significance and presence in the street scene. The proposed development would result in a degree of dominance, which we consider harmful to its significance.”*

10.17 With reference to the impact on the Church of St Nicolas, HE comment that: *“Viewpoint 21 shows some coalescing of the proposed development with the spire of St Nicholas’ Church (Grade II\*) and some impact on the setting of St Mary Redcliffe, from Victoria Park. These impacts would result in some modest harm, by virtue of diminished primacy of key Church towers/steeple in the city.”*

10.18 Historic England conclude their comments on the impacts on heritage assets by stating as follows:

*“We have identified where the greater impacts of the proposed development would be, and these would be harmful to heritage significance, within the less than substantial harm definition outlined in the NPPF. While we consider that the application site can accommodate a substantial mass and height of building, as some impacts can be moderated by grouping with surrounding modern buildings, we advise that a reduction in the height of the taller elements would minimise the harm to the historic environment.”*

[Historic England’s full submission can be read in the ‘Response to Consultation’ section above.]

10.19 In response to these comments regarding the impact on the Coston Almshouses and the Church of St Nicolas, the applicant has made the following comments.

10.20 Colston Almshouses: As you move down St Michael Hill, your view is channelled along the route due to the enclosure provided by the built form, with the key focus of the view being the wider city beyond. Glimpsed views of the wider cityscape, and much wider landscape beyond, are visible both within the channelled view and as backdrops to buildings on the route.

10.21 This is a kinetic experience, and the composition of the view changes step by step. These views are not devoid of tall buildings, and in general provide a comprehensive experience and understanding of the evolution of the built form of the city.

10.22 Viewpoint 16 is only observed by turning one’s focus away from the direction of travel, and the extent of the route from which the proposals would be visible is extremely limited, the extent of the visibility shown does not reflect how the proposals would be seen from this route overall. The proposal would only be visible from the western, elevated side of the road.

10.23 St Michael's Hill is located within the St Michaels and Christmas Steps Conservation Area, and the section of the route identified as being sensitive in the submitted Heritage Statement is lined by Listed Buildings.

10.24 The heritage significance of the Listed Buildings is principally derived from the architectural and historic interest of their physical fabric. The 'setting' of the Listed Buildings also contributes to their significance, although the significance derived from their 'setting' is less than that derived from their historic fabric.

10.25 Overall, the applicants conclude that the resulting visual change from St Michael's Hill would have a minor impact upon the overall heritage significance of the Grade II\* Listed

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Colston's Almshouses, and a very minor impact upon the overall special interest of the Conservation Area.

10.26 Church of St Nicolas: Viewpoint 21 of the TVIA provides an indication of views from Victoria Park with this being one of the most elevated and open locations in this part of the city with views across the low lying Southville area and city centre.

10.27 In considering Viewpoint 21, this demonstrates in views from this location that the tall spire of St Mary Redcliffe (Grade I) is clearly visible, projecting above the skyline. The upper element of the Church of St Nicolas (Grade II\*) also projects above the skyline, but to a lesser extent, and built form in the backdrop reduces the perceptibility of the asset from this location.

10.28 The proposals would introduce further built form to the backdrop of, and adjacent to, St Nicolas Church. The proposed 'tower' situated within the backdrop of the asset would be viewed as lower than the spire, and the adjacent 'tower' roughly of the same height. The resulting change is considered to have a very minor impact on the experience of St Nicolas Church from the south.

10.29 The applicants add that views from Victoria Park continuously change as one moves along the footpath from where Viewpoint 21 is taken. Many of the views from the footpath expand far beyond that shown in Viewpoint 21, with many landmark features and many architectural eras and styles, ranging from historic to contemporary. Due to the perspective and topography, the experience of the view is transient and quick to change. Although an interpretation panel has been placed on this footpath, there is not a viewpoint, seating area or gathering space specifically designed into the park, and therefore this view is afforded by people moving along the path.

10.30 The applicants conclude by stating that the presence of the proposed scheme in this cluttered cityscape would not be a notable or adverse change to the view and would cause minor harm to the appearance of the Church of St Nicolas.

Viewpoints 16 and 21 of the TVIA are shown at Appendix 2.

### Public Benefits

10.31 While there is a difference of opinion over the degree of 'less than substantial harm' to heritage assets that would result from the proposals, all parties agree that there would be harm, and in accordance with Paragraph 208 of the NPPF any harm has to be weighed against the public benefits of the development. These are considered to be the following:

Regeneration:

10.32 The removal of the existing car park with its poor quality public realm, and its replacement with the new building and landscaping would bring regeneration benefits as follows:

- Creating vibrancy and activity at Rupert Street and Lewins Mead. At ground floor level, the community/commercial uses, the entrances to the student and co-living building, and the large and much improved public realm would help enliven this part of the city centre.
- Enhancement of the local townscape. The new building would be a high-quality tall building and would act as a centre piece within a cluster of tall buildings, in contrast to the existing car park building which is considered to be a negative feature.

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- Facilitating pedestrian movement. The development would contribute to the creation of a good quality pedestrian route.
- The provision of a new replacement car park that meets modern requirements.

Housing and affordable housing benefits:

10.33 The development would bring housing and affordable housing benefits as follows:

- The provision of purpose built student accommodation (PBSA). The Economic Statement and Shared Living and Student Demand Assessment reports submitted with the application forecast the potential number of students that UWE and Bristol University would have. This is projected to increase from 64,400 (2020/21) to 85,400 in 2034/35. The provision of PBSA would contribute to meeting this demand and would also help to free up existing family houses used by students as houses in multiple occupation. Bristol has fewer students living in PBSA compared with the national average, with 3.9 students per purpose-built bed space compared to the national average ratio of 2.9.
- The provision of co-living accommodation. The Economic Statement and Shared Living and Student Demand Assessment reports refer to there being a potential need for 13,000 co-living rooms in Bristol. As with student accommodation, the provision of co-living accommodation frees up existing family houses being used by typically young professionals as houses in multiple occupation.
- Student and co-living accommodation contribute towards the Council's housing targets. 2.5 Student bedspaces equate to one new home, and for co-living accommodation this figure is 1.8. Taken together (328 student beds and 249 co-living studios), the proposal therefore contributes the equivalent of 269 dwellings towards Bristol's housing target.
- The delivery of 20% affordable rent co-living studios. This would provide accommodation for those in need nominated by the Council. The rent would be capped at 80% of the market rate.

Economic Benefits:

10.34 The economic benefits arising from the development would be as follows:

- Employment: The Economic Statement comments that approximately 965 jobs would be created during the construction phase, and 40 jobs once the proposed development is operational.
- Increased spending in the local area by construction and operational workers, co-living and student residents.
- Tax revenues and business rates accruing from the proposed development.

Environmental Benefits:

10.35 The environmental benefits would be as follows:

- Making effective use of land by redeveloping an under-utilised site in a sustainable city centre location.
- Achievement of a biodiversity net gain of 13%.
- Achievement of BREEAM 'Excellent' for the new building
- A 41% reduction in emissions. This would be through a connection to the district heat network and the placement of 330 sq m of solar panels at roof level.

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Local community and public art benefits:

10.36 Local community and public art benefits would include:

- Supporting the creation, sustainability and growth of local community groups through the use of the proposed commercial/community units at ground floor by local charities and community groups.
- The installation of sculptural lighting, landscape detailing and a programme of cultural events (more details can be found in the submitted Public Art Strategy available on our website).

Conclusion

10.37 The proposal would result in the loss of a non-designated heritage asset, and a degree of 'less than substantial harm' to designated heritage assets. In accordance with policy, this must be given great weight in the decision on the application. Having set out the public benefits, the question is whether in combination, they carry sufficient weight to overcome this harm. On balance, reflecting on the considerable public benefits listed above, it is considered that the public benefits arising from the proposed development would outweigh the loss of the non-designated heritage asset and the 'less than substantial' harm to a number of designated heritage assets.

**D. DO THE PROPOSALS PROTECT THE RESIDENTIAL AMENITY OF ADJOINING OCCUPIERS IN TERMS OF RETAINING ADEQUATE LEVELS OF SUNLIGHT AND DAYLIGHT?**

11.0 Policy BCS21 expects development to safeguard the amenity of existing development and create a high quality environment for future occupiers. Policy DM2 requires development to provide a good standard of accommodation by meeting relevant requirements and standards and not adversely impacting neighbouring amenity. Policy DM29 expects new buildings to safeguard the amenity of the host premises and neighbouring occupiers.

11.1 The site is surrounded by taller buildings, used for a variety of uses as shown at Appendix 3. Of particular note are Fusion Tower, immediately adjacent to the site on its western side, and New Bridewell Street to the south on the opposite side of Rupert Street. Both buildings provide student accommodation, Fusion Tower having originally been built as office development and converted in 2012/13. These two buildings will be most affected by the development (see details below), and to a much lesser extent, Number One Bristol, a residential building to the north west of the site that has also been converted from office use.

11.2 A Building Research Establishment (BRE) Daylight and Sunlight report was submitted with the application in accordance with the BRE's report "Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice" (2022 Edition).

11.3 The starting point, as explained by Rapleys, the writers of the report, was to understand the potential impact of an increased massing on the site by assessing the massing that could fit on the site whilst maintaining strict compliance within the BRE guidance for daylight amenity. This is referred to as a 'cutback massing' and is shown at Appendix 4. As can be seen, the increase in massing available is negligible.

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11.4 The two buildings restricting the cutback for the maximum building envelope are New Bridewell and Fusion Tower. This is because:

- The light levels to several windows at low levels is already low, and any increase in building height which further reduced the angle of light (the Vertical Sky Component or VSC) entering the windows would result in a reduction that failed the BRE test.
- The underdeveloped nature of the site (in relation to its surroundings) means that above certain floor levels, VSC levels were much greater than would be expected in a city centre context, allowing much more light into windows than is usual.
- Their proximity to the boundary (particularly Fusion Tower) severely restricts the ability of the site to be developed laterally, therefore limiting additional massing to the existing footprint.

11.5 The cutback massing demonstrates that a degree of impact will be experienced if a building is proposed of greater massing / height than the existing.

11.6 The existing building is located within a sustainable city centre location, amongst a cluster of existing tall buildings and it is considered that it would not be reasonable for the applicant to consider redeveloping the site with a building of comparable size to the existing / cutback massing. The applicant has also advised that proposing such a building would be commercially unviable.

11.7 In these scenarios, the BRE guide states that their parameters need to be applied flexibly. Appendix F of the guide is titled “Setting alternative target values for skylight and sunlight access”. This states that the target values for assessing how much light from the sky is blocked by obstructing buildings are advisory and that: “... *different targets may be used based on the special requirements of the proposed development or its location. Such alternative targets may be generated from the layout dimensions of existing development, or they may be derived from considering the internal layout and daylighting needs of the proposed development itself.*”

11.8 Similar advice is contained in the Urban Living SPD which in Part 3 advocates an approach ... “*which allows an assessment of daylight and sunlight targets to be informed by a comparative contextual analysis. This approach provides flexibility to the application of targets set in the BRE guidance in dense urban environments in line with NPPF paragraph 123(c).*”

*In determining a comparative context, physical and environmental characteristics should be considered together with other context considerations. For example, the amenity of living in a city centre location, such as the Old City, where its central location, high quality of urban environment and access to public open space compensates for a lesser standard of daylight than may be appropriate in other areas of the city.”*

11.9 To follow this advice, the Daylight and Sunlight Report carried out a ‘mirrored massing’ study, as recommended in Appendix F of the BRE guide, to ascertain a comparative context that is more in keeping with a dense city centre environment.

11.10 A mirrored massing study is done by projecting a ‘mirror-image’ of an existing building or buildings – in this case New Bridewell and Fusion Tower – an equal distance away on the other side of their respective boundaries. Using this scenario, the height and proportion of existing buildings in a mirrored image are used to set appropriate targets for measuring daylight.

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These mirrored massing images are shown at Appendix 5.

### Results

11.11 In the existing scenario, without using the 'mirrored massing' study, the results for New Bridewell and Fusion Tower were poor. The submitted report tested the windows that would be affected by the proposed development (approximately one third of the total number of windows in the building) and this showed that just 21% would meet the BRE standard (73 of the 343 windows tested). Of the 270 windows that failed to meet the BRE standard, 192 would experience a substantial loss, losing 40% or more of their existing daylight.

11.12 In the case of Fusion Tower, 60% of the windows tested (104 of 174) would not meet the BRE Standard and these are all on the flank wall facing the site. Of the 70 windows that did not meet the BRE standard, 51 would lose 40% or more of their existing daylight.

11.13 Using the 'mirrored massing' study, the number of windows in New Bridewell that meet the BRE guidelines increases from 73 to 214, representing a 62% BRE standard pass rate. Of the 129 windows that would not meet the standard, 16 would experience a daylight loss of 40% or more with the remaining 113 windows experiencing losses of between 20% and 40%. In addition to this improvement, 65 windows would show higher daylight levels than if they were facing themselves in the mirrored massing scenario.

11.14 In the case of Fusion Tower, the mirrored massing study indicates that the number of windows that meet the BRE guidelines actually decreases by 1 to 103. However, the number experiencing substantial daylight loss of 40% or more, is halved from 51 to 25, with 46 experiencing losses of between 20% and 40%.

The results for the existing scenario and mirrored massing studies for both buildings is shown at Appendix 6.

### Conclusion

11.15 The site clearly has difficult constraints both by its underdeveloped nature and the existing, much taller, surrounding buildings.

11.16 In order to retain adequate light to Fusion Tower and New Bridewell, a disproportionate amount of massing would need to be removed from the proposed building, both in height and laterally. As such, the existing buildings can be said to present an unreasonable burden on the site which the BRE, and the Urban Living SPD seek to prevent.

11.17 While the impacts of the proposal are significant, the mirrored massing study demonstrates what might more reasonably be expected as the existing scenario in this dense city centre environment, and measuring from that the impacts are far less severe, with the number of windows that show significant daylight losses (40% or more) greatly reduced.

11.18 With regard to the remaining buildings surrounding the site, Number One Bristol, a residential building to the north west, shows some minor deviations from target values. There is serious loss to one bedroom window, but the room is lit by two windows and the overall impact would be acceptable. Drake House, an 8 storey residential building to the south west, experiences a slightly lower level of impact compared with Number One Bristol. The remaining buildings: Nelson House to the south west, Everards Printworks to the south and Everards Court to the south all experience only minor impacts to few windows and in the case of Everards Court there is no impact at all.

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11.19 It is noted that no objections have been received from any of the surrounding buildings on the grounds of loss of existing daylight/sunlight.

11.20 Taking all of the above into account, it is considered that what is proposed is a reasonable balance that fulfils the development opportunity presented by the site whilst also respecting the daylight amenity of the surrounding properties.

11.21 In terms of levels of noise and disturbance affecting adjoining occupiers, there is already a concentration of students living in the area and the impact from this development through introducing further students and co-living residents is not expected to give rise to any amenity issues. The development will be managed full-time which will ensure anti-social activity does not take place on site. As previously mentioned, Pollution Control has advised that no complaints concerning anti-social behaviour have been received relating to student activity in the area for the past 5 years.

**E: DO THE PROPOSALS PROVIDE A SATISFACTORY LIVING ENVIRONMENT FOR FUTURE OCCUPIERS?**

12.0 Policies BCS21 and DM29 require developments to create a high-quality environment for future occupiers.

12.1 In terms of daylight and sunlight, the results of the report submitted demonstrate a good level of compliance with the BRE Guidelines, with 86% of the rooms meeting the BRE recommendations (535 of 624 rooms tested). This level of compliance is considered very good for this type of development set within a city centre with a tall and dense surrounding built environment.

12.2 With regard to the external amenity areas, two of the five amenity spaces exceed the BRE recommendations. One small amenity space is marginally below the guidance and one of the two spaces on the northern side of the scheme will not meet the targets for March, but the June results show a good pass rate. Taken together, the results indicate that for the majority of the year there will be good sunlight availability for the outdoor amenity areas.

12.3 There are no required space standards for student housing, or the proposed co-living accommodation which is also sui generis. The student accommodation is similar in character to other purpose-built accommodation of this kind. The co-living accommodation has a similar format although the size of the studios are larger, and during the course of negotiation on this application additional windows have been added to the communal areas on each floor to improve light levels. These areas are for cooking, dining and socialising, and are intended to foster the spirit of communal living.

12.4 The quality of the internal and external spaces proposed is considered satisfactory and would provide good accommodation and an acceptable standard of amenity given the high-density nature of development proposed.

12.5 Given the distance between the facing elevations of the two towers, it is considered that the degree of overlooking is acceptable and privacy maintained.

**F: WOULD THE DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?**

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13.0 Policy BCS10 states that development should not give rise to highway safety issues and should reduce the negative impacts of vehicles as far as possible. It also sets out transport user priorities, with pedestrian and sustainable modes of transport taking precedence over the private car. Policy DM23 states that development should not give rise to unacceptable traffic conditions.

13.1 The redevelopment of the existing car park is acceptable and all aspects of the access to the proposed development and all other transport effects are considered safe and comply with policy. Vehicular access to the replacement car park is proposed to be retained from Rupert Street in its existing location.

13.2 Trip generation from the proposed development would not have any adverse transport impacts and would follow the same broad patterns as the current car park, although the amount of traffic would reduce proportionately through the reduction to the number of parking spaces proposed in the redeveloped car park (from 498 to 400).

13.3 Residential trips to the student and co-living accommodation would be by foot or from cycling and would not compromise the highway network or highway safety. Likely trips from servicing and deliveries have been assessed and it is considered would not cause any serious disruption or raise any safety issues.

13.4 The cycle parking proposed: 82 spaces for students, 62 for co-living residents, 24 spaces used as part of a share scheme and 40 visitor spaces, is considered acceptable.

13.5 The submitted Transport Statement pays particular attention to the arrival and departure of students at the start and end of terms. It is expected that one floor of the car park would be made available, as appropriate, and this would be coordinated with other student accommodations in the area that currently use the car park for arrivals and departures.

13.6 Section 106 contributions have been agreed for the following highway-related matters:

- Travel Plan Implementation: student: £33,000; Co-living: £54,780
- Replacement VMS (variable message sign) signage: £81,250
- Bus stop improvements (B6 and B4 on Rupert Street): £94,482
- Upgraded crossing on Rupert Street from Puffin to Toucan: £100,000
- Contribution on the Lewins Mead frontage towards an upgrade of the footway between the site and the crossing at Lower Maudlin Street (£11,050)

**G: WOULD THE PROPOSAL SATISFACTORILY ADDRESS ENERGY, SUSTAINABILITY AND CLIMATE CHANGE ISSUES?**

14.0 Policies BCS13, BCS14 and BCS15 give guidance on sustainability standards to be achieved in any development, and what measures are to be included to ensure that development meets the climate change goals of the Local Plan. Applicants are expected to demonstrate that a development would meet those standards. In addition, policy BCAP21 requires development to connect to an existing heat distribution network where achievable, and BCAP20 requires development of this scale to reach BREEAM 'Excellent' standards.

14.1 A Sustainability and Energy Strategy and a BREEAM pre-assessment report were submitted with the application. These reports demonstrate that a 41% reduction in residual emissions would be achieved through a Day 1 connection to the district heat network and the use of 330 square metres of solar panels at roof level.



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14.2 The BREEAM 'Excellent' standard would be met, including through use of energy efficient building fabric measures and materials, and water consumption reduction.

14.3 The proposed development meets sustainability policies in all respects.

**H. WOULD THE PROPOSAL SATISFACTORILY ADDRESS FLOOD RISK ISSUES?**

15.0 The site lies within Flood Zone 2, with the River Frome running beneath Rupert Street and part of the southern portion of the application site within a culvert.

15.1 Policy BCS16 seeks to reduce flood risk, steers development to areas at lower risk of flooding and requires development to incorporate sustainable drainage.

15.2 BCAP38 states that the development of sites within Nelson Street and Lewins Mead that are at risk of flooding now or with climate change should be supported by a flood risk sequential test undertaken within the policy area, taking account of all reasonably available sites in the area.

15.3 In accordance with BCAP38, a flood risk sequential test was submitted with the application, which demonstrates how the application site is the only site within the area of search that can reasonably accommodate the proposed development, and as such this passes the sequential test.

15.4 The flood risk assessment and drainage strategy submitted set out how the development would be made safe from the impacts of flooding. All residential and sleeping accommodation would be at first floor and above. Basement infrastructure and plant would be defended by flood barriers at access points.

15.5 The proposals are acceptable to the Environment Agency and the Council's Flood Risk Team.

**CONCLUSION**

16.0 This report has described the context of the application site and its characteristics, and has assessed the merits of the proposed development against planning policy requirements as set out in the preceding key issues.

16.1 The principle of redeveloping the application site for the uses proposed are acceptable and in accordance with the Local Plan. The design of the proposal would be of a high quality and would do much to enliven and improve the appearance of the street scene. While there would be some harm to heritage assets, these are considered to be significantly outweighed by the public benefits of the proposal, complying with the NPPF. The proposal would have an impact on existing levels of daylight and sunlight enjoyed by existing residents, which is unfortunate but inevitable for any development on this tightly constrained site. However, it is considered that the proposal strikes a reasonable balance fulfilling the development opportunity presented by the site whilst also respecting the daylight amenity of the surrounding properties.

16.2 The development proposals are considered acceptable in all respects and accordingly, the application is recommended for approval.

**COMMUNITY INFRASTRUCTURE LEVY (CIL)**

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17.0 The CIL liability for this development is £2,339,846.79

RECOMMENDATION:

18.0 Approve subject to a Section 106 Planning Agreement to cover the following:

- Provision of Affordable Rent in 20% of the co-living studios
- Restriction of Units 1 and 2 to occupation by community/charitable users (6 months)
- Exclusion of students from the co-living accommodation
- Travel Plan Implementation: student: £33,000; Co-living: £54,780
- Replacement VMS (variable message sign) signage: £81,250
- Bus stop improvements (B6 and B4 on Rupert Street): £94,482
- Upgraded crossing on Rupert Street from Puffin to Toucan: £100,000
- Contribution on the Lewins Mead frontage towards an upgrade of the footway between the site and the crossing at Lower Maudlin Street: £11,050

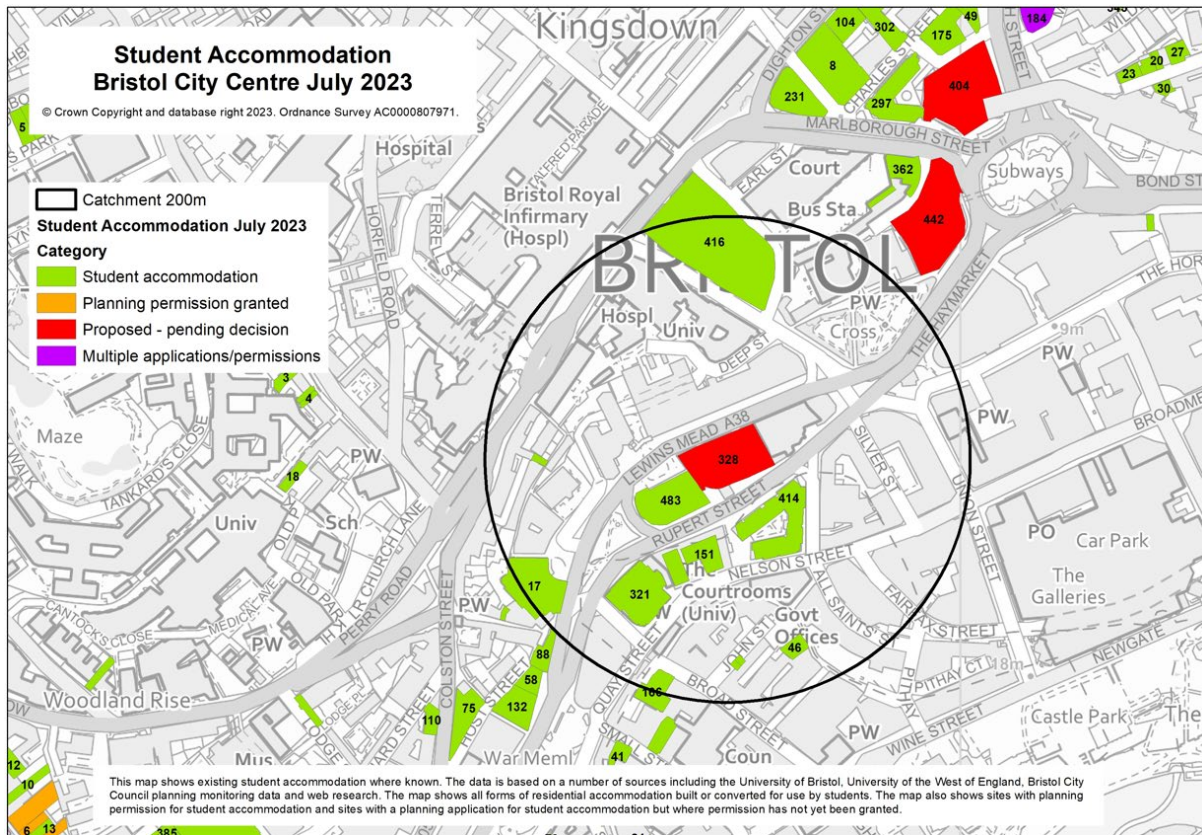
Request delegated authority for officers to prepare the required planning conditions to cover the following issues:

- Archaeology
- Detailed Design
- Landscaping
- Land Contamination
- Highways
- Construction Management
- Nature Conservation
- Air Quality
- Pollution Control
- Flood Risk
- Sustainability (including connection to the Local Heat Network)
- Broadband Connectivity

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Appendix 1: Student Accommodation in vicinity of application site



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Appendix 2: Images 16 and 21 from the Townscape and Visual Impact Analysis Report



Viewpoint 16: Colston Almshouses from western side of St Michael's Hill



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Viewpoint 21: Church of St Nicolas from Victoria Park

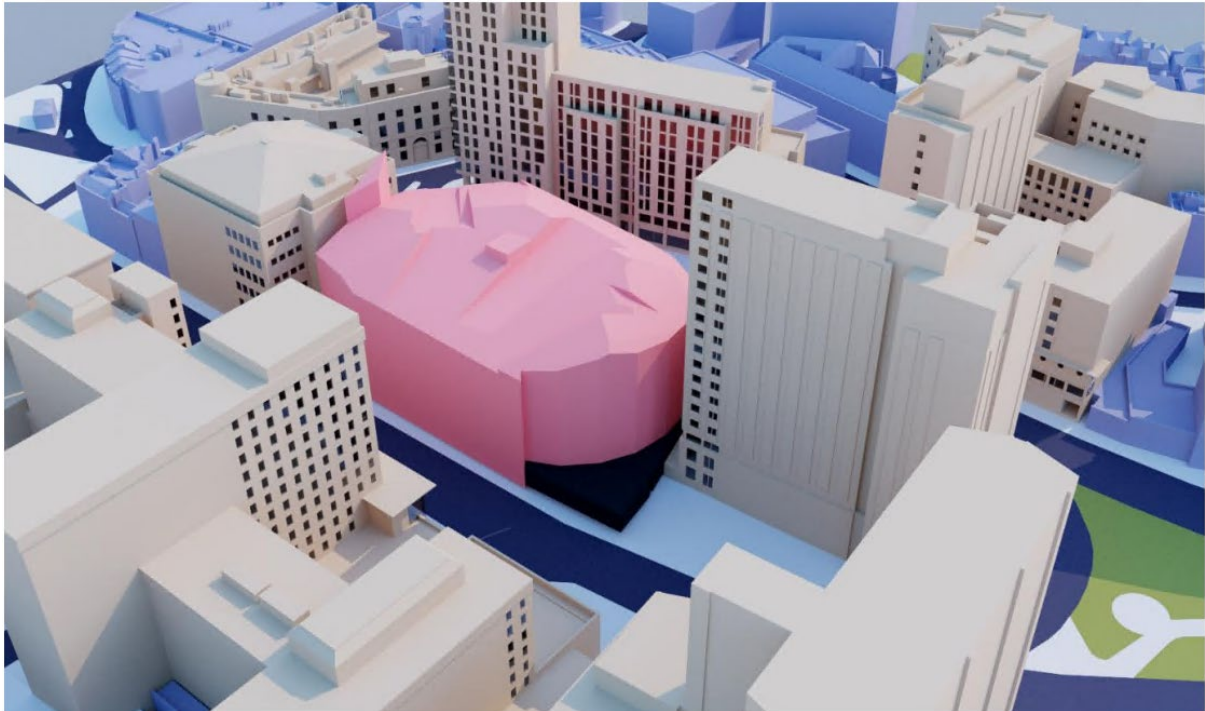
Appendix 3: Existing Land Uses Surrounding the Site



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Appendix 4: 'Cutback Massing':

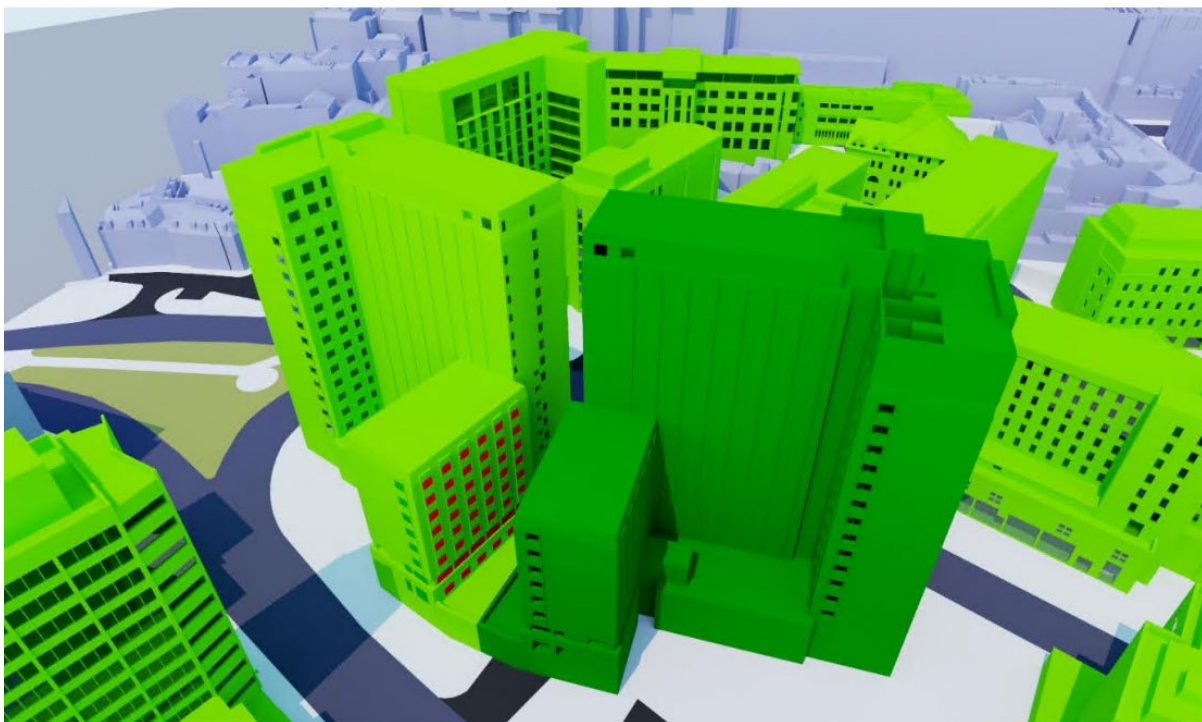
This shows the extent of built massing possible whilst maintaining full compliance with BRE guidance for daylight amenity.



Appendix 5: 'Mirrored Massing Images for New Bridewell and Fusion Tower



New Bridewell Mirrored Massing (dark green)



Fusion Tower Mirrored Massing (dark green)

**Development Control Committee A – 6 March 2024**

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Appendix 6: Images of Results: Existing Scenario and Mirrored Massing Scenario

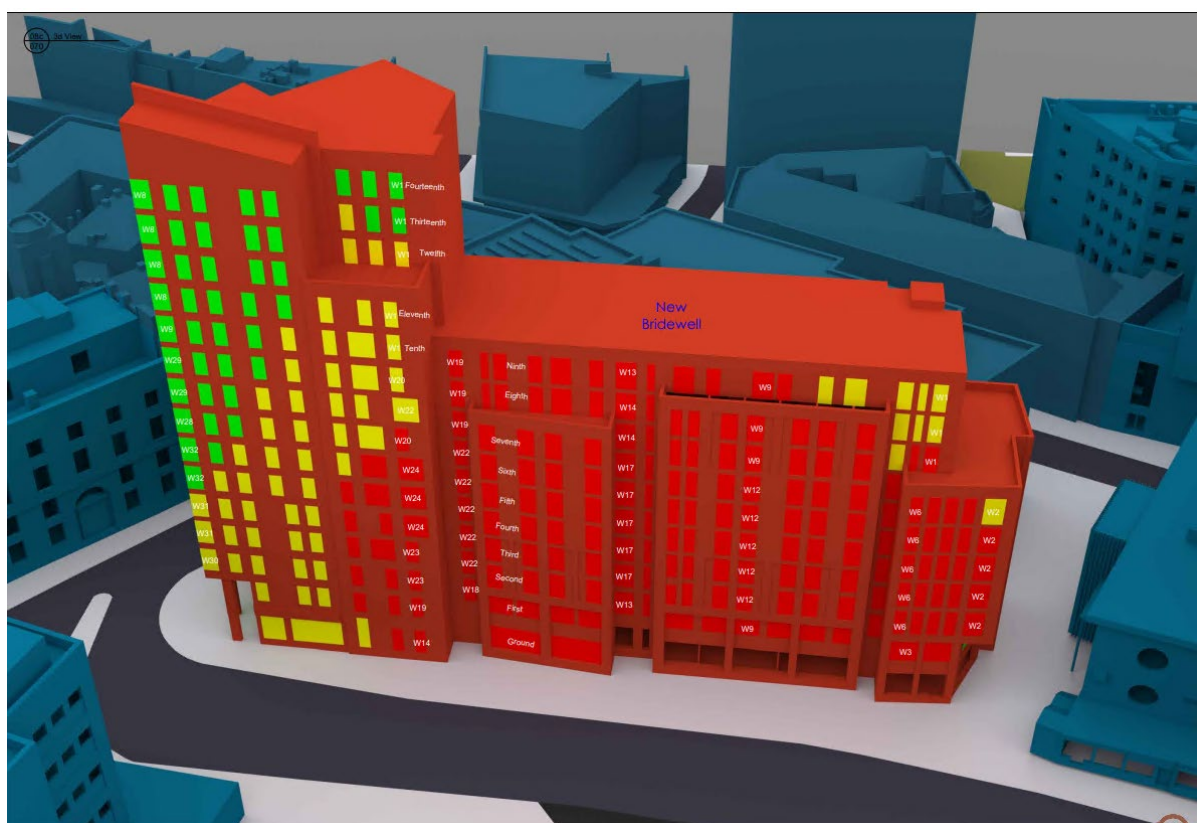
Key:

Blue: Gains

Green: <30%

Yellow: 30 – 40%

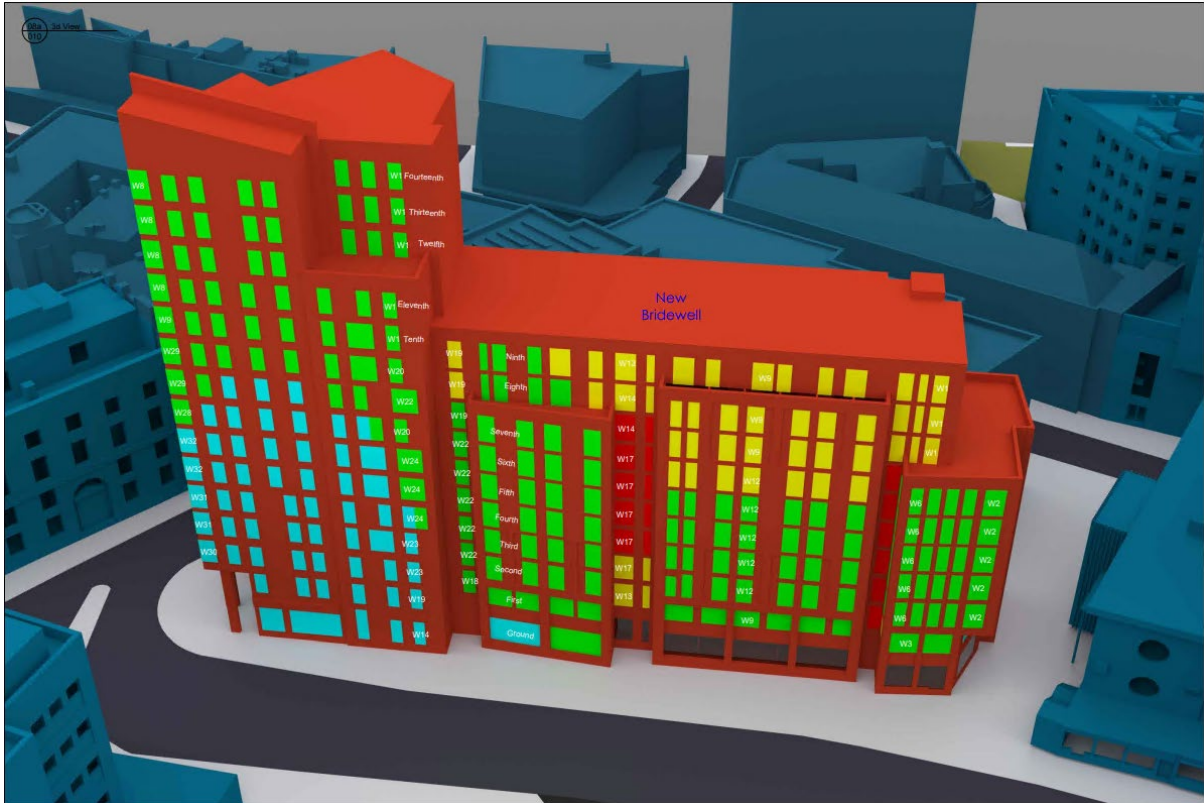
Red: >40%



New Bridewell Existing Scenario: Impact of Proposed Development



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Application No. 23/01407/F : NCP Rupert Street City Centre Bristol BS1 2PY

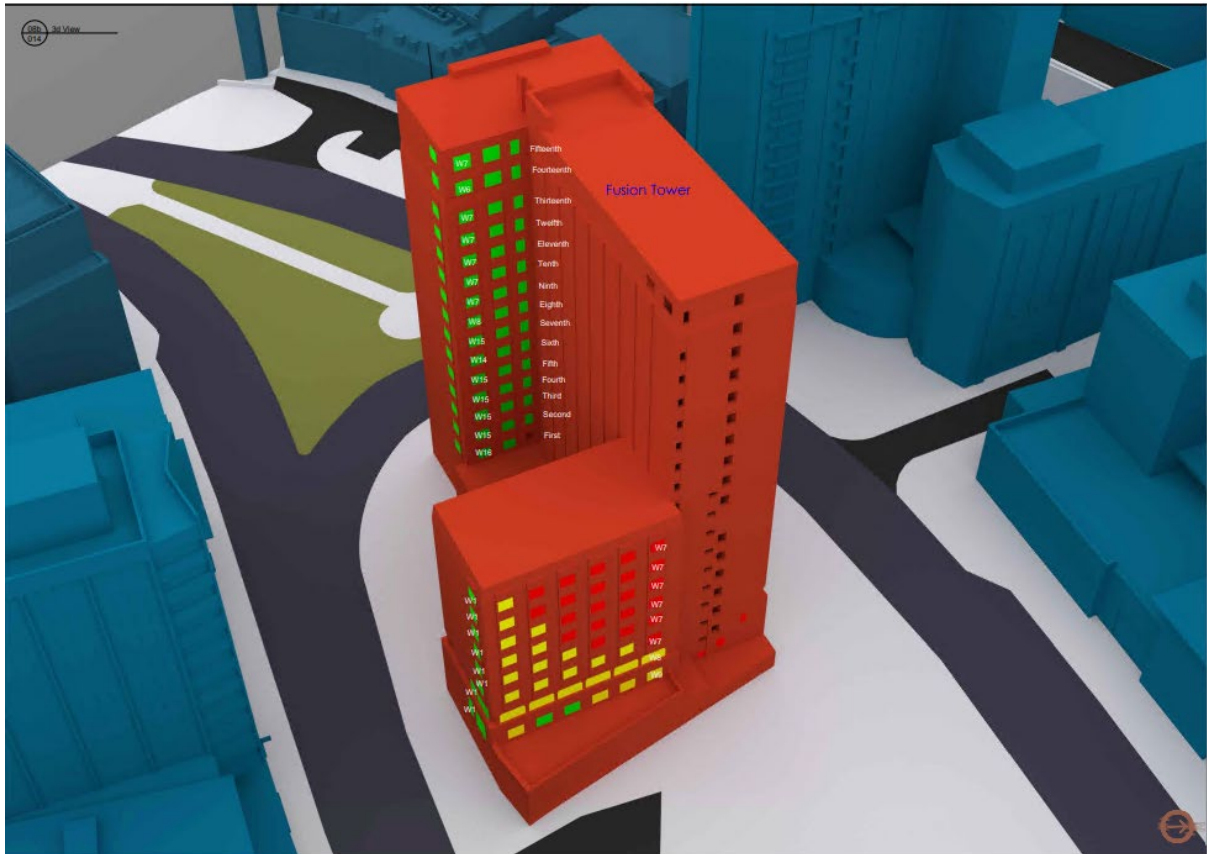


New Bridewell Mirrored Massing Scenario: Impact of proposed development



Fusion Tower: Existing Scenario: Impact of proposed development

Development Control Committee A – 6 March 2024  
Application No. 23/01407/F : NCP Rupert Street City Centre Bristol BS1 2PY

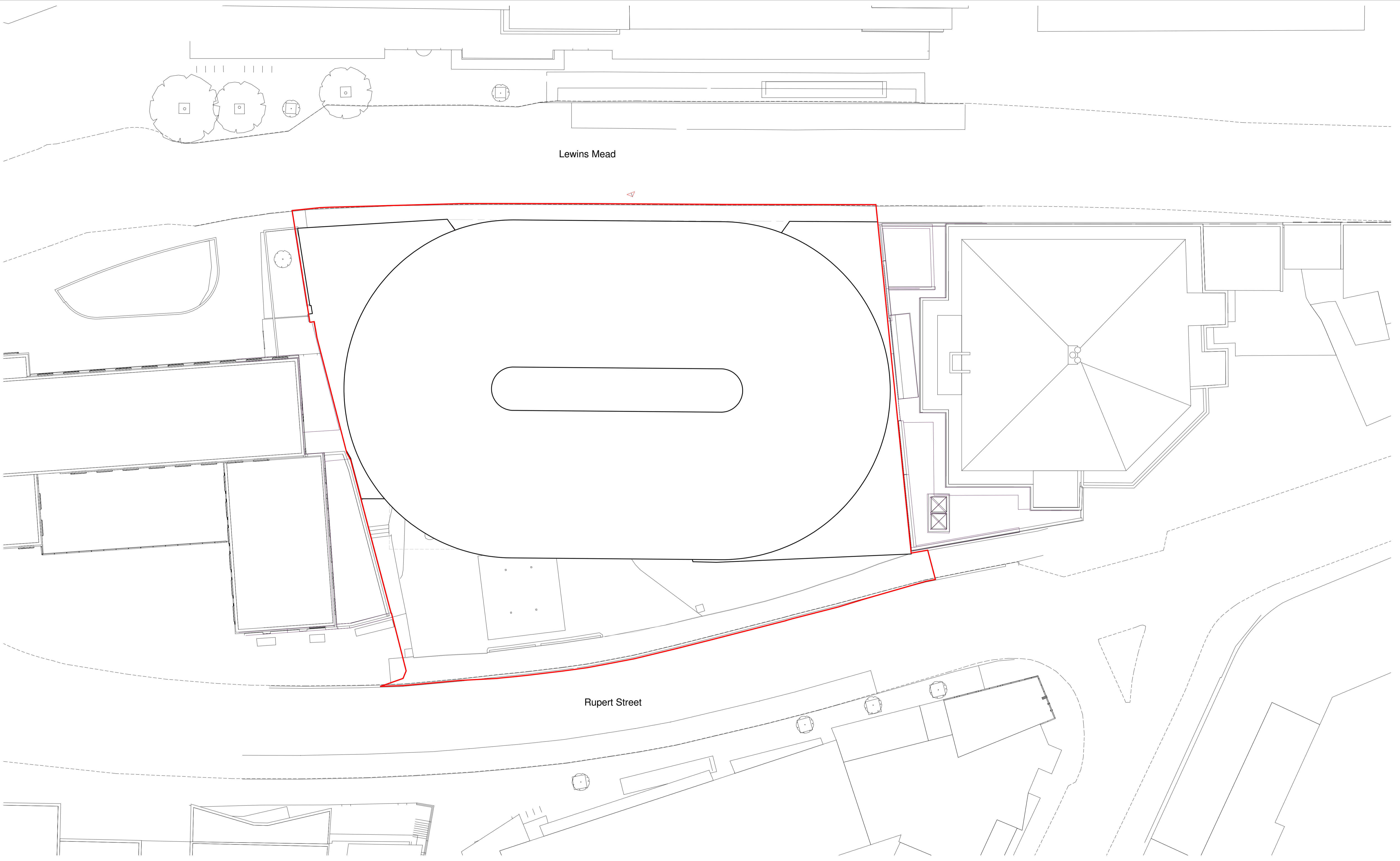


Fusion Tower: Mirrored Massing Scenario: Impact of proposed development

## Supporting Documents

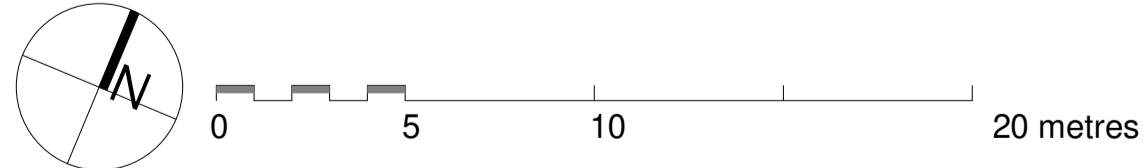
### 2. NCP Rupert Street, City Centre.

1. RUP-AFA-XX-XX-DR-A-1001 D1 Existing Site Plan
2. RUP-AFA-XX-XX-DR-A-1101 D1 Proposed Location Plan
3. RUP-AFA-XX-ZZ-DR-A-1250-D3 Proposed South Elevation
4. RUP-AFA-XX-ZZ-DR-A-1251-D3 Proposed North Elevation
5. RUP-AFA-XX-ZZ-DR-A-1252-D3 Proposed West Elevation
6. RUP-AFA-XX-ZZ-DR-A-1253-D3 Proposed East Elevation
7. RUP-AFA-XX-01-DR-A-1202-D3 Proposed Level 01
8. RUP-AFA-XX-07-DR-A-1204-D3 Proposed Level 07
9. RUP-AFA-XX-ZZ-DR-A-1205-D3 Proposed Level 08-13
10. RUP-AFA-XX-ZZ-DR-A-1206-D3 Proposed Level 14-16



Lewins Mead

Rupert Street



Existing Location Plan

Application Site Boundary

RESPONSIBILITY IS NOT ACCEPTED FOR ERRORS MADE BY OTHERS IN SCALING FROM THIS DRAWING. ALL CONSTRUCTION INFORMATION SHOULD BE TAKEN FROM FIGURED DIMENSIONS ONLY DETAILS AND SIZES SHOWN ARE INDICATIVE ONLY AND ARE SUBJECT TO CONFIRMATION BY THE RELEVANT SUB CONTRACTOR.  
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Rev	Description
D1	Final Planning Submission

Date	Drawn	Checked
01/03/23	EM	RFG

Status Codes
S0: WIP
S1: Coordination
S2: Information
S3: Int. Review
S4: Construction
D1: Costing
D2: Tender
D3: Contractor Design
D4: Procurement

A: Construction	Date	AFA Project No.	Drawn by	Checked by
B: Partially Signed-off	22/02/23	5149	SMC	ZN
AS: As Built			Rev.	Status

**AlecFrenchArchitects**  
 27 The Clifton Street, Bristol, BS1 5RN, T: 0117 9230111, F: 0117 9221121  
 E: mail@alecfrench.co.uk, www.alecfrench.co.uk  
**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
**Existing Site Plan**

Scale: As Indicated @A1  
 Date: 22/02/23  
 AFA Project No.: 5149  
 Drawn by: SMC  
 Checked by: ZN  
 Rev: D1  
 Status: S2

RIBA Stage

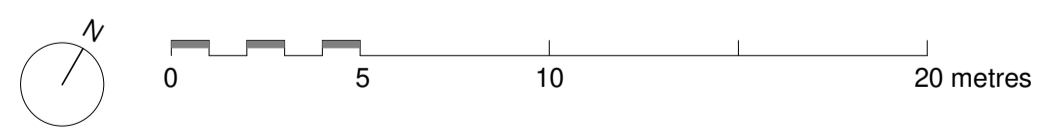


Lewins Mead

Rupert Street

Existing Location Plan

■ Application Site Boundary



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Rev	Description
D1	Final Planning Submission

Date	Drawn	Checked
01/03/23	EM	RFG

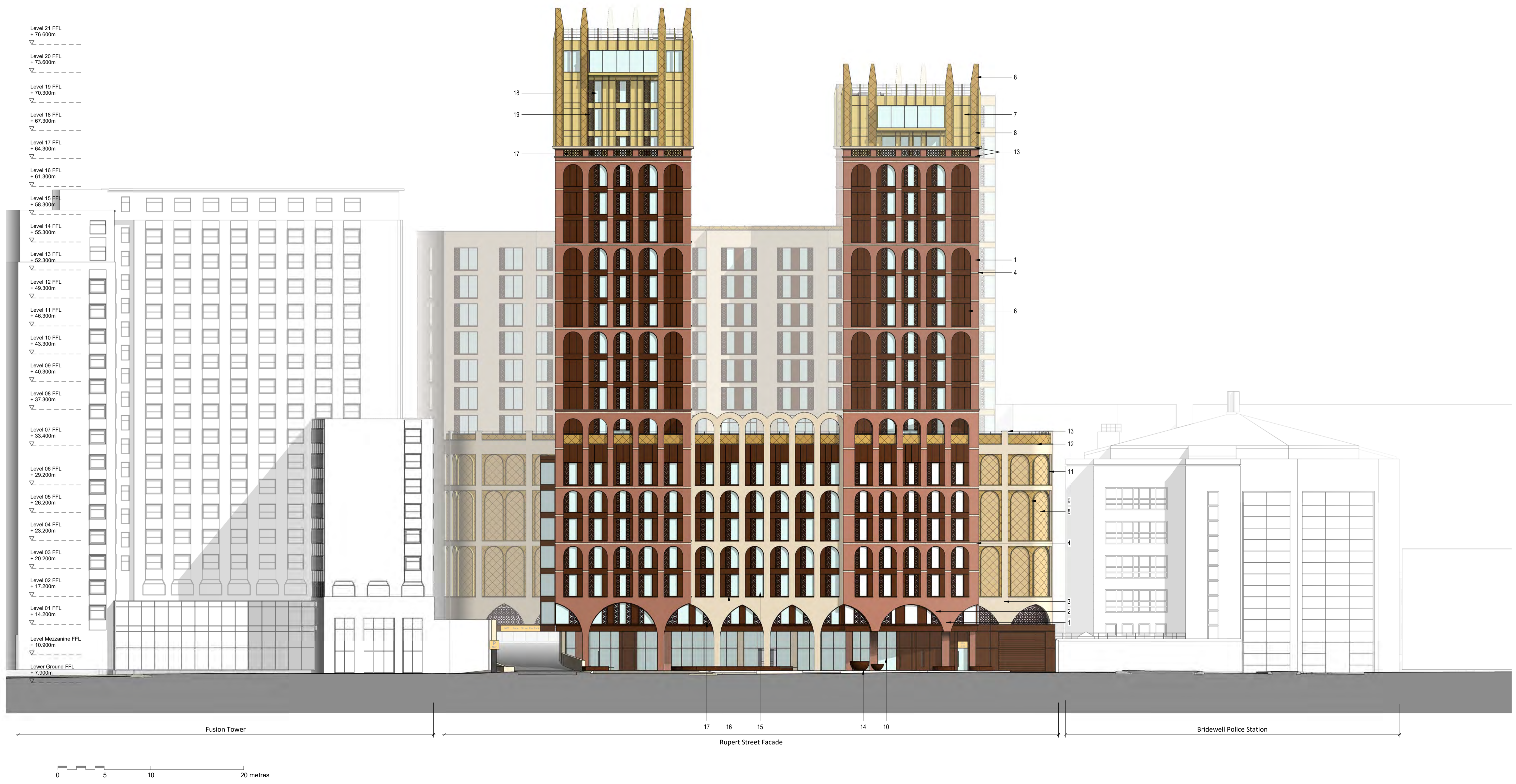
Status Codes
S0: WIP
S1: Coordination
S2: Information
S3: Int. Review
S4: Construction
D1: Costing
D2: Tender
D3: Contractor Design
D4: Procurement

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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
 Proposed Location Plan

Scale	Date	AFA Project No.	Drawn by	Checked by
As Indicated @A1	01/03/23	5149	RFG	MO
Drawn by	Rev.	Status	Drawn by	Status
RUPAFA - XX - XX - DR - A - 1101	D1	S2		

RIBA Stage 2



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**Materials Key**  
**External Materials:**  
 1. Facing Brick - Textured Dark Red - Running Course  
 2. Facing Brick - Textured Dark Red - Soldier Course / Voulsoir  
 3. Facing Brick - Textured Cream - Running Course  
 4. Facing Brick - Textured Cream - Soldier Course  
 5. Facing Brick - Textured Dark Brown - HG & Miss  
 6. PPC Aluminium Bronze Effect Cladding Panel  
 7. PPC Aluminium Bronze Effect Cladding Panel with Vertical Fins  
 8. Steel Mesh Brass Effect Cladding - 50% free area  
 9. Steel Mesh Brass Effect Cladding - 40% free area  
 10. Curtain Walling System with Bronze Effect Framing  
 11. PPC Aluminium Bronze Effect Arch Frames  
 12. Steel Mesh Brass Effect Balustrade with Glass Backing - Brass Effect PPC Aluminium Posts & Hand Rails  
 13. Cast Stone Coping and Lower Band  
 14. Cor Ten Planters / Plant Pots

**Doors, Windows & Grilles:**  
 15. PPC Aluminium Bronze Effect Window Frame with Inward Opening Window - Bronze Effect PPC Aluminium Sills  
 16. PPC Aluminium Bronze Effect Perforated Bespoke Screen with Mesh Backing  
 17. PPC Aluminium Bronze Effect Perforated Bespoke Screen without Mesh Backing  
 18. PPC Aluminium Bronze Effect Window Frame with Inward Opening Window - Brass Effect PPC Aluminium Sills  
 19. PPC Aluminium Bronze Effect Perforated Bespoke Screen with Mesh Backing

Rev	Description
D1	Final Planning Submission
D2	Revised Planning Submission
D3	Levels 17 to 21 cladding design updated

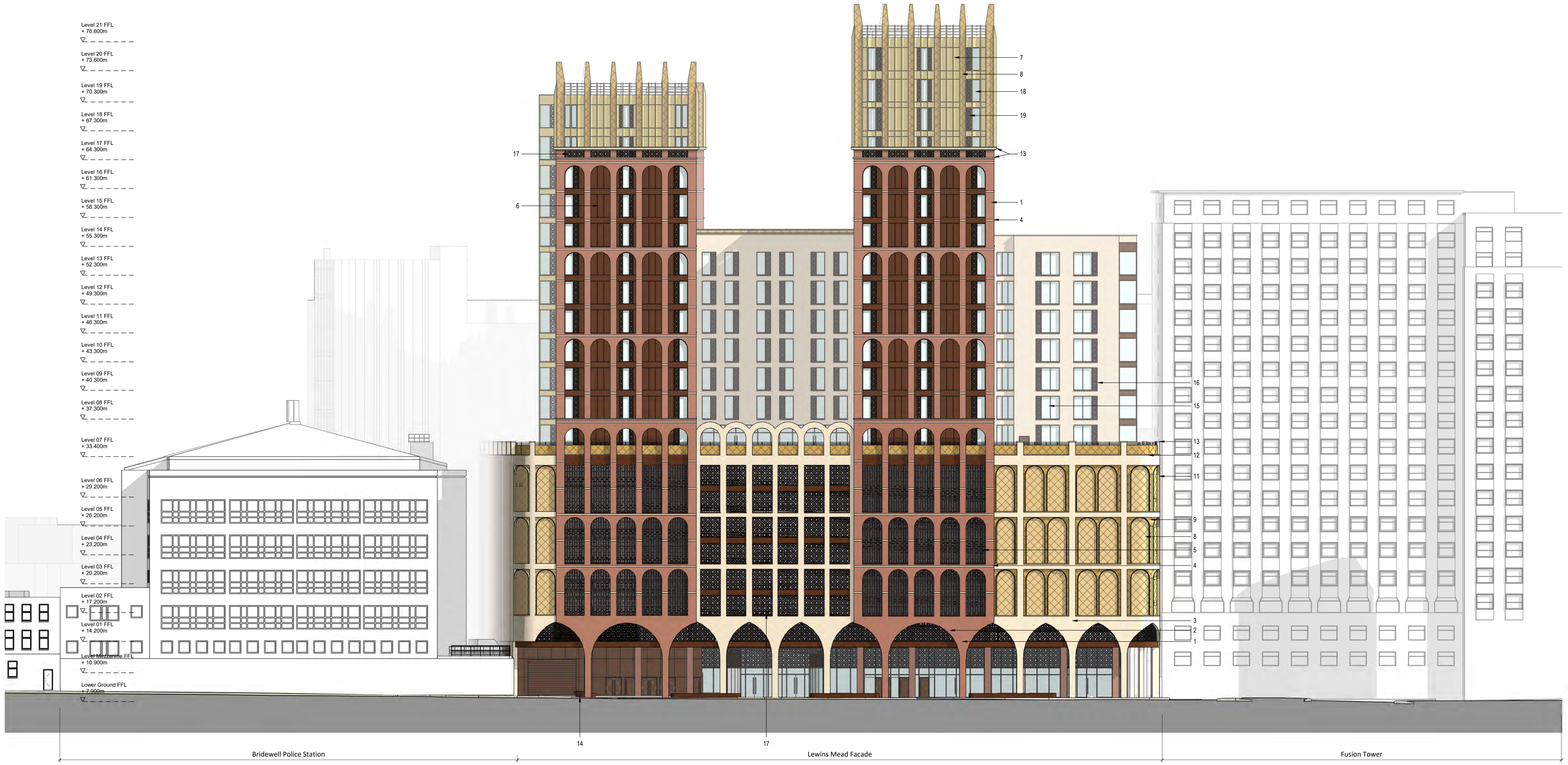
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03/11/23	SM	RFG	S1: Coordination
22/01/24	DM	MO	S2: Information
			S3: Int. Review
			S4: Construction
			D1: Cladding
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			D3: Contractor Design
			D4: Procurement

Scale	Date	AFA Project No.	Drawn by	Checked by
As Indicated	@A1 02/03/23	5149	SMC	ZN
Digital			Rev:	Status
			D3	S2

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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
 Proposed South Elevation

RIBA Stage 2

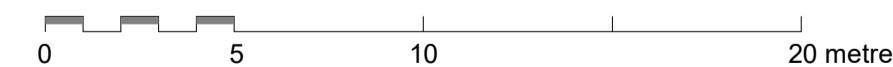


- Level 21 FFL + 76.600m
- Level 20 FFL + 73.600m
- Level 19 FFL + 70.300m
- Level 18 FFL + 67.300m
- Level 17 FFL + 64.300m
- Level 16 FFL + 61.300m
- Level 15 FFL + 58.300m
- Level 14 FFL + 55.300m
- Level 13 FFL + 52.300m
- Level 12 FFL + 49.300m
- Level 11 FFL + 46.300m
- Level 10 FFL + 43.300m
- Level 09 FFL + 40.300m
- Level 08 FFL + 37.300m
- Level 07 FFL + 33.400m
- Level 06 FFL + 29.200m
- Level 05 FFL + 26.200m
- Level 04 FFL + 23.200m
- Level 03 FFL + 20.200m
- Level 02 FFL + 17.200m
- Level 01 FFL + 14.200m
- Level Mezzanine FFL + 10.900m
- Lower Ground FFL + 7.900m

Bridewell Police Station

Lewins Mead Facade

Fusion Tower



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- Materials Key**
- External Materials:**
- 1 Facing Brick - Textured Dark Red - Running Course
  - 2 Facing Brick - Textured Dark Red - Soldier Course / Voulsoir
  - 3 Facing Brick - Textured Cream - Running Course
  - 4 Facing Brick - Textured Cream - Soldier Course
  - 5 Facing Brick - Textured Dark Brown - HG & Miss
  - 6 PPC Aluminium Bronze Effect Cladding Panel
  - 7 PPC Aluminium Bronze Effect Cladding Panel with Vertical Fins
  - 8 Steel Mesh Brass Effect Cladding - 50% free area
  - 9 Steel Mesh Brass Effect Cladding - 40% free area
  - 10 Curtain Walling System with Bronze Effect Framing
  - 11 PPC Aluminium Bronze Effect Arch Frames
  - 12 Steel Mesh Brass Effect Balustrade with Glass Backing - Brass Effect PPC Aluminium Posts & Hand Rails
  - 13 Cast Stone Coping and Lower Band
  - 14 Cor Ten Planters / Plant Pots

- Doors, Windows & Grilles:**
15. PPC Aluminium Bronze Effect Window Frame with Inward Opening Window - Bronze Effect PPC Aluminium Sills
  16. PPC Aluminium Bronze Effect Perforated Bespoke Screen with Mesh Backing
  17. PPC Aluminium Bronze Effect Perforated Bespoke Screen without Mesh Backing
  18. PPC Aluminium Bronze Effect Window Frame with Inward Opening Window - Brass Effect PPC Aluminium Sills
  19. PPC Aluminium Bronze Effect Perforated Bespoke Screen with Mesh Backing

Rev	Description
01	Final Planning Submission
02	Revised Planning Submission
03	Levels 17 to 21 cladding design updated

Date	Drawn	Checked
01/03/23	EM	RFG
03/11/23	SMG	RFG
22/01/24	DM	MO

Status Codes
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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
 Proposed North Elevation

Scale	Date	AFA Project No.	Drawn by	Checked by
As Indicated @A1	02/03/23	5149	SMC	ZN
Drawn by	Rev:	Status	Drawn by	Checked by
RUPAFA - XX - ZZ - DR - A - 1251	D3	S2	SMC	ZN

RIBA Stage 2



- Level 21 FFL + 76.600m
- Level 20 FFL + 73.600m
- Level 19 FFL + 70.300m
- Level 18 FFL + 67.300m
- Level 17 FFL + 64.300m
- Level 16 FFL + 61.300m
- Level 15 FFL + 58.300m
- Level 14 FFL + 55.300m
- Level 13 FFL + 52.300m
- Level 12 FFL + 49.300m
- Level 11 FFL + 46.300m
- Level 10 FFL + 43.300m
- Level 09 FFL + 40.300m
- Level 08 FFL + 37.300m
- Level 07 FFL + 33.400m
- Level 06 FFL + 29.200m
- Level 05 FFL + 26.200m
- Level 04 FFL + 23.200m
- Level 03 FFL + 20.200m
- Level 02 FFL + 17.200m
- Level 01 FFL + 14.200m
- Level Mezzanine FFL + 10.900m
- Lower Ground FFL + 7.900m

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 4. Facing Brick - Textured Cream - Soldier Course  
 5. Facing Brick - Textured Dark Brown - H&M  
 6. PPC Aluminium Bronze Effect Cladding Panel  
 7. PPC Aluminium Bronze Effect Cladding Panel with Vertical Fins  
 8. Steel Mesh Brass Effect Cladding - 50% free area  
 9. Steel Mesh Brass Effect Cladding - 40% free area  
 10. Curtain Walling System with Bronze Effect Framing  
 11. PPC Aluminium Bronze Effect Arch Frames  
 12. Steel Mesh Brass Effect Balustrade with Glass Backing - Brass Effect PPC Aluminium Posts & Hand Rails  
 13. Cast Stone Coping and Lower Band  
 14. Cor-Ten Planters / Plant Pots

**Doors, Windows & Grilles:**  
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Rev	Description
01	Final Planning Submission
02	Revised Planning Submission
03	Levels 17 to 21 cladding design updated

Date	Drawn	Checked	Status Codes
01/05/23	EM	RFG	S0: WIP
03/11/23	SMG	RFG	S1: Coordination
22/01/24	DM	MO	S2: Information
			S3: Int. Review
			S4: Construction
			D1: Costing
			D2: Tender
			D3: Contractor Design
			D4: Procurement

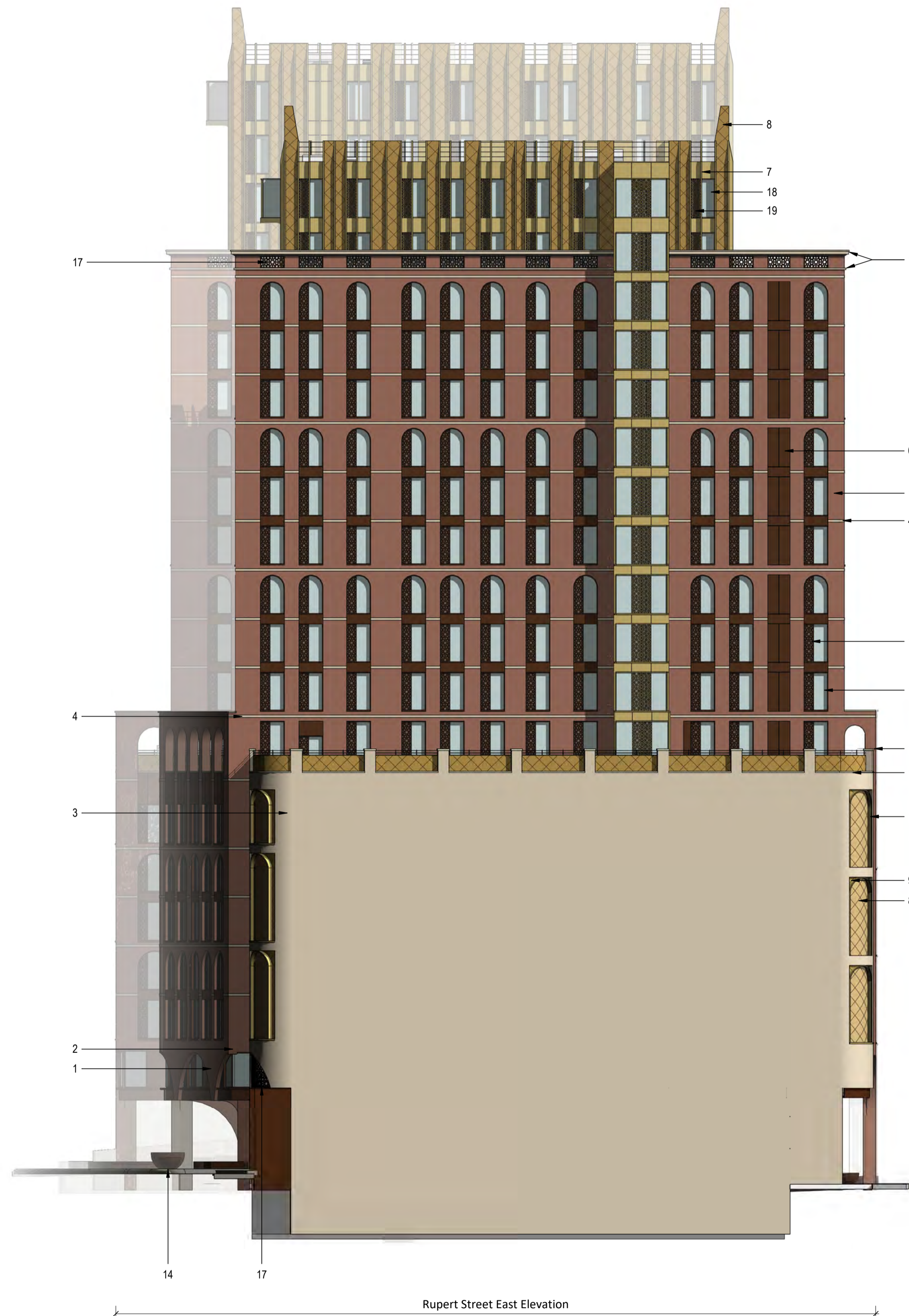
Scale	Date	AFA Project No.	Drawn by	Checked by
As Indicated @A1	02/03/23	5149	SMC	ZN
			Rev:	Status
			D3	S2

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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
 Proposed West Elevation

**RIBA Stage 2**





Level 21 FFL	+ 76.600m
Level 20 FFL	+ 73.600m
Level 19 FFL	+ 70.300m
Level 18 FFL	+ 67.300m
Level 17 FFL	+ 64.300m
Level 16 FFL	+ 61.300m
Level 15 FFL	+ 58.300m
Level 14 FFL	+ 55.300m
Level 13 FFL	+ 52.300m
Level 12 FFL	+ 49.300m
Level 11 FFL	+ 46.300m
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Level 05 FFL	+ 26.200m
Level 04 FFL	+ 23.200m
Level 03 FFL	+ 20.200m
Level 02 FFL	+ 17.200m
Level 01 FFL	+ 14.200m
Level Mezzanine FFL	+ 10.900m
Lower Ground FFL	+ 7.900m

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**Doors, Windows & Grilles:**

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01/03/23	EM	RFG
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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol  
 Proposed East Elevation

Scale	Date	AFA Project No.	Drawn by	Checked by
As Indicated @A1	02/03/23	5149	SMC	ZN
Dwg No.	Rev.	Status	Rev.	Status
RUPAFA - XX - ZZ - DR - A - 1253	D3	S2		

RIBA Stage 2

Extent of Site Ownership

Parking Schedule

Type

ACC

ACC: 24

Motorcycle

Motorcycle: 4

P&C

P&C: 12

Standard

Standard: 364

Total Cars: 4004

Accommodation

- Ancillary
- Plant
- Car Park
- Circulation
- Co-Living Amenity
- Co-Living Studio Room
- Student Studio Room
- Flexible Class E/F2(b)
- Ensuite Room (6ppl)
- Ensuite Room (7ppl)
- Ensuite Room (8ppl)
- Student Amenity
- Student Kitchen (6ppl)
- Student Kitchen (7ppl)
- Student Kitchen (8ppl)
- Shared Amenity

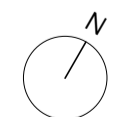
EV Charging Points

- Active - Single
- Active - Double
- Passive - Single
- Passive - Double

Active - 40 units

Passive - 160 units

Note: Locations are indicative options for charging



0 5 10 metres

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Rev	Description
D1	Final Planning Submission
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D3	Revised Planning Submission

Date	Drawn	Checked
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03/11/23	SMG	RFG
22/01/24	DM	MO

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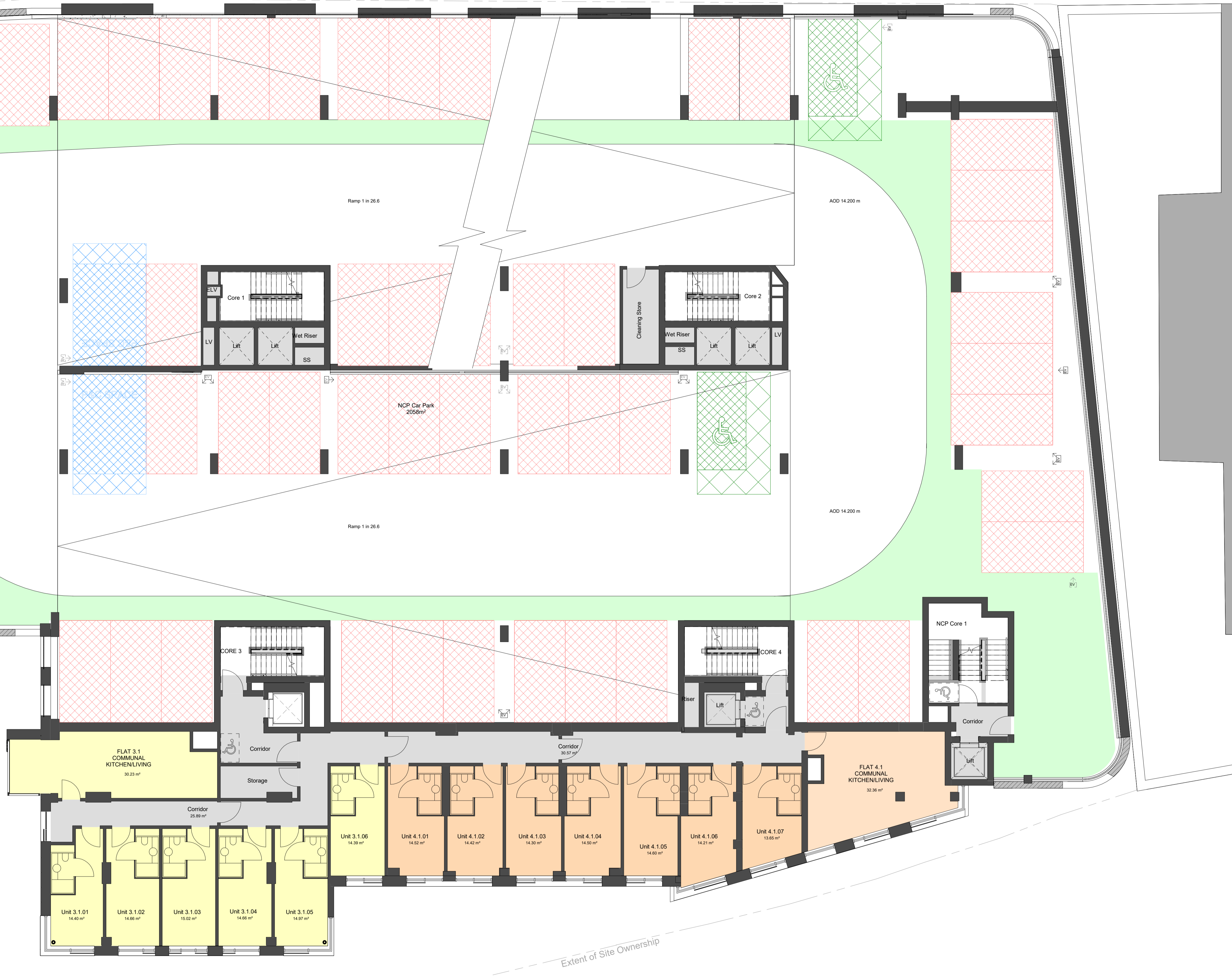
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**Rupert Street Co-living & Student**  
Rupert Street, Bristol

Proposed Level 01

Scale	Date	AFA Project No.	Drawn by	Checked by
1: 100 @A1	02/03/23	5149	SMc	ZN
Rev:	Status:	Rev:	Status:	
RUP-AFA-XX-01-DR-A-1202	D3	S2		

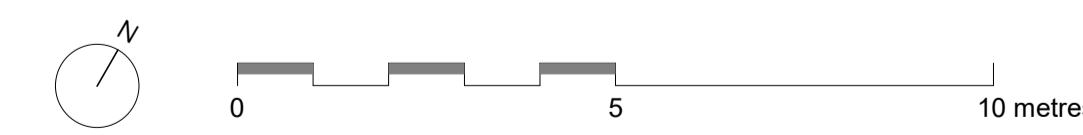
RIBA Stage 2





**Accommodation**

- Ancillary
- Plant
- Car Park
- Circulation
- Co-Living Amenity
- Co-Living Studio Room
- Student Studio Room
- Flexible Class E/F2(b)
- Ensuite Room (6ppl)
- Ensuite Room (7ppl)
- Ensuite Room (8ppl)
- Student Amenity
- Student Kitchen (6ppl)
- Student Kitchen (7ppl)
- Student Kitchen (8ppl)
- Shared Amenity



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Rev	Description
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Date	Drawn	Checked
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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol

**Proposed Level 07**

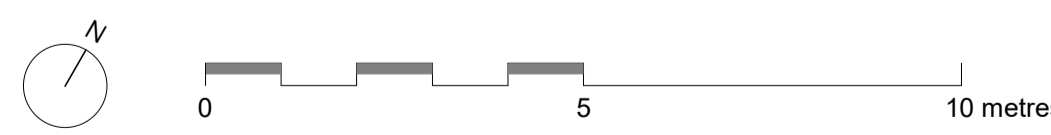
Scale	Date	AFA Project No.	Drawn by	Checked by
1: 100 @A1	02/03/23	5149	SMC	ZN
Rev:	Status:	Rev:	Status:	
RUP-AFA-XX-07-DR-A-1204	D3	S2		

RIBA Stage 2



**Accommodation**

- Ancillary
- Plant
- Car Park
- Circulation
- Co-Living Amenity
- Co-Living Studio Room
- Student Studio Room
- Flexible Class E/F2(b)
- Ensuite Room (6ppl)
- Ensuite Room (7ppl)
- Ensuite Room (8ppl)
- Student Amenity
- Student Kitchen (6ppl)
- Student Kitchen (7ppl)
- Student Kitchen (8ppl)
- Shared Amenity



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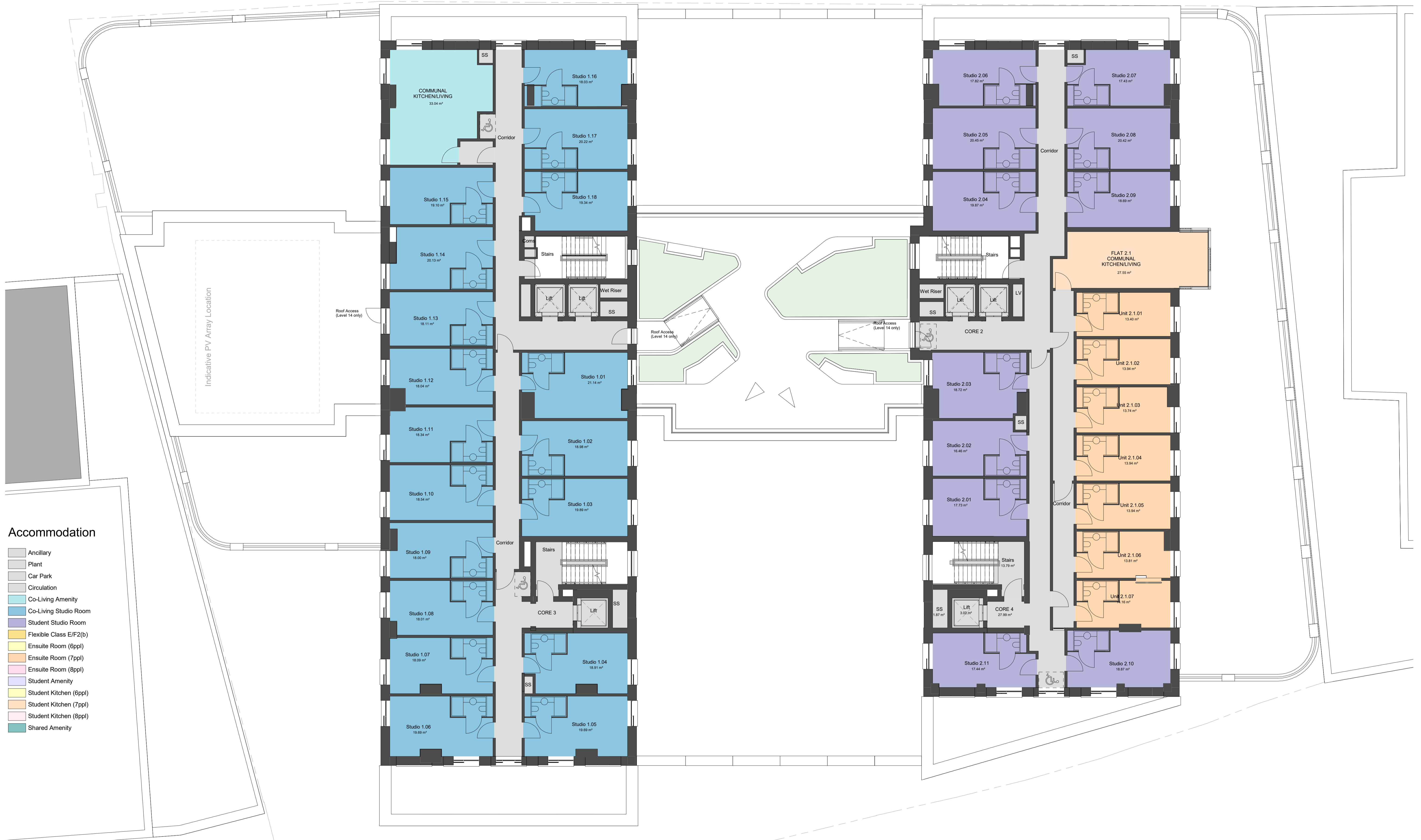
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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol

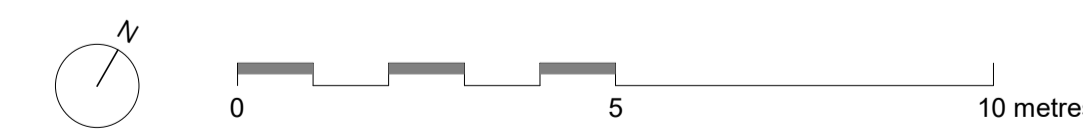
Proposed Level 08-13

Scale	Date	AFA Project No.	Drawn by	Checked by
1: 100 @A1	02/03/23	5149	SMC	ZN
Rev.	Status	Rev.	Status	
RUP-AFA-XX-ZZ-DR-A-1205	D3		S2	

RIBA Stage 2



- Accommodation**
- Ancillary
  - Plant
  - Car Park
  - Circulation
  - Co-Living Amenity
  - Co-Living Studio Room
  - Student Studio Room
  - Flexible Class E/F2(b)
  - Ensuite Room (6ppl)
  - Ensuite Room (7ppl)
  - Ensuite Room (8ppl)
  - Student Amenity
  - Student Kitchen (6ppl)
  - Student Kitchen (7ppl)
  - Student Kitchen (8ppl)
  - Shared Amenity



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22/01/24	DM	MO

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**Rupert Street Co-living & Student**  
 Rupert Street, Bristol

**Proposed Level 14-16**

Scale	Date	AFA Project No.	Drawn by	Checked by
1: 100 @A1	02/03/23	5149	SMC	ZN
Rev:	Status:	Rev:	Status:	
RUP-AFA-XX-ZZ-DR-A-1206	D3		S2	

RIBA Stage 2