

WARD: Hotwells & Harbourside

SITE ADDRESS: Caravan Club Cumberland Road Bristol BS1 6XG

APPLICATION NO: 21/01331/F Full Planning

DETERMINATION DEADLINE: 25 April 2024

**Erection of residential dwellings (166), commercial floorspace, integrated car and bicycle parking, refuse storage, landscaping and associated infrastructure and services.**

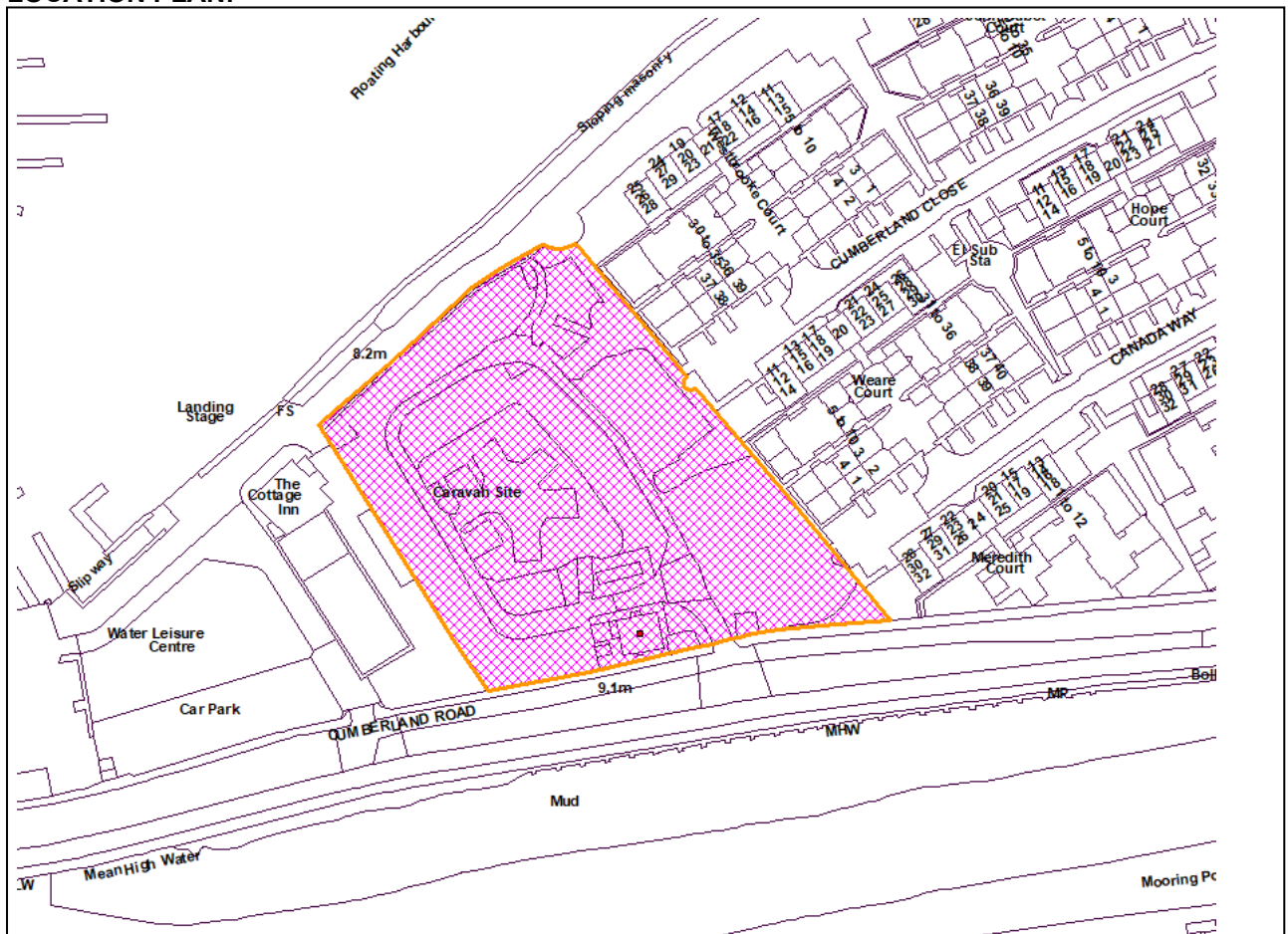
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: Barton Willmore  
101 Victoria Street  
Bristol  
BS1 6BU

APPLICANT: Goram Homes And Hill

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

LOCATION PLAN:



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## SUMMARY

The proposals concern the site of Baltic Wharf Caravan site, currently a brownfield site, adjacent to the floating harbour to the north and Cumberland Road to the south. The site is a 0.8 hectare piece of land that is currently occupied by a caravan park which consists mainly of hardstanding, with some grass areas, and with toilet block, Wardens accommodation and parking.

The application is proposing the erection of 166 residential dwellings set across 6 blocks on the site and approx. 555sq m of commercial floorspace over three units on the ground floor and lower ground floor of the two northern block facing towards the floating harbour and the quayside path. 40% of the residential units are to be affordable, with a mixture of social rented and part ownership. There will be a mix of 70 x one bedroom, 82 x two bedroom and 14 three bedroom properties.

The application site does not have a site specific allocation within the Bristol Local Plan but does sit in the Harbourside neighbourhood of the Bristol Central Area Plan 2015. The land is located with the area defined as Western Harbour which is proposed to be covered by Draft Policy DS4 of the Local Plan Review.

The site is previously developed land and is not subject to any national designations. The redevelopment of the site to much needed housing and affordable housing on a brownfield site in a central location is in line with principles of the NPPF and local planning policy. The proposals provide a key opportunity to provide much needed quality housing on a brownfield site in a sustainable location in Bristol, in line with the principles of the Local Plan. In addition will provide public open space and a pathway from Cumberland Road through the site to the Floating Harbour and the quayside path, and commercial uses on the ground floor providing active frontage, and is therefore supported by Officers.

However, this proposal generates concerns given its location which will need to be balanced against the wider benefits that the proposal will bring. This includes the scale and appearance of some elements of the scheme, and the degree of harm this may have to the heritage value on the designated City Docks Conservation Area.

The risk of flooding is another key consideration, the majority of site lies within Flood zones 3 with small areas in flood zone 2. A flood risk assessment has been submitted with the application alongside a number of updates and technical notes. The development is demonstrated to be considered safe until 2070, and there is increasing confidence for the completion of BAFS, which is a material consideration, to be completed by this time. There are no objections raised from the latest comments from the Environment Agency and LLFA.

In addition, a number of trees will be lost from the site, whilst some replacement trees will be provided on site, the tree replacement policy will ensure provision of 162 trees offsite. There will also be further ecological enhancement gains provided on site.

Members will need to balance the benefits of the development against the degree of harm that would result from the proposal, and in particular with regards to the ecological impact and loss of a number of trees from the existing site. There have been a significant number of objections to the proposals over the application period since its submission in 2021. It is for these reasons why the application is being reported to committee.

**Development Control Committee A – 24 April 2024****Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG****SITE DESCRIPTION**

The site is located to the north of Cumberland Road, on the Harbourside, approximately 1.7km to the south west of Bristol City Centre. The site is located on Spike Island, which is situated between the River Avon to the south and Bristol's Floating Harbour to the north.

The site is a 0.8 hectare piece of land that is currently occupied by a caravan park which consists mainly of hardstanding, with some grass areas, and with toilet block, Wardens accommodation and parking.

A residential development including Weare Court and Westbrooke Court, built in the late 1980s, bounds the site to the east. Whilst the Baltic Wharf Sailing Club is located immediately to the West. To the north of the site is the quayside and Cumberland Road sits to the south.

The site is located within the City Docks Conservation Area and is also located in flood zone 2 and 3.

The Cottage public house, adjacent to the site to the north west, is identified as an unlisted building of merit. Underfall Yard, grade II\* and grade II buildings is located further to the west of the site. The Vauxhall Bridge is grade II listed and is located to the south east of the site.

**RELEVANT HISTORY**

04/03892/F – Provision of new wardens accommodation and 2 x new hard standing pitches.

REFUSED

06/00184/F - Replacement of grass pitching area with 6 no. all weather caravan pitches. GRANTED

07/03034/F - Relocation of warden's accommodation and installation of 2 no. new all weather caravan pitches. GRANTED

09/04375/F - Construction of extension to existing reception building/toilet block to provide new baby and toddler room. GRANTED

10/01371/R - Renewal of planning approval ref. 07/03034/F - Relocation of warden's accommodation and installation of 2 no. new, all weather caravan pitches. GRANTED

**APPLICATION**

Planning permission is sought for the erection of 166 residential dwellings and approx. 555sq m of commercial floorspace over three units. 40% of the units are to be affordable, with a mixture of social rented and part ownership. There will be a mix of 70 x one bedroom, 82 x two bedroom and 14 three bedroom properties.

On the northern side of the site adjacent to the floating harbour, the residential units will be located on the upper floors with the commercial uses on the lower ground floor and the ground floor. The residential units will be in six blocks, with a mixture of public and private amenity space provided across the site.

The updated design will provide 199sqm of commercial space in Building A and in Building B 178.2sqm of expedition space on the Upper Ground Floor, and a further 177.8sqm 'Art and Culture' facility within on the lower ground floor facing towards the harbour.

Car parking and cycle parking will be provided via ramp access, to lower ground floor level, from the southern side of the site with the vehicle access from Cumberland road. The remaining site will be vehicle free. 74 car parking spaces, which will include 6 fully accessible spaces, will be provided on the lower ground floor, with 20% of these with active car charging points. A car club space will be provided within the vicinity of the site with membership provided to all residents of the site.

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The materials proposed are a mixture of red brick, red/brown brick and buff brick with the sedum roof on the flat roofs and beige, bronze standing seam roof cladding on the pitched roofs.

The historic stone wall on the southern edge will be maintained, however the existing entrance will be widened to provide suitable access, there will be the removal of the existing brick infill within the wall to provide additional pedestrian access route to the site.

Each residential block will have its own refuse area, with a central collection point adjacent to the access at Cumberland Road. A site management company would be responsible for the transfer of the bins to the collection point and returning to each block once emptied. This will be the same arrangement for the commercial waste collection.

In support of the application submission the following documents have been submitted:

- Design and Access statement
- Planning Statement
- Flood risk assessment and further updates
- Flood evacuation plan
- Technical design note
- Sequential test and further updates<sup>20</sup>
- Heritage assessment
- Townscape and visual assessment
- Air quality assessment
- Noise assessment
- Sunlight and daylight analysis report
- Wind report
- Wind microclimate report
- Energy and sustainability report
- Arboricultural method statement and further updates
- Biodiversity enhancement and mitigation scheme
- Biodiversity net gain assessment
- Biodiversity metric
- Drainage strategy
- Geo-environmental assessment
- Statement of Community Involvement
- BREEAM pre-assessment
- Health impact assessment
- Financial viability assessment

**PRE APPLICATION**

20/01610/PREAPP – circa 165 homes – generally supported but further amendments and details would be required prior to full planning

**COMMUNITY INVOLVEMENT**

- i) Process - which would be NPN's CI summary

The application was accompanied by a Statement of Community Involvement, which outlines the measures taken to engage with local communities prior to the submission of the application.

The following measures were identified:

- The developers undertook consultation with Bristol City Council, the Ward Councillors, Bristol Urban Design Forum and local residents, Stakeholder groups and community groups. Consultation was also undertaken with Environment Agency.

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- Pre-application was undertaken with Bristol City Council September 2020, with a meeting with the Ward Cllr at the time and with the Bristol Urban Design Forum (BUDF) (now Design West)

- Two rounds of consultation was undertaken with the community. Within the first round 3,000 newsletters were sent out to local people in the area signposting people to the project website. Due to the constraints of covid at the time, online presentations were given to stakeholders, neighbours and the wider community.

- The key areas of feedback, included the design, height, and more detail on neighbours' concerns such as light and overlooking.

- A second round of consultation was undertaken, which also included a presentation to the direct neighbours.

ii) Fundamental Outcomes - CIS

The key changes through the process have included:

- Reducing the height from seven to six storeys
- Additional screening and tree planting along the eastern boundary
- Removing the gable roof from the eastern blocks to increase light to neighbouring properties
- Reorientation of living accommodation along eastern boundary
- Removal of balconies on certain units on the eastern side of block D
- Lowering of parapet levels on blocks C and D.

## RESPONSE TO PUBLICITY AND CONSULTATION

Neighbouring properties consulted, site notice and press advert also issued. Neighbours have been consulted on 4 separate occasions following the submission of revised plans and further information to support the application.

A total of 419 comments have been submitted. 410 of which have objected to the scheme over the entire process.

The following is a summary of the points raised:

April 2021 - August 2021 – 255 comments received

- Inappropriate scale
- Concerns over height
- Loss of privacy
- Overdevelopment of the site
- More family homes needed, not flats
- Sequential test is not passed
- Flood Risk issues
- Not enough parking proposed
- Is there a need for a commercial
- Additional pollution and waste in the area
- Impact upon character of the area
- Impact winds for sailing club
- Remove valuable green corridor
- Loss of natural light / overshadowing
- Increase in traffic along Cumberland road
- Loss of mature trees
- Increase in poor air quality

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- Loss of green space
- Increase in traffic
- Loss of caravan park

Further comments received September 2021 – January 2022

- Need to retain existing open space
- Next to heritage site
- Still too high
- Daylight loss/ overshadowing of neighbours
- What community facilities will there be
- Risk of flooding
- Density too high
- Not enough parking
- Damage character of the area
- No significant change to the original plans
- Loss of trees
- Out of keeping with the area
- Loss of caravan park
- Sequential test is misleading and incorrect

Comments received between August 2022 and February 2024

- Only green space on the harbour
- Loss of civic amenities
- Proposal will have an impact on watersports in the harbour
- Overshadowing of neighbouring gardens and houses
- Loss of privacy
- Loss of trees
- Loss of wildlife
- Density out of character with the area
- Inadequate parking
- Negative impact on surrounding heritage assets and Conservation Area.
- Updated flood risk assessment fails to demonstrate that the development is "safe" for its lifetime
- Loss of customers to neighbouring pub from caravan park
- Insufficient facilities
- Site ideal for housing but not to lose local environment
- Housing should be low scale
- Impact on traffic and parking
- Site liable to flooding
- Caravan site is successful and benefit to local economy
- No provision of SEN in the development
- Current site is not vacant nor derelict
- The sequential test is failed as the applicant has 3 other sites which are sequentially preferable.

Further 15 objections received March 2024 – April 2024, raising the following comments:

- Habitat Net gain needs to be recalculated
- No justification for loss of hedgerow has been received
- Setting a dangerous precedent for development in Flood zone 3
- Unlikely properties will be able to get home insurance
- Caravan park is a unique feature in the area
- Not a brownfield site as no permanent structure onsite
- No children's play areas within the required distances of the urban living SPD

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There have been 6 letters in support of the application, raising the following comments:

- Increase density
- The existing site makes limited contribution to the character of the area and its industrial heritage
- Public square must be retained as open to public
- Increase biodiversity in the area
- Improve the overall safety of the area
- New homes are required
- Great area to build homes
- Much needed affordable homes
- Will provide attractive frontage through the day and night
- Provide high quality open space

A further letter of support was received April 2024, raising the following points:

- Good design
- Welcome affordable housing

**BS3 planning group (residents group) – received May 2021**

Consider that there hasn't been any consultation with local residents. Views from the south side of the river have not been provided as the development is likely to obscure these views. The overall visual impact of the planned housing does not seem to complement or add to the current buildings in an around the location.

The raising of the site to avoid flooding is also of concern, and what impact will the number of houses have on parks, schools, GP surgeries.

Overall we do agree that this is a very desirable site for a development but this is not the one it deserves.

**Clifton Hotwells Improvement Society (residents group) – received May 2021**

- Consider that the proposed plans represent an overdevelopment of the site.
- The design is acceptable, but the scale and massing are unacceptable.
- Important views will be lost, including those of the cathedral, the SS Great Britain and Clifton.
- The conservation area will not be enhanced

**WARD MEMBERS COMMENTS**

**Cllr Alex Hartley – received May 2021**

After liaising with the previous local councillor, Mark Wright, and other members of the local community, I must put in an objection to the plans as they currently stand.

While I support some level of housing on this site, there are a number of issues that must be addressed.

1) Building Height - While I acknowledge that the height dropped from the initial 7 stories down to 6 following the initial consultation, I believe that 6 stories is still too high. It will tower over neighbouring properties, and is not in keeping with other developments in the area. I believe these plans directly violate Policy BCAP41: The Approach to Harbourside 9.7.5, which states that barring the redevelopment of Wapping Wharf & the Western Harbour development, any development should enhance the area around the Harbourside, and any development adjacent to the Floating Harbour will be expected to be of a scale and design appropriate to its setting. This development fails with regard to its scale, and will loom over existing properties around the Harbourside.

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2) Loss of trees & hedgerow - The former Cllr for the area, Mark Wright, tried to work with Goram Homes, alongside the Bristol Tree Forum to save the 74 mature trees on the site, but to no avail. Some of the larger trees could have been incorporated into the design, and some of the mature trees could have been moved within the site. Unfortunately this is not being considered, and is likely to cause significant issues for this development as it progresses. Given the climate emergency we are in, and the Council's own 2030 carbon-neutral ambition, I am disappointed that Goram Homes seem unable to protect, or partially protect one of the largest areas of nature within the local area. It was also highlighted within the planning documents that efforts should be made to save the highly biodiverse hedgerow around the site, and this has also unfortunately not been incorporated into the plans

3) Affect on local residents - Aside from the height which will have a significant effect on local residents in terms of loss of light, the creation of localized wind tunnels and a loss of privacy, there are other effects. A lack of parking in the development will likely result in residents using what little on-street parking is available in the local area (parking is already an issue on Spike Island), creating further issues for local residents. The height of the buildings (which will affect wind patterns) will significantly affect the neighbouring water sports facility, which is one of the only sites in Bristol that can do this.

4) Affordability - While I am pleased that 40% of the units are affordable, the fact that 24% of those are 'shared ownership' means they are not truly affordable, as people are only buying 10-25% and have to pay rent on the rest. Given this development is being run by the council owned development company, on council owned land, I would have hoped for more ambition in attempting to reduce the 13,000 strong waiting list for social housing. I am also concerned that the social housing element is being tucked away in it's own blocks, increasing inequality between the social housing tenants and the residents of the private sale blocks.

Overall, I do support development on the site, but cannot support this development as it stands.

**OTHER COMMENTS****STRATEGIC HOUSING**

**This response is an update to Strategy & Enabling's May 2021 comments.**

*Affordable Housing Requirement*

The Council's planning policies for affordable housing in Bristol are set out in Policy BCS17: Affordable Housing Provision in the Core Strategy Local Plan (Adopted June 2011), and Policy DM3: Affordable Housing Provision: Smaller Sites in the Site Allocations and Development Management Policies Local Plan (Adopted July 2014). Further guidance on the Council's affordable housing policies is set out in the Affordable Housing Practice Note 2022 (AHPN).

The site falls within Hotwells & Harbourside ward, which is in Inner West Bristol. In accordance with policy BCS17 the site is required to deliver 40% affordable housing, which is 66 units out of the 166 homes being delivered.

As noted in the AHPN the 'Threshold' approach does not apply to the development of Bristol City Council owned land.

*Tenure*

The following tenure proportions will be sought on the affordable housing contribution:

- 75% Social Rent; (50 units)
- 25% Affordable Home Ownership (16 units)

Within the 25% Affordable Home Ownership, the Council will accept applications bringing forward Shared Ownership or First Homes and it will be for applicants to identify which product they wish to develop. Based on current evidence the Council's preferred route to Affordable Home Ownership is Shared Ownership. Further information is the AHPN.



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Positively the applicant is proposing 50 units for Social Rent and 16 units for Shared Ownership which Enabling support.

Affordable housing should address identified housing needs and be proportionate to the size and types in the overall scheme, leading to balanced and sustainable communities. Homes must be designed to be tenure blind.

Housing schemes should be integrated. The Council may support a reasonable level of clustering, particularly for any proposed flatted development; to be agreed with the Strategy and Enabling Team. The baseline proportional Affordable Housing Mixes for the City Centre zone (made up of Central and Hotwells & Harbourside ward) shows there is a need for a mix of 1, 2 and 3 beds when delivering apartments in this area.

The Local Plan Policy BCS18 expects residential developments to provide sufficient space and enable flexibility and adaptability by meeting appropriate space standards. In accordance with policy the Council requires homes to meet Nationally Described Space Standard (NDSS). The Space Standards Practice Note provides further information. Positively the applicant has noted all apartments meet or exceed this.

*Affordable housing proposal*

The applicant is proposing to deliver 50 Social Rent and 16 Shared Ownership units.

It is positive to see a mix of 1,2 and 3 bed affordable housing unit. However, we recognise that there is a high proportion of 1 beds proposed for Social Rent which could raise concerns for Affordable Housing providers in terms of creating a sustainable community on the site. To mitigate any potential issues, it is important to have a local lettings plan to support sensitive lettings and to deliver a sustainable scheme.

We appreciate that the 3 bed Social Rent flats are being delivered as part of the scheme and welcome that they all have private amenity space but Enabling would have preferred these flats to be on the ground floor as that would be better suited for families. However, it is positive that the properties are located near the podium level gardens.

The Strategy & Enabling team acknowledge that the site may come forward as a 100% affordable housing scheme. The team will work with the applicant to support this through the relevant Section 106 template for this delivery.

*Accessibility*

There is a high demand in the city for affordable housing for people with disabilities. The Urban Living SPD 2018 (UL SPD) recommends that 90 per cent of new build housing meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' with the remaining 10 per cent meeting Building Regulation M4(3) 'wheelchair user dwellings'.

Furthermore, Policy DM4: Wheelchair Accessible Housing set out in the Site Allocations and Development Management Policies Local Plan, requires 2% of new housing within residential developments of 50 dwellings or more to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users has been interpreted by reference to Building Regulations Approved Document M: Access to and use of buildings - Volume 1: Dwellings - Optional requirement M4(3): Category 3 - Wheelchair user dwellings.

Enabling would also like to see a greater amount of M4(3) affordable units where possible. It would be useful to discuss with the applicant about whether the current M4(3) units are fully accessible, which Enabling would require.

*Outdoor amenity space*

Good quality outdoor amenity space is linked to better health and is an important part of any housing development. The UL SPD recommends 'providing a minimum of 5sqm of private space for 1-2 person dwellings and an extra 1sqm should be provided for each individual occupant'. Positively the

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applicant has said all apartments have private amenity space, either as ground floor defensible gardens, terraces or balconies.

It is noted that the applicant is proposing 78 car parking spaces for residential use. Car parking should be proportionate to the private renters and close enough to M4(3) units.

*Approved Housing Provider*

The developer is expected to provide affordable homes on site without any public subsidy. The affordable units should be transferred to a Registered Provider who is a member of the HomesWest partnership.

*Rents & Service Charges*

Rents for Social Rented units should be set according to the relevant government formula.

The Council does not expect the rent charged on the unsold equity to exceed 1.5% for Shared Ownership homes.

Total service charge costs should not exceed the service charge cap of £650 for an affordable unit (index linked to 2018). The total costs of rent + service charges for all affordable units must not exceed the current Local Housing Allowance rates at the letting of the first and each subsequent letting.

Early consultation is recommended with the Strategy and Enabling team to minimise high service charge costs. The approach to service charges is set out in the Council's Affordable Housing Practice Note (AHPN).

*Enabling Fee*

An Enabling Fee of £570 per affordable home will be payable when each affordable home is substantially completed.

**ARBORICULTURAL OFFICER – received Feb 2024**

The proposal is for a substantial residential development on a plot used as a caravan site. The proposal involves the removal of the majority of trees onsite, some of which are sizeable and of good form, in order to make way for the development.

The landscape plan has offered some new planting, though many of the tree species offered are smaller than those being removed, and in order to meet tree replacement policy requirements they will also have to plant a substantial number of trees offsite.

Previous arboricultural officer comments have objected to this loss of tree cover on the site, but the applicants have argued in their 'Analysis of tree retention' document that it is not viable for them to leave any more trees on site, or that doing so would unduly compromise the residential or amenity space.

They have also not offered further large trees on site, presumably because they feel it would compromise space or views. It seems to me there is already sufficient information provided to weigh up the costs and benefits of the proposals, but if they are to go ahead I will comment that, given the significant loss of trees here, and the potential difficulty in finding enough open ground planting sites for the 162 offsite trees that are proposed in the surrounding, it may be necessary to charge the applicants for the higher rate of offsite tree replacement in hard standing (£3,318.88 index-linked).

They may be able to pay for some of the trees at the lower rate (£765.21 index-linked) if they can come to an agreement with BCC on local planting sites (See Parks Development Manager comments below)

The tree protection plan and arboricultural method statements provided are sufficient to protect the trees to be retained onsite. If the proposal is granted, I would like the following conditions to be placed

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on it:

**Protection of Retained Trees during the Construction Period**

No work of any kind shall take place on the site until the protective fences and ground protection have been installed around the retained trees in the position and to the specification shown on the Tree Protection Plan D8074.02.103. Once installed photos should be electronically sent to the Local Authority Case Officer, shall be submitted to and approved in writing by the LPA in order that the council may verify that the approved tree protection measures are in place when the work may commence.

The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes.

If any retained tree is removed, uprooted or destroyed or dies, replacement planting will be sought in line with the Bristol Tree Replacement Scheme (Policy DM17) Under no circumstances should the tree protection be moved during the period of the development and until all works are completed and all materials and machinery are removed. Landscaping works within protected areas is to be agreed with the Local Planning Authority and carried out when all other construction and landscaping works are complete.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area in line with Policy DM17.

**Arboricultural method statement and cellular confinement systems During construction**

The applicant/developer shall ensure that all works within the root protection area of retained trees, including the specified root pruning and the installation of the cellular confinement system must follow the detailed methodology with the TEP arboricultural method statement. In the instance that major roots are found then further consultation with an arboriculturist will be required, any changes to the specified methodology must be agreed in writing by the local planning authority.

Reason: To protect the retained tree from damage during construction and in recognition of the contribution which the retained tree gives and will continue to give to the amenity of the area. Tree planting plan

**Landscape condition Landscaping (Tree Planting) works**

The Planting proposals hereby approved (D8074.200 and D8074.201) shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a program, details of which shall be submitted to and agreed in writing by the local planning authority. All planted materials shall be maintained for 5 years and any trees removed, dying, being severely damaged or become seriously diseased within 5 years of planting shall be replaced with others of a similar size and species to those originally required to be planted.

Reason: To ensure that the appearance of the development is satisfactory and in line with Bristol City Council Policy DM17

**Parks Development**

It is anticipated that 40 or so locations in green space (ie at the lower £ rate within a mile of the development). Otherwise, we would expect the balance ie 112 to be in hard standing at the higher rate. Of the 10 trees that are additionally required - we saw a proposal that showed 6 by the docks

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fronting the development site and 4 on Cumberland Road. However, further checks will be required to identify underground services in these areas.

**Ecology - received 21 Feb 2024**

The site is located in an urbanised/rural area and is 12m away from the Floating Harbour Wildlife Corridor to the north, and 25m away from the River Avon Site of Nature Conservation Interest (SNCI) to the south. The site is within the West of England Nature Partnership (WENP) Nature Recovery Network, within the watercourse network. This site is unlikely to impact the watercourse network or the aquatic/riparian habitats nearby as long as appropriate pollution prevention measures are in place during construction.

The updated ecological walkover note (The Environment Partnership, March 2023), recommended that an aerial inspection of tree T2 if it will be unavoidably impacted by development proposals. According to the most recent site plans, tree T2 is proposed for removal to facilitate this proposed development so further bat survey work is required on this tree. Further nocturnal roost surveys or a precautionary method of felling under the supervision of a licenced bat ecologist will be required if the tree has bat roost potential. The updated ecology note also recommended that a single nocturnal roost survey will be required on buildings B1 and B2 which were classified as having low bat roost suitability. It was agreed in a meeting with the applicant's ecologist (The Environment Partnership) on 20<sup>th</sup> February that, if this application is granted prior to the bat survey season commencing (May) further survey work and application for the relevant license (if required) will be carried out and that this can be conditioned (requiring the applicant to produce a Favourable Conservation Method Statement (FCMS). This is pending the applicant's approval that this may cause delays to this proposal (as bat surveys cannot commence until May). If however this application is not granted prior to the bat survey season commencing, the additional surveys required for bats on this site must be completed is the applicant wishes to pursue developing the site.

The Biodiversity Net Gain (BNG) Assessment (The Environment Partnership, April 2023) calculates a 38.31% net gain in area habitat units and 65.22% net loss in hedgerow habitats. The area habitat net gain needs to be reassessed by the applicant with regards to tree coverage and delay to habitat creation, and the net loss in hedgerow habitats needs to be remedied. Appropriate justification for the net loss of hedgerow habitat has not been provided. Without a net gain in both area and hedgerow habitats, an overall net gain in biodiversity is not being achieved on this site and this is not supported.

The tree area for the site hasn't been calculated correctly. The applicant has stated that the tree area has been calculated using the "*exact canopy coverage as measured for the Arboricultural survey undertaken by TEP*". The BNG 4.0 guidance states that, when generating the 'area equivalent' for individual trees, "*This value is a representation of canopy biomass, and is based on the root protection area formula, derived from BS 5837:2012*". Canopy biomass is measured using diameter at breast height (DBH), so the individual tree area for the site needs to be recalculated using the DBHs of the trees, provided in the arb report. When the correct individual tree area is calculated, the replacement habitat provision on site can be better assessed. At present, the tree loss on this site is significant and detrimental to the area.

The 'delay in starting habitat creation (years)' column needs to be completed for all proposed habitats on site, as this will impact the overall BNG calculation.

The tree loss on northern boundary abutting harbourside walkway is not supported. This is a valuable ecological corridor and "stepping stone" for wildlife traversing the site from the floating harbourside or River Avon. The applicant has not provided enough justification for its loss considering its ecological function.

The proposed onsite ecological enhancement provision (bird and bat boxes) is not sufficient for a site this size, between a wildlife corridor and an SNCI. More enhancement would be required, this can be conditioned.

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*Further Ecology comments are expected following updated BNG and landscaping proposals submitted by the applicant, these will be provided in an addendum.*

**LLFA**

**Further comments– received March 2023**

In May 2021, I objected to this application on behalf of the Lead Local Flood Authority on the grounds that the proposals in my view failed to address National Planning Policy Framework (NPPF) paragraph 163 [at the time] which states that Development should only be allowed in areas at risk of flooding where it can be demonstrated that e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

Following various iterations to the flood risk assessment and ongoing dialogue with the applicant, in November 2022 I expressed my view to you that the proposals remained inadequate. This was on the basis that the proposals remained to rely on evacuation before the flood event and / or safe refuge during an event as opposed to provision of a safe access and escape route.

I was unable to properly consider whether that approach could be considered appropriate and safe without evidence to demonstrate at what point in time in the future flooding could potentially cut off the site, evidence of how long safe refuge would be needed, and the likelihood of people being exposed to hazardous flood water.

The applicant has recently submitted additional evidence in an updated Flood Risk Assessment version 13 dated 15th March 2023.

My latest comments on that follows:

The new evidence shows that there is a safe access and egress route to and from the site via Cumberland Road at least until the year 2050. By 2070 it is shown that there would be hazardous flood water on Cumberland Road preventing access to or egress from the site for a period of approximately 1 hour.

Beyond this, by 2120, access routes would be cut off due to hazardous flood water during design flood conditions for a period of 1 hour and 30 minutes. These periods of inaccessibility are for the most severe tidal cycle across the period of the storm event. The Flood Risk Assessment proposes that safe refuge inside buildings at a level above the design flood level should be sought during this period in a scenario where anyone is left on site during the peak of the flood event due to a failure of the flood warning and evacuation procedures that should be triggered in advance of the event.

I am mindful of other sites that have been consented in areas at similar risk of flooding, but only on the condition of providing additional (off site) infrastructure to provide safe access / egress during design flood conditions. Most relevant in my view is 10 and 12-16 Feeder Road which was allowed at appeal APP/Z0116/W/21/3279920 and included a pre-occupation condition stating No part of blocks A, B and C hereby permitted shall be occupied unless and until safe access/egress for the development based on Route 2 has been provided and secured for use by occupiers for the lifetime of the development.

The Flood Risk Assessment for the Baltic Wharf site provides a rationale for why no similar route is or could be offered. I don't believe that this rationale should come in to whether a site could be considered safe from flooding but is a wider consideration for the planning authority to balance.

There are however material differences in the flood hazard posed to the site, most importantly the future point in time in which the flood hazard becomes an issue, which is further into the future for Baltic Wharf (between 2050 and 2070) compared to Feeder Road (around 2040).

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The FRA also states that such a route is not considered as being required owing to their assessment demonstrating access and egress routes are acceptable up until 2070 and asserting that then the Avon Flood Strategy will have been completed.

Our planning position statement on Development in areas of flood risk is clear that that new development proposed in areas at risk of flooding cannot rely on future defences being built, but also notes that confidence that the Strategy will be delivered is increasing, and appropriate weight will be given to the Strategy at the time of determining individual applications based on the stage that it has got to at the time of determination.

In my view, confidence that the Strategy will be delivered has increased significantly since May 21 at the time of my previous objection and the strategy should now be given at the very least some weight at this time. Based on the new evidence presented, I consider the risk of people being exposed to hazardous flood water due to the inability to escape from or access the site for a short period of time during design flood conditions to be low.

As such I do not consider this to be grounds for objection to the scheme and I withdraw my objection. I also note that at the time of writing the Environment Agency maintain an objection on flood risk grounds which must also be duly considered.

**Comments received 14<sup>th</sup> March** - For completeness, I have no further comments on the revised document FLOOD RISK ASSESSMENT 6 NOV 2023 and my comments of 31 Mar 2023 remain valid

**BRISTOL WASTE – APRIL 2021**

Following a review of the documentation, Bristol Waste has considered the waste and recycling provision for the development at Caravan Club Cumberland Road Bristol BS1 6XG. For 166 residential flats in 6 blocks we would recommend that the following waste and recycling provision is allowed for. This excludes relief bins for 5 of the 6 blocks on collection day so up to 5 additional bins for each waste material type would be required:

Material Collection / frequency / Container size / No. bins

Plastic / Cans Alternate Weekly 360 litres 14

Glass Alternate Weekly 240 litres 6

Paper Alternate Weekly 240 litres 6

Card Weekly 1100 litres 6

Food Weekly 140 litres 6

Refuse Weekly 1100 litres 10

Total 58

We would urge at this stage of the planning process that the developers refer to the Planning Guidance for Waste and Recycling produced by Bristol Waste Company. When considering the layout, access and the design of the bin stores, this guide contains a wealth of information regarding the bin volumes, requirements etc.

Bristol Waste vehicles will only collect from adopted highways. Any collections from private roadways would be by agreement with Bristol Waste and may need a covering letter of indemnity. I hope that this has provided sufficient feedback should this development progress as proposed.

**SUSTAINABLE CITIES TEAM – received May 2021**

Energy Strategy:

Fabric and ventilation:

The proposal to reduce energy demand through improvements in fabric efficiency and air permeability complies with BCS14 and is supported. The use of MVHR is supported.

Heat and hot water:

The proposal to provide heating and hot water throughout the development through connection to the heat network would comply with BCS14 and is supported. Further details of how the scheme is

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expected to connect to the heat network should be provided. These include proposed routing of heat network pipes and location of the energy centre which should be shown on the drawings. Details of the energy centre itself should be provided (accepting that these may be provisional). The secondary system for the distribution of heat through the development should be designed and installed to be compliant with best practice as set out in the CIBSE Code of Practice (CP1) and the BCC Heat Network Connection Pack (parts 1 and 2 <https://www.energyservicebristol.co.uk/business/heat-networks/>). This is particularly with reference to flow and return temperatures, delta T, and designing the secondary system to reduce/eliminate laterals for the distribution of heat within buildings to minimise unwanted heat gains. Further information on how the scheme will meet best practice should be included in the Energy Statement.

I recommend that connection to the heat network is secured via the 106 agreement. Details of the contingency system that will be installed if connection to the heat network is not feasible should be provided. This system will need to comply with BCS14 in full including the heat hierarchy.

**Cooling in commercial areas:**

Further details of the VRV/VRF units should be provided. Where these are specified we strongly encourage the use units using refrigerants with the lowest global warming potential (GWP) and the lowest volume of refrigerant available. Where VRV/VRF units are proposed we strongly encourage the specification of refrigerant leak detection and monitoring systems which meet best practice. PV Further details of the roof mounted PV system should be provided including the specification, location and projected annual yield of the system.

**Overheating**

The overheating assessment using the CIBSE TM59, and 2020 weather files is noted. Outputs of the analysis should be included in the Energy Statement. Given the projected changes in the local climate between now and 2080, including marked increases in average and peak summer temperatures, and a design life of the scheme which is assumed to be 60 years plus, the overheating analysis should be extended to include 2050, and 2080 weather files. Where 'fails' are identified in this analysis the design should be amended to incorporate mitigation measures, or provision made for measures to be added in the future as part of maintenance and refurbishment regimes. The use of fixed and moveable shading is encouraged as are measures which minimise the need for occupants to actively regulate solar gain.

**Green infrastructure**

The use of green/brown/blue infrastructure to provide seasonal shading and cooler external spaces is strongly encouraged. As set out in BCS15 opportunities for green/planted roofs should be considered (on account of the multiple benefits) and set out in the Energy Statement. We strongly encourage the application of planted roofs in combination with roof mounted PV.

**EV charging**

Further details of EV charging provision should be set out in the Transport Assessment or Energy Statement. Though not a requirement under current policy we strongly encourage the applicant to provide charge points with a minimum power output of 7kW.

**Broadband**

Details of broadband provision and how this will meet the requirements set out in the Broadband and Connectivity Practice Note should be included in the Energy Statement or referenced in the statement if addressed elsewhere

**CITY DESIGN GROUP****Additional comments received June 2021 following amended plans**

The revisions to the scheme are sufficient to overcome CDG objection, subject to recommended condition and receipt of design intent note.

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Full Response:

These comments relate to the revised information submitted 27th September 2021. They are organised around the issues raised and additional information requested in CDG comments from June 2021.

*Height scale and massing:*

- Reduction in height of Block E has been explored in terms of visual impact. Option 1 does improve the relationship with the Bonded Warehouses from the Vauxhall bridge view; however, it is noted no change in height is proposed.
- The change of brick to a buff colour is noted as an alternative to improve the visual distinction between the development and Bonded Warehouses. This is an improvement to the scheme.

*Appearance:*

- The wing elements of building A, B and E, which are windowless, have been further articulated with the use of varied brick bonds.
- A design intent note should be produced to supplement section 7 of the DAS, providing illustrative sections through windows, doors, and material junctions, as well as typical brick bond details to ensure the continuity of quality through condition and post-decision phases.

*Urban Living SPD Assessment:*

Wind mitigation

- Several mitigation measures have been identified to improve the micro-climate of spaces within the site, including balconies. However, no changes are proposed the scheme at this stage.
- As suggested by the application, measures will need to be secured by condition to ensure scheme provides spaces which can function as intended.

Daylight/ sunlight

- While modelling has not been provided evaluating the reduction of height on sunlight/ daylight performance, several design revisions have been suggested.
- These relate to the fenestration pattern, introduction of more windows and alterations to balcony locations.
- The technical report demonstrates the improved daylight and sunlight performance to the scheme overall and increases the number of units which achieve BRE pass rate.
- While a number of units still fall below guidance it is considered this is now at a level consistent with the constraints of an urban development site.

Conclusions:

The applicant has demonstrated improvements to the liveability and appearance of the scheme through the interventions highlighted above.

While there are still concerns about the liveability of the scheme in terms of internal configuration, and Children's play provision (which is below the amount recommended by the UL SPD), the applicant has clearly demonstrated efforts to address this. For example, the inclusion of child friendly spaces within the site, and maximising dual aspect units where possible.

The appearance of the scheme has been enhanced by the alterations noted above, and while no reduction in height is proposed, CDG is comfortable that the current scheme represents a balanced approach to the site constraints.

Recommended conditions:

Should the application be recommended for approval, CDG request that conditions are attached covering the following:



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- Landscaping: including the threshold treatment between the public and private realm, and large-scale details of hard landscaping.
- Details and materials: Large scale details in accordance with Design Intent note, sample panel of materials, including each samples of each brick bond, to be erected on site.
- Wind mitigation: including requirement for additional measures in areas identified by the applicant's technical report. To be agreed with the LPA.

**BRISTOL TREE FORUM****Further comments received Oct 2021**

We make the following additional comments in the light of the applicant's new Arboricultural Impact Assessment (AIA) dated September 2021 (based on a new survey done in early June 2021) and their newly published Biodiversity Metric 3.0 calculation. We are pleased to see that the applicant has finally provided data for each individual tree on or proximate to the site and that they have now adopted the latest BNG model published by Natural England in their net gain calculations. However, we are still unable to support this application for the following reasons:

**4. Bristol Tree Replacement Standard (BTRS) calculation anomalies**

We accept that there are 102 trees growing on the site. The AIA also refers to three tree groups - though only one is listed in the table at appendix A. We can only identify one, G1. This comprises 4 trees and is on the south-east corner of the site. As it is off-site and the trees are not earmarked for removal, we have not included these trees in our calculations. Whilst the AIA states that 82 trees will be removed, we can only identify 79 (see the table at paragraph 3.6 of the AIA). This difference needs to be clarified. The removal of these trees will result in a requirement to replace what is lost with 222 trees under BTRS (Appendix 1). The AIA states that the BTRS compensation calculation is 227 replacements. This difference also needs to be resolved. It is proposed to plant 65 trees on site. This means that the remaining 162 replacements will need to be funded under an S106 agreement, but we calculate that only 157 replacements will need to be funded. We note that the Goram Homes say that 10 trees will be planted nearby, but it is hard to think where this might be (or that any of the 222 replacements might be accommodated within a mile of this site), especially given that the only sites available around the harbourside are already earmarked for development (The nearby SS Great Britain car park, one of the last remaining 'open spaces' on the island, has already been identified). There may be planting opportunities within one mile, but these are not likely to be within the ward, or indeed within the city centre where they are most needed – canopy cover is about 7% around the floating harbour and 10% in the city centre as a whole. It is also possible that, with the current consultation on the so-called 'Western Harbour' development, any trees planted will be removed within the next few years to make way for subsequent development anyway.

Even if new planting sites are found nearby, it is likely that they will need planting pits to be installed, which will add considerably to any S106 compensation that may be required.

5. Biodiversity Net Gain calculation anomalies, the current proposals still fail to meet even the minimal zero percentage net gain habitat and hedgerow habitat units required for biodiversity net gain required by the local planning authority

**Further comments received 20 Feb 2024**

We have previously submitted comments on this matter on 1 May 2021, 23 July 2021 and on 06 October 2021. We still stand by these where they do not contradict what we say below.

**Summary**

- The calculations presented by the applicant take no account of increases in tree sizes and canopy cover since their previous survey in 2021.
- The biodiversity gain calculations of the trees on site are flawed, in terms of both their baseline

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habitat and the mitigation required. Correctly applying the guidelines shows a 44.52% loss of onsite biodiversity. To comply with the biodiversity trading rules, either 230 or 510 trees would need to be planted to compensate for this, depending on the metric used.

- Planning policy demands that all trees on site should be deemed to have high strategic significance, not medium, as the applicant claims.
- No provision has been made for the 65.22% loss of hedgerow habitat.
- Policy now demands that a Statutory Habitat Management and Monitoring Plan is provided. Until these issues are resolved, this application cannot be approved because it fails to comply with:
  - paragraph 185(b) of the NPPF to 'identify and pursue opportunities for securing measurable net gains for biodiversity'
  - Local Plan policies BCS9 and DM17
  - the biodiversity mitigation hierarchy
  - the applicant's aspiration to achieve 10% biodiversity gain, which, on our analysis, has not been realised.

**HISTORIC ENGLAND****Further comments following amended plans– received Nov 2021**

We wrote to you on 14 May with concerns regarding the initial application on heritage grounds. The application remains largely the same - a proposal for the development of a new mixed-use quarter 166 housing units, parking, arranged with 6 main blocks of buildings ranging from 3 to 6 storeys with the land being raised for flood risk management.

We previously noted that the proposed use of red brick and copper-coloured standing seam roofs on the western elevations of the development might visually coalesce with the listed bonded warehouses in longer views from the deer park in Ashton Court's Grade II\* registered landscape. We suggested instead a dark-coloured roof tone and the buildings faced in materials which contrast with the bonded warehouses.

The updated scheme has been changed to propose the use of a buff colour brick in this area which is a slight improvement in the visual distinction between the development and its historic surroundings. As no reduction in height is proposed, the new design does not address our principle concern that the scale of the proposals may challenge the overriding low scale of surrounding townscape.

It will be prominent in views such as those towards Clifton from the New Cut and those towards the Underfall Yard from Vauxhall Bridge. The visualisations supplied demonstrate how the development will rise above the more distant hillside of Ashton Court and Leigh Woods in views from the bridge, to the detriment of the character and appearance of the City Docks Conservation Area.

The view from Vauxhall Bridge of the Underfall Yard chimney, a Scheduled Ancient Monument, would also be lost, and the dominance of the Grade II listed bonded warehouses eroded. We reiterate our belief that whilst the articulation of the changes in height across the site could be retained as is, the scheme should be reduced by a single storey.

This would address our concerns and significantly improve the scheme, making it more reflective of the townscape and reducing visual competition with the Bonded Warehouses. Whilst a modest improvement has been made, we are disappointed that the issue of scale has not been fully explored with alternatives presented.

**Recommendation**

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

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and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas

**CONSERVATION ADVISORY PANEL – received May 2021**

We support the position taken by Historic England and the comments they have made.

The proposal is considered to be an inappropriate level of development on this site, with the taller elements of the scheme standing taller than B Bond. The height, scale and massing of the proposed buildings must be addressed and reduced significantly, by at least two storeys.

The proposal as it currently stands will result in an adverse impact on the views into and out of the conservation area (CDCA) and does not show any applicable views from the south of the site, particularly P28 and P29 (publicly accessible panoramic view points to Clifton etc, listed in 6.2.5 of the character appraisal, page 18, opposite circa #200-205 Coronation Road).

The Landscape and Visual Impact Assessment must be reviewed with a comprehensive assessment undertaken and resubmitted as part of the application. It is considered that the potential adverse impact of the proposal has been downplayed.

On balance the Panel considers that in its current form and as a result of an inadequate assessment of all views the proposal does not meet the relevant heritage policy tests contained within the Local Plan and the NPPF. It does not generate sufficient public benefits that outweigh the significant harm that it will cause and therefore this application cannot be supported

**THE AVON FIRE AND RESCUE SERVICE – received April 2021**

Further to the planning application reference 21/01331/F – Caravan Club, Cumberland Rd, Bristol. Avon Fire & Rescue Service will have additional Hydrant requirements associated with this application, please see attached plan as to our hydrant requirements.

The costs will need to be borne by developers through developer contributions. I have set out below the calculated costs per Hydrant. Avon Fire & Rescue Service aim is ensuring members of the community are safe from fire and feel safe within their own homes by taking a risk assessed approach.

We work with partner agencies developing strategies to help reduce the risk of fire within the community, and also assisting our partners in achieving their targets. Our current strategy to reduce risk is simple: prevention, protection, response. Where efficiencies can be made we will work in partnerships to achieve these strategies. For example, we can bring positive change through effective education, influencing safer design of products, buildings and many other fire prevention activities.

In the event of a fire occurring we want to ensure that people are protected, remain safe and can escape unharmed. We can achieve this by enforcing fire safety regulations in buildings and undertaking home fire safety checks, including the fitting of smoke alarms. It is important that our communities know that if they need our help, we can respond to a range of emergencies, including fires and rescues.

Central Government does not provide any funding to Avon Fire & Rescue Service for the capital cost of growth related infrastructure. Where possible Avon Fire & Rescue Service will need seek and explore opportunities in relation to funding from other sources to meet the changing demands within its operational area.

Therefore, Avon Fire & Rescue Service may need to become reliant on local support funding through either developer contributions, Section 106 of the Town and Country Planning Act 1990, through the Community Infrastructure Levy (CIL). These developments will contribute to a significant increase in demand for Avon Fire & Rescue Service. As the population increases, so does the demand. This has

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an added impact upon the current resources therefore stretching our assets to meet this demand. It is accepted that Avon Fire & Rescue Service will not be increasing the number of resources or assets to manage with this growth.

However Avon Fire & Rescue Service is seeking to formulate discussions to move fire stations to meet these new increasing demands. These plans will ensure Avon Fire & Rescue Service is able to ensure a fire engine will arrive at a Category '1' building fires within eight (8) minutes, as set by Avon Fire & Rescue Service Chief Fire Officer/Chief Executive Officer Mick Crennell and fully endorsed by the Fire Authority (Elected Councillors) Members.

**Fire Hydrants**

The additional residential and commercial developments will require additional hydrants to be installed and appropriately-sized water mains to be provided for fire-fighting purposes. This additional infrastructure is required as a direct result of the developments and so the costs will need to be borne by developer. Avon Fire & Rescue Service has calculated the cost of installation and five years maintenance of a Fire Hydrant to be £1,500 + vat per hydrant. Importantly, these fire-fighting water supplies must be installed at the same time as each phase of the developments is built so that they are immediately available should an incident occur and the Fire & Rescue Service be called.

**ENVIRONMENT AGENCY – received April 2024**

Thank you for your re-consultation of 28 March 2024. The LPA's letter confirms that the applicant will be complying with the new draft local plan policy FR2, by providing a financial contribution towards the Bristol Avon Flood Strategy (BAFS). The LPA will need to secure the BAFS contribution by a method they are satisfied will be achievable. The applicant has also incorporated additional mitigation measures to manage the risk of flooding until the BAFS is complete and the residual risk of flooding once defences are in place.

*Environment Agency Position*

We wish to remove our objection to this planning application, subject to the inclusion of the following conditions within any permission granted.

*Flood Risk*

We have reviewed the Flood Risk Assessment (FRA) ref 14075-HYD-XX-XX-RP-FR-0001 and the letter dated 28 March 2024 from Alex Hearn.

We have assessed the overall safety of this development in accordance with national and local planning policy, guidance, nearby planning inquiry decisions, flood risk management projects and the on-site mitigation and strategic defences expected.

We believe the BAFS will make this site safe, in conjunction with the additional mitigation measures put in place, which include:

- locating residential areas above the design flood level,
- only locating less vulnerable uses on the lower ground floor level,
- providing both internal and external egress routes to raised ground, and
- providing external doorways from the upper ground floor level to raised ground and the road.
- demonstrating safe access until the BAFS is built.

There have been significant developments to the Bristol Avon Flood Strategy (BAFS) recently, however it is of vital importance that Bristol City Council continue to develop and deliver both phases of the BAFS as this will reduce the risk of flooding and provide safe access and egress until 2130. The proposed development will only meet the National Planning Policy Framework's requirements in relation to flood risk if the following planning conditions are included.

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The development shall be carried out in accordance with the submitted flood risk assessment (ref: 14075-HYD-XX-XX-RP-FR-0001), particularly paragraphs 4.2.1.1 and 4.2.1.2 and on the following drawings:

- 01709\_JTP\_DR\_MP\_PP\_A\_LG\_1100\_Level LG Proposed Plan\_P5,
- 01709\_JTP\_DR\_MP\_PP\_A\_UG\_1101\_Level UG Proposed Plan\_P5,
- 01709\_JTP\_DR\_MP\_PS\_A\_1300\_Building Sections A,B&C\_P4,
- 01709\_JTP\_DR\_MP\_PS\_A\_1301\_Building Sections D,E,F&G\_P4,
- 01709\_JTP\_DR\_MP\_PS\_A\_1302\_Context Sections 1-1,2-2,3-3\_P3.

The development shall incorporate the following mitigation measures detailed within the above documents:

1. Finished floor levels on the lower ground floor level shall be set no lower than 8 metres above Ordnance Datum (mAOD).
2. Finished floor levels for residential areas on the upper ground floor level shall be set no lower than 10.97 metres above Ordnance Datum (mAOD).
3. Finished floor levels for the commercial space on the upper ground floor shall be set no lower than 10.295mAOD in Block A or 10.755mAOD in Block B. As shown in the drawings above.
4. Ground levels for the external landscaped areas shown on the above drawings shall be set no lower than 10.97mAOD.
5. A sequential approach to the site shall be used, including locating:
  - o All more vulnerable uses at or above 10.97mAOD.
  - o Only less vulnerable uses on the lower ground floor as shown in the above drawings.
6. Internal access to the residential areas on the upper ground floor level from the lower ground floor level must always be available, as shown in the drawings above.
7. External access to the raised ground between blocks and the road from the lower ground floor level must always be available, as shown in the drawings above.
8. External doorways to provide access and egress from the upper ground floor level to the raised ground between buildings and to the road must always be available, as shown in the drawings above.
9. The resilience measures outlined in the FRA paragraph 4.2.1 should be utilised within the development as specified:
  - o Solid floor construction and finishes
  - o External and internal walls constructed of materials with low water penetration, good drying ability, and good retention of pre-flood integrity.
  - o Use of durable fixtures and fittings
  - o Sensitive services (i.e. electrics) brought in and continued at as high a level as possible.
  - o Deployment of temporary flood barriers at external accesses to the proposed commercial space fronting the Floating Harbour, up to a level of 0.600m above finished floor level.
  - o Installation of a sump-and-pump system on the lower ground floor level.
10. All plant rooms to be flood resistant using tanking of all walls, sealing of voids and use of permanent flood doors.

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/ phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

REASON To reduce the risk of flooding to the proposed development and future occupants.

**CONDITION – Flood Warning & Evacuation Plan**

A Flood Warning and Evacuation Plan must be submitted and agreed in writing by the LPA in consultation with the Council's Emergency Planner and the Environment Agency. The Plan shall be implemented as laid out within and as agreed.

REASON To reduce the risk of flooding to the proposed development and future occupants.

*Contaminated Land*

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If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved.

REASON To prevent pollution of controlled waters.

*Water Efficiency*

The incorporation of water efficiency measures into this scheme will:

- contribute to climate change resilience.
- reduce abstraction pressure on water resources and riverine ecosystems.
- reduce the pressure on sewage infrastructure and treatment systems.
- benefit future residents by reducing water bills.

The following condition has been supported in principle by the Planning Inspectorate and is an important part of addressing the widely recognised climate emergency. Increased water efficiency for all new developments potentially enables more growth with the same water resources. Developers can highlight positive corporate social responsibility messages and the use of technology to help sell their homes. For the homeowner lower water usage also reduces water and energy bills.

**CONDITION – Water Efficiency**

No development approved by this permission shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. The scheme will demonstrate a standard of a maximum of 110 litres per person per day is applied for all residential development. The scheme shall be implemented in accordance with the agreed details.

REASON This condition contributes to sustainable development and meeting the demands of climate change. Increased water efficiency for all new developments also enables more growth with the same water resources.

NOTE TO LPA - If the LPA ensures that any submitted water efficiency scheme meets the standards given above the Environment Agency do not need to be consulted on the discharging of the above condition.

**BALTIC WHARF MANAGEMENT COMPANY** – received Jan 2024

**Further Comments – following additional information**

It is considered that there are other sites that would be available and deliverable within the vicinity, Therefore the site should not pass the sequential test.

- Loss of existing use
- Loss of trees
- The caravan site is still viable commercial use, yet housing site seems to demonstrate that it may struggle to be viable
- Community benefit already on the site the housing won't bring further benefits

**RELEVANT POLICIES**

National Planning Policy Framework – July 2021

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

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

**Development Control Committee A – 24 April 2024****Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG****KEY ISSUES**

For information, any policies quoted in the report with the prefix BCS are from the Bristol Development Framework Core Strategy, DM are from the Site Allocation and Development Management Policies, and BCAP are from the Bristol Central Area Plan.

**A) IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE IN LAND USE TERMS?**

The application site does not have a site-specific allocation within the Bristol Local Plan but does sit in the Harbourside neighbourhood of the Bristol Central Area Plan 2015, and is within the wider Western Harbour draft allocation for 2,500 homes in the emerging Local Plan.

The relevant policy is BCAP41: The approach to Harbourside.

BCAP41 expects development to enhance Harbourside's role as an informal leisure destination and a focus for maritime industries, creative industries and water-based recreation, preserving and enhancing the setting of the neighbourhood's major attractions including the Floating Harbour itself. Development adjacent to the Floating Harbour will be expected to be of a scale and design appropriate to its setting, reflecting the special interest and visual prominence of quayside areas and character and setting of the surviving historic buildings and fabric and preserving and enhancing views to and from the Floating Harbour. Development adjacent to the Floating Harbour will be expected to retain, restore and integrate existing dockside furniture and fittings and make provision where possible for additional vessel moorings.

The land is located with the area defined as Western Harbour which is proposed to be covered by Draft Policy DS4 of the Local Plan Review. This policy is proposing to create a new city quarter with development providing a mixed and inclusive community. Development will be expected to include-

- A reconfigured road system,
- At least 2,500 new homes
- A mix of workspace;
- Up to 500 student bedspaces in addition to the new homes;
- Retail and leisure development
- Provision of community facilities
- High quality public open spaces
- New walking and cycling routes

The NPPF, para 122 requires planning decisions to reflect changes in the demand for land, and to be informed by regular reviews of both the land allocated for development in plans, and of land availability. Specifically, the same paragraph requires that applications for alternative uses on the land should be supported where the proposed use would contribute to meeting an unmet need for development in the area.

The emerging review of adopted policy will reflect the changes in the demand for land, as required by the NPPF (para 122) although limited weight may be afforded to emerging policy at the time of writing. Further consultation on the emerging policies recently took place at the end of 2023, and the Plan will be submitted for examination in Spring2024.

Progressing Bristol's Development is a statement approved by the Council, published in 2020, and sets out how the existing local plan policies will be balanced with the emerging plans, new evidence, changes to national policy and evolving development issues across the city. Importantly, this document describes the acute lack of supply of homes and identifies the importance of ensuring the delivery of a sufficient supply of homes being a priority in securing sustainable development. This is not a policy document, but it is a material consideration in the assessment of this application.

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The site is currently occupied by a caravan park whose lease has come to an end, and on a rolling contract and is expected to vacate the site as the landowner (the Cit Council) has plans for redevelopment.

The site is classed as brownfield land and fits into the definition of what previously development land is under the NPPF-

“Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape

### *Housing*

#### *Housing Delivery Test*

Officers acknowledge the Government's 2020 Housing Delivery Test (HDT) results that indicate that the Council's delivery of housing was below (less than 75%) the housing requirement over the previous 3 years. Further, the Council currently cannot demonstrate a deliverable 5 year housing land supply. This means that the 'tilted balance' set out in NPPF paragraph 11(d)(ii) applies. Specifically, paragraph 11 makes it clear that plans and decision should apply a presumption in favour of sustainable development, with section (c) of this paragraph explaining that development proposals that accord with an up-to-date development plan should be approved without delay. However, section (d) goes on to explain that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out-of-date, planning permission should be granted unless:

- i. the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this NPPF taken as a whole. The question for this application is therefore, would any adverse impacts of granting planning permission significantly and demonstrably outweigh the benefits of providing housing?

#### *Affordable Housing*

Policy BCS17 states that affordable housing will be required in residential developments of 15 dwellings or more. The site is located within the Inner West Bristol and therefore 40% is required and to be secured through S106. The policy further states that residential developments should provide a mix of affordable housing units and contribute to the creation of mixed, balanced and inclusive communities. The tenure, size and type of affordable units will reflect identified needs, site suitability and economic viability.

The site will be providing 40% affordable housing on site and will be of an appropriate level and mix of housing. The scheme has been designed as tenure blind, with no discernible difference in quality or expression between private market housing and social rent.

The Strategic Housing team support the application and welcome that 100% of new homes comply with NDSS space standards and all apartments will have private amenity space. They state it is positive to see a mix of 1,2 and 3 bed affordable housing unit. However, recognise that there is a high proportion of 1 beds proposed for Social Rent which could raise concerns for Affordable Housing



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providers in terms of creating a sustainable community on the site. Therefore, to mitigate any potential issues, it is important to have a local lettings plan to support sensitive lettings and to deliver a sustainable scheme. It is appreciated that the 3 bed Social Rent flats are being delivered as part of the scheme and welcome that they all have private amenity space although preferred for these flats to be on the ground floor, it is positive that the properties are located near the podium level gardens. They also welcome that plans show 5 x 1 bed units for Social Rent will be designed to M4(3) wheelchair accessibility, and that the remaining affordable units will be designed to M4(2) adaptable and accessible.

The applicants may seek to provide additional affordable housing on site through funding via Homes England, this will be outside of the planning process, but will be supported by the Enabling Team. The application is policy compliant in regards to the provision of affordable housing.

*Commercial uses*

The proposal includes 199sqm of commercial floorspace in the upper ground floor of building A and 172 sqm of floorspace in Block B. The submitted planning statement states that it is envisaged that the space could be used as a café, accommodation for the sailing club, bike hub or flexible spaces to provide a venue for different activities at different times of the day.

The statement goes on to explain that the ground floor of Building B could provide spaces for a new arts venue for Bristol. Discussions have taken place with Spike Island Centre for Art and Design to investigate the possibility of a flexible education, exhibition space. No further details have been provided for how in depth the discussions where that took place.

Ground floor uses which are publicly accessible and can promote a range of artist is considered to be a positive aspect of the scheme which will be in line with the current policy allocation and also the future allocation.

In order to ensure that commercial uses are appropriate for the site, it is considered that any floorspace used for certain commercial uses will be restricted to floorspace proposed within building A as this is 199sqm. In view of the site's location out of a centre, town centre uses (such as shops, are not permitted by policy unless they are of a small scale (200sqm) and would meet a local need. This is in order to avoid harming the vitality and viability of designated centres. The Class E floorspace would therefore need to be restricted in order to limit any town centre uses (retail, café or office) to a maximum of 200sqm in view of the out of centre location of the site.

The floorspace in Block B is envisaged to be for alternative uses which would still have the potential to add vibrancy/active frontage to the street level of the scheme and as the submission envisages that this space would be for flexible exhibition space, it is considered justifiable to control this floor space to use class F1/2 which is for local community uses, meeting places, art galleries, exhibition halls, museums, libraries and religious use.

Given the small scale of the commercial uses, the interest that these uses will provide at pedestrian level and that the future allocation promotes mixed uses, the level of commercial alternative floorspace is considered acceptable.

The publication version of the Local Plan (November 2023) includes a housing requirement of at least 34,650 new homes by 2040. Bristol will need to deliver this significant housing requirement, and all the employment, community and transport infrastructure that goes along with that. As it continues to change and grow, the City is keen to direct this growth to deliver Urban Living, providing a context-led approach to urban intensification.

Bristol City Council's Urban Living SPD 2018 sets out a commitment to make the most of the development land available in the city to support the significant increase in new-and-affordable homes

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and infrastructure the City desperately needs. This is in recognition of the dramatic shift with people returning to live in or close to the city centre in the last 20 years.

The site is previously developed land and is not subject to any national designations. The redevelopment of the site to much needed housing and affordable housing on a brownfield site in a central location is in line with principles of the NPPF and local planning policy. The proposals provide a key opportunity to provide much needed quality housing on a brownfield site in a sustainable location in Bristol, in line with the principles of the Local Plan.

**(B) WOULD THE PROPOSED DEVELOPMENT BE AT RISK FROM FLOODING AND WOULD IT INCREASE THE RISK OF FLOODING ELSEWHERE?**

The Environment Agency Flood Map for Planning shows the entirety of the site to be within Flood Zone 3 (land having a 1 in 100 or greater annual probability of fluvial flooding; or, 1 in 200 or greater annual probability of tidal flooding), with small areas to the south west and south east of site designated as Flood Zone 2 (land having between a 1 in 100 and 1 in 1,000 annual probability of fluvial flooding; or, 1 in 200 and 1 in 1,000 annual probability of tidal flooding)

The site is located in an area which is proposed to be protected by the Bristol Avon Flood Strategy.

Following public consultation, the Bristol City Council Cabinet endorsed the strategy and the business case plans to secure the additional funding required for the first phase of the strategy are currently being developed. Within 2024, ground investigations, a topographical survey, public engagement and technical assessments will be carried out. First phase works are expected to begin from around 2025.

Once the flood defences outlined by the strategy have been implemented the application site would be at low risk of flooding.

The NPPF requires a sequential approach to be applied to locating developments, in order to steer them to areas with the lowest risk of flooding. Core Strategy policy BCS16 also requires a sequential approach to be taken, giving priority to development of sites with the lowest risk of flooding.

The Sequential Test is required to be applied in this case in view of the location of the site in an area of high flood risk (Flood Risk Zone 3), and the site is not allocated for the uses proposed. The preference in the NPPF is to guide the development towards areas with the lowest flood risk.

The applicant has carried out a sequential test for this development, using the Central Plan area boundary to identify whether any sites with a lower risk of flooding would be available for this development. The Council's guidance on defining the search area for the Sequential Test (and also stated within BCAP5) states that the area for the search area for the sequential test will be the city centre boundary unless material considerations indicate otherwise.

A site is only considered to be reasonably available if it is both 'deliverable' and 'developable', that is, capable of accommodating the proposed development and available to the applicant. Officers have reviewed the schedule of sites and concur with the applicant that no other sites were found to be available within the search area, and the sequential test is deemed to have been passed.

During the assessment of the application, additional sites have been earmarked for development by the applicant (Portwall Lane, SSGB car park, Castle Park) but the applicant has explained that these sites are not classed as 'deliverable' within the 5 year development timescale of the proposal at the Caravan Park.

Next, the NPPF paragraph 164 requires the Exceptions test to be passed which should be informed by a site-specific flood risk assessment. For the exception test to be passed it should be demonstrated that:

a) the development would provide wider sustainability benefits to the community that outweigh the

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flood risk; and

b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

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

For the purpose of the Exceptions test, the lifetime of this development (residential accommodation) is taken to be 100 years, other uses such as in the Hub would be for 60 years.

Test – part a):

The application is accompanied by a Sustainability Statement that demonstrates that the application would meet the requirements of sustainability policies. Alongside this statement the applicant has also set out what it considers are wider sustainability benefits within its sequential test. In particular the development would provide: a substantial numbers of homes which helps meet the new housing needs of the City, utilises brownfield land, provides a landscape public open space and the potential for community use floorspace, plus significant biodiversity net gain it is considered that these listed benefits would be classed as wider sustainability benefits to the community and part a) is passed.

Flood Risk Assessment and part (b) of the Exceptions test

The Environment Agency have commented on the application on a number of occasions, following updated information in regards to the flood risk assessment and technical notes. The most recent comments were received 9<sup>th</sup> April 2024 with the removal of their objection subject to conditions, given there is more certainty on the BAFS being delivered before 2070 and therefore the lifetime of the development can be considered safe.

The emerging Local Plan Policy FR2 (Bristol Avon Flood Strategy) requires development to 'Incorporate adequate mitigation measures to make the site safe from flooding in the period up to the delivery of strategic flood defences; Respond to the residual risk of flooding associated with the potential for existing and planned flood defences failing or being overtopped on-site flood defence works; and Facilitate the delivery of future flood defences and an enhanced multi-purpose greenway along the river Avon frontage including through financial contributions where appropriate.

The applicants undertook pre-application discussions with the Environment Agency prior to submission to ensure appropriate flood mitigation measures are incorporated into the scheme proposed, which includes the measures detailed below.

This proposal ensures that there is a minimum floor level for residential accommodation to raise it above the projected maximum flood levels anticipated within the next 100 years, and a minimum floor level for commercial accommodation to raise it above the projected maximum flood levels anticipated within the next 75 years. Therefore, no habitable (more vulnerable use), residential accommodation is located on the lower ground floor within the flood level. The lower ground floor level contains ancillary accommodation such as refuse stores, cycles storage, service and plant installations, and car parking (less vulnerable).

The minimum residential FFL to be set at 10.76m AOD, based on providing a 0.3m 'freeboard' above 0.5% of the Annual Exceedance Probability + Climate Change 2110. The proposed residential floor level is 10.97m AOD, which is in excess of the minimum level and additional 'freeboard'

The main body of commercial accommodation would be at the level of 10.29m AOD, with flexible, ancillary, commercial space proposed on the lower ground floor of building B, within the flood plain. This could be used for temporary exhibitions, or workshop activity.

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There is an allowance for flood water displaced by raising ground levels or building within the floodplain, to ensure that flooding is not increased on adjacent land. The proposals incorporate an early warning system for the evacuation of residents from the site ahead of any flood event. Where levels are lower than the flood protection level flood resistance and resilience measures will be provided according to the applicant. Due to the constraints of the site, it has not been possible to raise the entire ground floor level, mainly due to the visual impact of increasing by a further storey.

The Councils' Lead Local Flood Authority Team (LLFA) has stated that the new evidence submitted by the applicants shows that there is a safe access and egress route to and from the site via Cumberland Road at least until the year 2050. By 2070 it is shown that there would be hazardous flood water on Cumberland Road preventing access to or egress from the site for a period of approximately 1 hour.

Beyond this, by 2120, access routes would be cut off due to hazardous flood water during design flood conditions for a period of 1 hour and 30 minutes. These periods of inaccessibility are for the most severe tidal cycle across the period of the storm event. The Flood Risk Assessment proposes that safe refuge inside buildings, at a level above the design flood level, should be sought during this period in a scenario where anyone is left on site during the peak of the flood event due to a failure of the flood warning and evacuation procedures that should be triggered in advance of the event.

The Flood Risk Assessment for the Baltic Wharf site provides a rationale for why no safe access / egress for the development can be provided and secured for use by occupiers for the lifetime of the development (a footbridge direct from the site to land unlikely to flood). This rationale includes that the access and egress routes are unlikely to flood until 2070, by which time the Avon Flood Strategy should be completed, in addition the footbridge would cross over third party land and be reliant on further planning permissions.

Whilst BCC planning position statement (July 2022) on development in areas of flood risk is clear that new development proposed in areas at risk of flooding cannot rely on future defences being built, it also notes that confidence that the Strategy will be delivered is increasing, and appropriate weight will be given to the Strategy at the time of determining individual applications, based on the stage that it has got to at the time of determination.

The LLFA's view is that confidence that the Strategy will be delivered has increased significantly since May 21, and the strategy should now be given some weight at this time. Based on the new evidence presented, it is considered that the risk of people being exposed to hazardous flood water due to the inability to escape from or access the site for a short period of time during design flood conditions to be low.

Therefore, in regards to part b) of the exceptions test it is a balance between the development being safe from flooding for the entirety of its lifetime (100 years), against the deliverability of BAFS and its completion prior to 2070 which would ensure that the site would be safe from flooding for its lifetime.

It is considered that the vulnerable use of residential will be on the upper floors of the development, which will be above the minimum FFL of 10.76m AOD, and that the access and egress route will only be impacted from 2050, and by 2120 Cumberland Road would only be inaccessible for a period of an hour and a half in which residents would be able to take safe refuge within the dwellings and therefore will be safe from flooding the vulnerable use.

Therefore, the development is demonstrated to be considered safe until 2070, and there is increasing confidence for the completion of BAFS, which is a material consideration, to be completed by this time. In addition, to the safe access and egress to be available with only a short term of a period of an hour and a half when residents may not be able to exit the site but would be safe within their dwelling.

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This application has undertaken relevant measures to ensure it complies with the emerging FR2 policy and will provide contributions towards the delivery of the future flood defences.

(C) WOULD THE PROPOSED DEVELOPMENT HARM THE CHARACTER OR APPEARANCE OF THIS PART OF THE CITY DOCKS CONSERVATION AREA, AND HERITAGE ASSETS ON NEIGHBOURING SITES?

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

Section 16 of the national guidance within the National Planning Policy Framework (NPPF) 2021 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 199 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight shall be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

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

Paragraph 201 states that where a proposed development would lead to substantial harm to (or total loss of significance of) a designated heritage asset, LPAs should refuse consent unless it is demonstrated that the harm is necessary to achieve substantial public benefits that outweigh the harm or loss, or where certain criteria apply). Finally, paragraph 202 states where a proposed development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

In addition, Policy BCS22 and Policy DM31 seek to ensure that development proposals safeguard or enhance heritage assets in the city.

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

- a) Significance of the heritage assets
- i) City Docks Conservation Area

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The conservation area has been designated as such for its architectural and historic interest. The City Docks Conservation Area may be justifiably regarded as a heritage asset of very high significance in heritage terms, it is of exceptional importance as representing the historic focal point of Bristol's flourishing maritime trade until the 20th century.

The site is located within the Floating Harbour, character Area 3 of the character appraisal. The Floating Harbour and Spike Island form a distinctive area, with a unique sense of place. It has succeeded in retaining a distinct dockland ambience with working boatyards, warehouses, a working steam railway, together with a fully operational dock infrastructure and many small-scale dockland features. The overriding characteristic to this part of the charter area is low rise, (max 4 storeys) residential development. The caravan park has no buildings of interest but its main contribution to the area is mature trees and hedgerow which provides a visual gap amongst the built environment.

ii) Underfall Yard

Located 100m west of the site, Underfall Yard, is a Scheduled Ancient Monument (No. 1005419); the Scheduled Area comprises the Machine Shop (built c.1885), the Engine House and adjacent detached chimneystack (c.1888), all of which are Grade II\* listed, as well as the Shipwright's Shop and the Patent Quay and Slip Walls, all of which date to c.1885 and are listed at Grade II (Plates 10 & 11). Located immediately west of the Scheduled Area, but associated with the dockyard, is a Grade II listed pattern maker's shop and stores, built c.1885. Collectively, the group of buildings are regarded as having very high significance as it represents one of the few surviving examples of late Victorian dockyard, nationally and internationally. In view of the designation great weight is to be given to its conservation and that of its setting.

iii) Vauxhall Bridge

Structure is located 130m to the southeast of the site. This 1900 structure is grade II listed and provides extensive views from the bridge to the East and West along the New Cut. This bridge is considered to have high significance due to its listing and association to Bristol's Maritime industrial heritage and its association with the nearby Underfall Yard. Its significance is enhanced by the extensive views afforded from the bridge. Great weight is to be given to its conservation and setting

iv) South Junction Lock

The South Junction Lock is located about 160m north west of the site. The lock is Grade II listed and it is considered to be of high significance, due to its listing and association in historical and visual terms with the harbour and Cumberland Basin. Great weight is to be given to its conservation and setting.

v) 1-5 Old Dock Cottages

This row of small cottages is designated as grade II listed and is situated approx. 175m from the application site. These buildings have high significance due to its well preserved nature and its group value with the adjacent Underfall Yard. Great weight is to be given to its conservation and setting

vi) 6-8 Old Dock Cottages

Another group of Grade II listed buildings which have the same high significance as the other terrace due to the well preserved nature of the buildings and its relationship with Underfall Yard. Great weight must be given to its conservation and setting.

vii) The Pump House

This public house is located approx. 215m north west of the site and is a grade II listed building. This also has high importance due to its listed status and group value with Underfall Yard. Again, great weight must be given to its conservation and setting.

viii) Cottage Public House

This building is located immediately adjacent to the application site and while not a listed building but it is local listed. The Cottage may be assessed as a built heritage asset of medium importance, as one

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of the few surviving structures associated with the Baltic Wharf timber yards and its prominent setting next to the harbour.

## ix) Clifton Suspension Bridge

The bridge is a Grade I listed building and its significance has very high importance. Significant weight is given to its conservation and the value of its setting.

## x) Ashton Court Park

Located approx. 0.8km to the west of the application site is the park which is associated with the Grade I listed Ashton Court. The park is Grade II\* listed. The landscape park at Ashton Court may be regarded as a heritage asset of High significance, reflecting its Grade II\* listed status as a well-preserved landscape park. Great weight must be given to its conservation and its setting. The parkland is visible from views around the application site.

## xi) 1-46 Royal York Crescent

Located approx. 840m to the north west this crescent of 46 houses occupies a prominent site. The terrace is Grade II\* listed. The terrace is visible across the floating harbour.

As the terrace is grade II\* listed it has high significance and great weight must be applied to its conservation and setting.

## xii) Cabot Tower

The tower is grade II listed. Views from the floating harbour have this in the backdrop. This building is considered to have high significance due to it being one of Bristol's most iconic and prominent landmarks. Therefore, great weight must be given to its conservation and its setting.

## xiii) Ashton Swing Bridge

This bridge is located approx. 415m west of the site and is grade II listed structure which has associations with nearby Underfall Yard and Vauxhall Bridge. This bridge has views along the River Avon in both directions. Great weight should be afforded to its conservation and setting.

## xiv) Bust of Samuel Plimsoll

Located about 550m north east of the site on the north side of the Floating Harbour at Capricorn Place, S of Hotwells Road is a monument erected in commemoration of Samuel Plimsoll (d.1898), a Victorian politician and maritime reformer known for the discovery of the plimsoll line.

This structure is grade II listed and has high significance. Great weight should also be given to its conservation and setting.

## xv) A and B Bond warehouses

These are the largest buildings in the area and are both grade II listed. They are situated approx. 300-450m from the application site. These buildings are considered to have very high significance due to the distinctive character and prominence on the skyline. Great weight should be given to their conservation and their setting. Great weight should be placed on their conservation and setting.

## b) Impact of the proposed development

## i) City Docks Conservation Area

The application includes a number of viewpoints of the site from positions around the conservation area (these are all included in the Townscape and Visual Assessment).

The proposed development will introduce a significant new built form within this landscape, which, due to its height, scale and massing, will be particularly apparent from various short to medium-distance viewpoints within the Conservation Area. The most significant impact is considered to be on views from Vauxhall Bridge towards the site, street level views looking north east along Cumberland Road,

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views from the Underfall Yard and Nova Scotia Place and views looking south east and south west directly towards the site from Pumphouse Landing and Pooles Wharf.

The site would also have a significant visual impact on views from across the Floating Harbour from Capricorn Place (VP8) and to a lesser extent from Mardyke Ferry landing point. From the landing point, the view of the site will be partially screened by the adjoining three to four-storey residential estate to the east, although the upper storeys of the proposed development will still be discernible from this vantage point. In the case of Viewpoint 8, the site will be largely concealed from view by the adjoining residential development to the E, although the uppermost portion of the development would still be discernible.

Historic England have raised concerns that the development will rise above the distant hillside of Ashton Court and Leigh Woods in views from Vauxhall bridge, to the detriment of the character and appearance of the City Docks Conservation Area.

The existing site has a small/neutral impact on the character of the area, due to the lack of any large buildings, therefore the new development will clearly have an impact on views of the site but depending on the views of the site, the impact will be reduced by the relationship of the new building alongside the other residential buildings on the harbour, and in some views (viewpoint 8 for example) the impact is minor.

The development would inevitably result in a noticeable change to the setting of nearby heritage assets (in particular The Cottage public house and the nearby Underfall Yard) particularly in views looking south and south east across the harbour, but the overall layout and external appearance and detailing of the scheme is considered to compliment the setting of these heritage assets.

Based on the above assessment it is considered that the development will have a moderate impact on conservation area.

ii) Underfall Yard

In order to consider the potential impact, officers have reviewed viewpoints 1,4,5,6 and 7. While the scheme would introduce significant new built form to these existing views from/along the harbour it will not directly obscure views of the Scheduled dockyard.

The scheme will have impact on view 1 from Vauxhall Bridge, where views of the chimney will be completely lost- this is also raised as a concern by Historic England. It is noted that there is glimpsed view of the chimney as this is against the backdrop of the Bonded warehouse which consists of similar facing materials (and also covered by foreground trees of the application site).

Therefore, the scheme is considered to have a minor impact on the setting of this heritage asset.

iii) Vauxhall Bridge

Existing views of the Vauxhall Bridge setting will not be impacted by the proposals, but the development would clearly impact on views from the bridge itself. The glimpsed view of the Underfall Yard chimney would be lost as would views of B bond, but A bond would still be visible. Therefore, the impact on the setting of the bridge would be minor, but this raises to moderate when considering the intervisibility of the bridge with the Underfall yard and B Bond.

iv) Old Dock Cottages (Nos. 1-5 and Nos. 6-8)

The application site is visible as the backdrop to these views. Due to the scale and height of the development the proposal would introduce a noticeable element in the backdrop of the existing view from the cottages.

Views towards the cottages from around the harbour will not be impacted by the proposal. Consequently, it is considered that the impact on this heritage asset is minor.



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## v) Pump House Public House

There would be a noticeable change to existing views from the Pump House looking southeast across the Floating Harbour, the applicant considered that the proposed residential development will respect the character of its historic dockyard setting, but the scale of development is such that it is considered that there will be a moderate impact on the views from the Pump House. It is noted that views looking towards the Pump House looking north across the harbour will remain intact.

## vi) The Cottage PH

The development will be within the immediate setting of The Cottage public house (a Locally Listed building) and therefore this will result in significant change both in terms of views looking east from the asset along the Floating Harbour and promenade and views looking from the Underfall Yard and the North side of the Floating Harbour. The development has been scaled to a certain extent (3 storeys) to take the setting of the neighbouring building into account. The impact on this locally listed building is considered to be moderate.

## vii) Clifton Suspension Bridge

The bridge is approx. 1.3km from the application site and there will be no impacts on the immediate setting of the listed bridge. The site would be barely visible from the bridge and therefore the impact on long distance views from this viewpoint is considered to be negligible.

## viii) Ashton Court Registered Park and Garden

Views of the Park from Vauxhall Bridge will not be impeded. The site would not be easily visible from views out of the Park based on the viewpoints provided. Therefore, it is considered there is a negligible impact on this asset.

## ix) 1-46 Royal York Crescent

The crescent will still be visible from viewpoints. In terms of views from the crescent, the scheme would be slightly visible on the basis of the scale of the development proposed, but it would be at such a distance that the impact would be negligible.

## x) Cabot Tower

The development will have a negligible impact on views to the tower. The development will appear as new built form next to the existing housing of Baltic Wharf, therefore it is considered that the impact on this view is minor.

## xi) Ashton Swing Bridge

The upper storeys of the development would be distantly visible in views looking North East from the south abutment of the swing bridge across the New Cut, appearing in the backdrop to views of the chimney of Underfall Yard. On this basis, the impact is considered to be minor, representing a slight but noticeable change from this specific point.

## xii) Bust of Samuel Plimsoll

The busts' immediate setting will not be affected. The new housing would be visible behind existing house which would result in a negligible impact on views from this point.

## xiii) A and B Bond warehouses

Due to the size of the warehouses, the new development will clearly impact and detract from the prominence of the views towards the warehouses, including views looking south west from the north side of the Harbour; looking north east from the Ashton Swing Bridge and elevated views north west from Vauxhall Bridge.

Historic England consider that the dominance of the bonded warehouses would be eroded by the proposed development. These comments are noted, and it is agreed that this will be the case from views available on Vauxhall Bridge. Therefore, the impact is considered minor to moderate.

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## xiv) Clifton and Hotwells Conservation Area

The scheme will be visible from viewpoint 9, but its position next to existing houses reduces its visual impact. Views of the cottage, Underfall Yard and the bonded warehouses remain. The warehouses also remain prominent in these views. The magnitude of the impact on views from this conservation area is considered to be minor.

Based on the above assessment of the impact on heritage assets and taking into account the views expressed by Historic England and the City Conservation officer, the scale of the development would have a negative impact on the setting of the Clifton Conservation Area and the Registered historic Landscape of Ashton Court where they would obscure the skyline character of these areas from key viewpoints on Vauxhall Bridge.

Development that reduced the scale of the rear block parallel with Cumberland Road by a single storey could ensure that the legibility of the skyline was better protected, though it is recognised that the scale of the larger blocks would need to be more substantially reduced to avoid fouling the unbroken skyline.

There is a degree of harm posed by development on the designated heritage assets. The scale of harm is judged to be towards the lower end of the “less than substantial” under the definitions of the NPPF and focussed principally on the impact of development on key views from Vauxhall Bridge.

*Is there clear and convincing justification for the level of harm/Loss of Significance?*

Overall, the proposal would result in less than substantial harm to the designated heritage assets and their setting. This harm is given great importance and weight. The highest degree of harm would be inflicted on the character and setting of the City Docks conservation area and views from the Vauxhall Bridge.

In response to points raised by the Conservation Officer and Historic England the applicant has reviewed the potential to reduce the scale of the block which has most impact on views from the bridge towards the bonded warehouses and Ashton Court Skyline and their response is that the change would have negligible response on these views.

The main issue for the applicant is that the reduction in height would seriously reduce the ability of the scheme to deliver homes, particularly affordable homes.

The proposed development as submitted will deliver 66 affordable homes across the site. A reduction of the western wing of Block E would reduce the possible number of affordable homes to 62 (a reduction of 4), while a reduction of the whole of Block E would further reduce the total number of affordable homes to 59 (a reduction of 7). Moreover, further analysis has shown that, if a single storey reduction in height across the whole site were introduced, the total number of affordable homes would reduce to 50. This would result in the loss of 16 much-needed affordable homes in the centre of Bristol. It is considered that the applicant has justified the level of harm.

*Can the harm be outweighed by any public benefits?*

Therefore, in conclusion, whilst it is concluded that proposal will result in a degree of harm to some of the heritage assets, in accordance with paragraph 201 of the NPPF this harm should be weighed against the public benefits of any development.

**(D) WOULD THE PROPOSED DESIGN BE OUT OF SCALE AND/OR INCOMPATIBLE WITH THE SURROUNDING AREA?**

Policy BCS21 promotes high quality design, requiring development 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,

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safeguard the amenity of existing development and future occupiers, promote diversity through the delivery of mixed developments and create buildings and spaces that are adaptable to change. As mentioned, Policy BCS22 requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed, and conservation areas.

The adopted development management policies reinforce this, with reference to Local Character and Distinctiveness (DM26), Layout and Form (DM27), Public Realm (DM28) and the Design of New Buildings (DM29). The design policies in the Central Area Plan refer to issues that specifically relate the City Centre. Of particular relevance to this application is BCAP31, which requires active ground floor uses adjacent to the public realm.

#### Height and scale

The adjacent residential units to the east of the site are three storeys high, however the Bonded Warehouses to the west are taller.

The site does have opportunity for accentuated height due to its industrial harbour side setting, therefore the 'amplified building heights' approach is appropriate for this site, which establishes a parameter of up to 2X the prevailing height in this context. The proposed central block 'F' will be the tallest across the site with the blocks to the south of the site and to the east having a reduction in height by utilising flat roofs.

The site forms a transition between 3-storey and 2-storey development. While the scheme seeks to handle this as sensitively as possible, with altered roof forms and reductions in height at the boundaries, the scheme will appear prominently in views along the harbour.

Reduction in height of Block E has been explored in terms of visual impact by the applicants, and whilst option 1 showed an improvement in the relationship with the Bonded Warehouses from the Vauxhall bridge view, however there was no alteration in height of Block E given the loss of a number of affordable units from the scheme that this alteration would impact, losing the viability of the site as well as some of the benefits the scheme would bring.

Therefore, whilst some concerns remain about the overall scale of the building, it is considered that the design and articulation of the building serve to mitigate some of that harm, and subject to achieving a high-quality building on the site the refusal of the proposal on height grounds alone is not justified.

#### Elevational design

In terms of materiality from the proposals originally submitted, officers consider that there have been improvements to the proposed elevational treatments, notably as a result of adding varied brick bond detailing to the wing elements of building A, B and E.

In addition, the change of brick to a buff colour in the amended plans improves the visual distinction between the development and Bonded Warehouses. A combination of red brick, red/brown brick and buff brick with the sedum roof on the flat roofs and beige, bronze standing seam roof cladding on the pitched roofs.

It is noted that the amended plans have taken into consideration the initial comments raised and that neither the materials nor the articulation of the fenestration has generated any objections from City Design, and Historic England broadly supportive of the details.

#### Density and Mix

Section 5 of the NPPF (2021) reflects the need to significantly boost the supply of housing and to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

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Policy BSC18 reflects this guidance and states that "all new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities", with reference to the evidence provided by the Strategic Housing Market Assessment, also notes that 'developments should contribute to a mix of housing types and avoid excessive concentrations of one particular type'.

The policy wording states that development 'should aim to' contribute to the diversity of housing in the local area and help to redress any housing imbalance that exists. Bristol comprises a diverse range of residential neighbourhoods with significant variations in housing type, tenure, size, character and quality. A wide range of factors influence the housing needs and demands of neighbourhoods. Such factors include demographic trends, housing supply, economic conditions and market operation. The inter-relationship between these and other factors is often complex and dynamic. In the circumstances, housing requirements will differ greatly across the city and will be subject to change over time. With this in mind an overly prescriptive approach to housing mix would not be appropriate. However, it has been possible to identify broad housing issues that are applicable to many neighbourhoods.

The application site falls within the City Centre and Harbourside MSOA. An up-to-date picture of the proportion of different residential accommodation types in the MSOA can be obtained by assessing the 2021 Census data which shows that the City Centre and Harbourside MSOA comprises approximately 11.7% houses and 88.3% flats. Of the properties in the MSOA, 36% are one bedroom properties, 42.8% are two bedroom properties, 13.0% are three bedroom properties.

The 166 units on the site will be provided as a mix of 70 x one bedroom (42%), 82 x two bedroom (49%) and 14 three bedroom (8.4%) properties. This is broadly reflective of the current residential size and types within the immediate area. Therefore the addition of these dwellings would not create or contribute to a local imbalance of housing type or size and would contribute 166 dwellings to the City's housing stock. The application is therefore considered acceptable with regard to mixed and balanced communities.

The scheme is proposed at a density of 193 dwellings per hectare. Officers are satisfied that the proposals meet the density and mix requirements set out in the Local Plan policies. The location of the site is highly sustainable and is therefore able to absorb a high level of urban density. This is consistent with adopted and emerging policy which encourages higher density and more efficient use of land in the city centre.

#### Wind Turbulence

Policy DM27 of the Site allocations development management policies states that development will be expected to minimise the negative effects of wind including wind turbulence and funnelling.

The Urban Living SPD also provides guidance on understanding the pedestrian level wind effects from development. The SPD sets out when wind assessments should be carried out. It states that buildings proposed on exposed sites with large frontages to southwest or northeast tend to be the ones that are most sensitive to wind issues. Also, buildings near frequently used areas (e.g. train stations) or those that may be used by vulnerable pedestrians (e.g. hospitals and schools) require careful attention. It goes on to advise that a degree of judgement has to be exercised but follows the general advice provided in London Planning advice note that mitigation measures need to be assessed for buildings over 10 storeys.

While this development does not propose buildings of 10 storeys or more, the applicant has still provided a wind report which has been produced by WSP. This report's aim is to assess the pedestrian-level wind environment around the development against comfort and safety criteria. The report pays particular attention to pedestrian access routes, seating areas, as well as building drop-offs and entrances. Additionally, an assessment of the amenity areas and roof terraces within the

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scheme is also included.

The report states that the assessment methodology consisted of a detailed 'Computational Fluid Dynamics (CFD) study' which was used to provide a quantification of the pedestrian wind environment at locations such as access routes, building entrances and terraces/balconies. The study combines numerically-obtained pedestrian level wind speeds at key areas within and around the site of the development with long-term wind frequency statistics from the nearest weather station to determine the probability of local wind speeds exceeding comfort and safety thresholds for a range of common pedestrian activities.

The report goes on to state that pedestrian-level wind environment in an urban setting will depend on the general wind conditions, as well as on the effects of the urban environment itself.

Within the Site, while most of the areas at ground floor level are considered to be safe for all pedestrians, the results showed two localised safety exceedances at Receptors 19 (proposed amenity area) and 26 (proposed pedestrian walkway). The assessment also indicated a safety exceedance below Block's D south-facing east-side 1st floor balcony. Therefore, local mitigation will be required to address the identified exceedances of the criteria at these areas.

The results showed that the majority of the proposed balconies and potentially accessible terraces do not exceed the recommended criteria for safety. However, there are some exceptions where the wind speeds exceed the threshold of 15 m/s for more than 0.025% of the year, and therefore, mitigation will be required.

The results of the safety assessment indicated that, within the area surrounding the site, the recommended criteria for safety are not exceeded and the area is safe for all pedestrians.

A mitigation strategy will be required to address the windy locations identified both at pedestrian and elevated levels. Generally, mitigation measures can include trees and landscape features (which are excluded from the assessment to present the worst-case scenario), recessed entrances, wind breaks and entrance canopies at ground level. For the balconies and terraces, varying balustrade configurations, including porous and solid elements and increasing their height, can help reduce wind speeds.

Therefore, a condition is recommended for a mitigation strategy to be submitted to and approved in writing prior to the occupation of the development. This will ensure that that wind turbulence is reduced as much as possible to create a comfortable environment.

#### Impact on sailing club

Following receipt of the public consultation responses the wind report was updated to include an assessment of impacts on the Baltic Wharf Sailing Club. The club raised concerns whether the height of the proposed scheme would affect the wind achievable on the water and consequently, impact on the sailing activities on the harbour

The applicants conducted a wind microclimate assessment of the Baseline Scenario and measured the impact of the proposed development comparing existing relative wind speeds around the sailing club's harbourside and on the water to those achieved in the Proposed Scenario. The assessment, which focused on the most frequent wind directions, demonstrates that in the Proposed Scenario there will be a marginal increase in wind speeds on the water and a decrease in wind speeds around the harbourside area.

There will be additional mitigation measures undertaken to further reduce the impact upon the wind speeds around the harbourside, these will be included within the mitigation strategy conditioned.

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Therefore, subject to condition for a mitigation strategy the proposal complies with planning policy DM27.

**(E) WOULD THE PROPOSAL CONSTITUTE AN ACCEPTABLE LIVING ENVIRONMENT FOR ITS FUTURE OCCUPIERS/ ADJACENT NEIGHBOURS?**

Policy BCS21 of the Core Strategy, as well as requiring development to provide a good quality residential environment for future residents, but also requires new development to safeguard the amenities of existing residents.

The development will be located south of the existing residential development at Baltic Wharf. Due to the orientation of the buildings, the property has the potential to impact on sunlight to neighbouring properties and have an overbearing impact. Overlooking between the two sites also requires careful consideration.

Appendix B to the Urban Living SPD provides specific guidance for assessing daylight and sunlight, stating that achieving adequate levels of daylight and sunlight into the buildings and external spaces where we spend most of our time contributes to our health and wellbeing. It confirms that the most commonly used guidance on such matters is that published by the Building Research Establishment (BRE), which contains nationally applicable best practice guidelines on the levels of daylight and sunlight that existing and new development should follow.

Appendix B of the Urban Living SPD acknowledges a more flexible approach to achieving daylight and sunlight standards for dense urban environments (which this site is considered to be within given its central location), while still maintaining liveable environments. It recommends an approach which allows an assessment of daylight and sunlight targets to be informed by comparative contextual analysis.

BRE Report 209, "Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice" outlines the approach for three tests to assess whether adequate levels of daylight can be achieved as a result of a development proposal, based upon Vertical Sky Component (VSC), Average Daylight Factor (ADF) and No Sky Line (NSL).

VSC is a measure of the amount of diffuse daylight reaching a window. In respect of VSC, the BRE guide explains that diffuse daylight may be adversely affected if, after a development, the VSC is both less than 27% and less than 0.8 times its former value.

ADF is a measure of the amount of daylight in the affected room. The BRE guide recommends an ADF of 5% or more if there is no supplementary electric lighting, or 2% or more if supplementary electric lighting is provided. There are additional minimum recommendations for dwellings of 2% for kitchens, 1.5% for living rooms and 1% for bedrooms.

The BRE guide explains that the daylight distribution, assessed by plotting the position of the existing and proposed 'No Sky Line' (the point within the affected room where the sky can no longer be viewed) of a neighbouring property may be adversely affected if, after the development, the area of the working plane which receives direct skylight is reduced to less than 0.8 times its former value. In respect of sunlight, an assessment should take account of the Annual Probable Sunlight Hours (APSH). APSH is amount of sunlight the affected window can receive with and without the new development. The BRE guide explains that sunlight availability may be adversely affected if the centre of the window: receives less than 0.8 times its former sunlight hours during either period (summer or winter).

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A Daylight and sunlight assessment has been carried out by Hydrock, and a further addendum was submitted to review the concerns raised.

In addition, the assessment has carried out an impact assessment on the following neighbouring buildings-

- 25 – 28 Westbrooke Court;
- 30 – 34 Westbrooke Court;
- 37 Cumberland Close;
- 38 Cumberland Close;
- 1 Weare Court
- 4 Weare Court
- 5 – 10 Weare Court; and
- 11 – 14 Weare Court.

The assessment states that following an initial review the design of the scheme was amended in particular blocks C and D, the applicant states that a pitched roof on block D was replaced with a flat roof to reduce the overall height. They also advise that they have lowered the height to the parapet wall of block C.

#### Daylight and Sunlight

The proposal will clearly have an impact on some of the existing neighbouring dwellings, but the conclusions of the assessment advice that windows at 25 – 28 Westbrooke Court would experience a reduction in VSC, however this is within the limits deemed acceptable by the BRE.

30 – 34 Westbrooke Court, 15 of the 28 windows tested will experience a reduction in skylight outside of the recommended levels, and to the ground floor levels in particular. The report states that VSC performance for the majority of windows is still very high (> 27) irrespective of whether the development is in place.

The proposed development will cause skylight reduction to 37 and 38 Cumberland Close, especially the lower levels. The VSC reduction factors for the ground floor windows only fall marginally outside of the guidelines with the low VSC being attributed to high levels of existing vegetation obstructing the window.

The three storey townhouses along Weare Court experience minor adverse impacts on skylight reduction, again predominantly to the lower levels, with the first and second floors still receiving high VSC performance. The ground floor experiences lower VSC results though reduction to these windows is just outside of the guidelines due to high levels of vegetation. The quality of daylight (ADF/NSL) within the spaces is still exceeding guidelines for the majority of cases.

In regards to the units proposed, the proposed changes to the development's elevations have improved the majority of living space daylighting results compared to the previous designs. The alterations include:

- Introduction of additional windows, and relocation of window and balconies on the eastern facade of Block B;
- Enlargement of balcony windows on the western façade of Block B;
- An increase of the window head height, and the introduction of additional windows to Block C;
  - The introduction of additional windows to Block E;
- The introduction of additional windows, and relocation of balcony doors on the western façade of Block F; and
- Enlargement of windows on the eastern façade of Block F

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The majority of units are achieving the annual probable sunlight hours criteria, with 69% of spaces having an acceptable sunlight access. The BRE guidance encourages maximising sunlight performance and minimising north-facing units, where possible. However, as the site is bordered to the north by the Floating Harbour, the development has been designed in a way to enhance the open northern view.

The majority of units are achieving the No Sky Line criteria, with 81% of spaces having a direct view of the sky in 80% of the room, compared to 75% previously. In addition to the increased pass rate, a number of bedrooms which do not achieve the criteria are now only failing marginally, and therefore can be considered as have an acceptable amount of daylight entering the space

The vast majority of units are achieving the Annual Daylight Factor criteria, with 77% of spaces having a direct view of the sky in 80% of the room, compared to 60% on the original designs prior to amendments. A number of rooms that are not achieving the required ADF level are only failing marginally, and therefore can be considered as providing acceptable daylight levels within the space. This would result in 11% more rooms receiving suitable daylight, which is 88% of spaces overall.

Overall the design amendments improve the daylighting provided within the proposed spaces, both in terms of No Sky Line and Average Daylight Factor, as well as the sunlight access available in each space. The vast majority of spaces receive adequate levels of daylight and sunlight, with a few falling just below the guidelines due to the limited options for internal layouts within the development. The BRE BR209 guidance should be applied flexibly, taking into account site location. As the Baltic Wharf site is located within the Bristol City Centre area, daylight access levels should be considered alongside other site benefits such as pre-existing infrastructure and housing requirements.

#### Overlooking

The development introduces a number of windows which will overlook neighbouring gardens and houses to the existing houses and flats to the north.

The window to window distance between the development and Westbrooke Court would be over 26m to the neighbouring windows. This is an acceptable distance in an urban context and would not create unacceptable overlooking.

The window to window relationship between Wear Court and the development has the closest distance within new windows within 18 m of the existing.

The general rule of thumb for window to window distances is 21m but this does vary across the country with some Local Planning Authority allow between 18-20m. These distances are noted to be rather crude measurements which can have a negative impact on increasing density in urban areas. Therefore, a slight relaxation to the distances that are considered acceptable is reasonable in this urban context, particularly as increase in density on brownfield sites is strongly promoted by the Local Plan and the Urban Living SPD.

Therefore, whilst it is acknowledged that there are likely to be some impacts upon the adjacent properties these are considered to be minor adverse, there is sufficient distances between the existing properties and the proposed particularly within the urban context to ensure there is no unacceptable overlooking. Therefore, the proposal complies with policy BCS21.

#### Health

Policy DM14 states that for residential developments of 100 or more a Health Impact Assessment will be required, and development should contribute to reducing the causes of ill health, improving health and reducing health inequalities within the city through, addressing any adverse health impacts; and



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providing a healthy living environment; and promoting and enabling healthy lifestyles as the normal, easy choice; and providing good access to health facilities and services. Developments that will have an unacceptable impact on health and wellbeing will not be permitted.

A health impact assessment has been submitted as part of the application, which assessed the performance of the Development has been assessed against 11 key health themes:

- Housing quality and design;
- Access to healthcare services and other social infrastructure;
- Access to open space and nature;
- Air quality, noise and neighboured amenity;
- Accessibility and active travel;
- Crime reduction and community safety;
- Access to healthy food;
- Access to work and training;
- Social cohesion and lifetime neighbourhoods;
- Minimising the use of resources; and
- Climate change.

The conclusions of the assessment found the development to have a positive health effect in relation to the majority of the key health themes. With the development designed to provide a high quality, attractive and healthy environment for future users, and careful consideration given to ensure a balanced, new community which meets local housing need and provides for all needs of the with generous amounts of green space and new planting.

The conclusions further state that to meet community needs and local targets, 66 affordable units are proposed which should help to address the existing deprivation currently experienced within the surrounding area of the site in access to affordable living.

Access considerations within the design of the development will promote active and sustainable travel, including a new attractive and safe public route through the centre of the site that connect to the wider area, including the Harbourside and Chocolate Path. The amenity spaces, cycle parking provision, accessibility and the new public route through the Site will provide a range of beneficial health effects. The adverse effects identified can be mitigated ensuring no residual impacts.

Therefore the proposal complies with Policy DM14 in relation to health impacts.

**(F) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES**

Policy BCS10 and DM23 seek to ensure that development will not give rise to unacceptable traffic conditions. The proposal has been reviewed by the Transport Development Management (TDM) and the following includes their assessment:

*The Highway network*

The site is accessed by means of a vehicle crossover on Cumberland Road which is subject to a 20mph speed limit and provides access to Avon Crescent and Brunel Way (A3029) to the west and Commercial Road to the east. There are double yellow lines along with a partial no loading ban immediately outside the site that operates Monday to Friday from 7am to 10am and 4pm to 6.30pm. There are coach bays opposite, although these are temporarily closed during reconstruction of the Chocolate Path. 2km walking and 5km/8km cycling isochrones have been submitted along with a list which demonstrates that there are a range of facilities, including significant retail and employment opportunities with walking/cycling distance. The nearest local centre located on North Street, which has a range of retail facilities as well as a primary school, is approximately 700m south of the site via

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Vauxhall Bridge. Although the site currently does not benefit from a direct route to the Harbourside Walk, this can easily be reached by means of the neighbouring public car park that serves the Sailing Club and The Cottage pub. Harbourside Walk offers a mainly car-free route right along the Floating Harbour to the city centre. There is also the Chocolate Path which runs alongside the southern side of Cumberland Road.

This forms part of National Cycle Route (NCR) 33 and offers connections via the city centre to cycle routes all over the city. Cumberland Road also forms part of the M2 Metrobus route which runs from Long Ashton Park & Ride to Cabot Circus. The nearest stops are 135m (westbound services) and 230m (eastbound services). Bristol Temple Meads Station is approximately 2.8km to the east equating to a 35 minute walk or a 9 minute cycle. This provides links to a range of local and national destinations including Bath, Cardiff, Exeter, Gloucester, London, Swindon, Reading and Weston Super Mare. There are currently three car clubs at Hanover Place, Beaufey Road and Hamilton Road, all within a 10 minute walk of the site. To date between the 1st of April 2015 and the 1st of April 2020 there have been just two recorded accidents within the immediate vicinity of the site. Neither of these occurred at the site access point and only resulted in slight injuries being sustained. This section of the Transport Assessment concludes that the site is a very accessible location offering in particular cycling, walking and public transport opportunities for future residents to reach local facilities. TDM concurs with this assessment.

*Trip generation*

To ascertain the mode share and how future residents could travel, travel to work data for the Bristol 032G Lower-layer Super Output Area (LSOA) was consulted. When applying this to the data from TRICS it indicates that just 43 two way car trips would be generated during the am peak and 45 during the pm peak, with the bulk of all two-way trips being made by sustainable forms of travel, chiefly walking and cycling. In the case of the commercial units as the final usage is not yet known the TRICS category of pubs/restaurants for sites up to 1,000m<sup>2</sup> has been used as this would create a significant number of two-way trips compared to other usages and is therefore considered to provide a robust assessment. The same criteria were applied regarding the location and omitting sites in Greater London.

This found that no two-way person trips would be generated during the am peak (although this assumes that site would not be open serving breakfasts) and that during the pm peak 50 two-way person trips would be generated. As the site will be not be providing any commercial parking an assumption has been made that any two-way trips will be by sustainable modes of transport. This assumption however fails to take into consideration the adjacent public car park. However, given the likely number of two-car car trips that would be generated is likely to be limited, TDM considers that it is not likely to have a significant material impact on the surrounding highway network.

*Effect of the Development on the Local Transport Network*

To determine the effect of the two-way car trips on the surrounding highway network, junction modelling has been carried out. Due to the pandemic it was not possible to collect representative data, so data recorded by the Council in 2015 has been used. Whilst this is data is rather old the applicant considers it is robust given the measures taken within the city centre to reduce traffic flows. Using origin and destination data derived from the 2011 Census and applying this to the two-way car trips, this forecast that 59% of these trips will travel to/from the east and 41% from the west. Analysing this data using PICARDY, it found that there would be minimal delays and it would have no material effect on local junctions. However, since this analysis was undertaken TDM has learnt that a bus gate is likely to be installed in the vicinity of Gas Ferry Road as part of the Clean Air Zone (CAZ). This would prevent vehicles from travelling eastbound. Given the relatively low number of two-way vehicle trips this is not considered to be a problem and at the moment there is no guarantee that the bus gate will be installed.

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The Transport Assessment concludes that given the fact that the site is in a very accessible location, with relatively low two-way car trips the proposals are unlikely to have a significant material impact on the surrounding highway network. TDM concurs with this assessment. The applicant has stated that they are committed to ensuring the site is as sustainable as possible and that they will actively encourage future residents to walk, cycle or use public transport over single person car trips. Whilst viability does play an issue in terms of the added value to flats with allocated parking spaces, the amount of on-site parking should be reduced as far as possible to further encourage the take up of active travel.

#### Access

Vehicular access to the site will continue to utilise the existing vehicle crossover which the applicant proposes to widen. To avoid the risk of residents being injured in slips, trips or falls the footway will be resurfaced and if necessary reconstructed for the full width of the site as there is evidence of surface cracking. The applicant has agreed to undertake all of these works through entering into a Section 278 Agreement with the Council.

The route from the Harbourside Walk, Cumberland Road and through the site must be clearly signed. Signage must also be provided at the top and bottom of the ramps to tell cyclists that they must get off their cycles to avoid the risk of any conflict with pedestrians. The applicant has agreed to designate the route through the site as a permissive route, which is to be welcomed. None of the route through the site or the loading bays/access points to the car parks will be put forward for adoption which is acceptable.

#### Car Parks and parking

Due to the difference in levels across the site and the Environment Agency's requirements, the applicant proposes to provide two basements that will be utilised for car and cycle parking as well as the storage of waste and the siting of plant etc These will be accessed via two ramps for which swept path analysis has been submitted. The straight ramp to the western car park measures 4.6m wide, which in line with Manual for Streets is wide enough for two vehicles to pass each other. 0.3m wide buffers are provided either side to prevent vehicles from hitting the retaining walls as they travel up and down. Due to the need to reorganise the eastern car park to retain a number of trees it is not possible to provide a ramp that is wide enough for two vehicles to be able to pass each other. As a result the applicant proposes to provide a management /control system which will feature signals and a passing place at the top and bottom of the ramp.

Consequently, should a vehicle arrive whilst another is exiting the car park the former will be directed by a red light to remain at the top of the ramp and vice versa. To prevent unauthorised users from accessing the carparks roller shutter doors will be provided. Residents with parking bays will be issued with a fob to control these. Highway Officers consider that this is acceptable.

The applicant proposes to provide parking for 74 vehicles, with six blue badge bays. A significant number of objections have been raised regarding the amount of parking, most saying that the amount proposed is insufficient. As the site is within the Spike Island Residents Parking Scheme, Advice I044A) Restriction of Parking Permits – Existing Controlled Parking Zone/Residents Parking Scheme, must be applied. This will prevent residents from being able to obtain residents parking permits, thereby addressing concerns regarding overspill parking. To further support low car ownership, the applicant has agreed to fund a car club bay on Sydney Row and provide membership for all residents without onsite parking. 20% of the bays will have Electric Vehicle Charging Points (EVCP's) with the remaining having the necessary ducting; cabling and earthing to permit the installation of additional points should the demand arise.

As the site is located in a highly sustainable location it is difficult to raise significant objections to the number of parking spaces, particularly as the Local Plan does not promote minimum parking standards and the ethos of planning is to promote more sustainable forms of development.

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In terms of cycle storage, the applicant proposes to provide seven internal stores for residents that will be able to accommodate 310 cycles with a further store for the commercial units which will be able to house eight cycles. Each resident will have space on a Sheffield Stand with the remaining spaces being on two-tier racks. For visitor use 10 Sheffield Stands will be provided enabling an additional 20 cycles to be accommodated within the public realm

**Travel planning**

Due to the scale of the development a Travel Plan is required for which a Travel Plan Management and Audit Fee of £5,474 will apply. Alternatively, the Council can implement the Travel Plan on the applicant's behalf for an implementation fee of £144 per dwelling, equating to a total of £23,904. This will be secured by legal agreement.

To ensure an unrestricted vehicular visibility splay of 2.4m x 25m (based on 20mph speed limit) can be achieved; 9.5m of the existing rubble stone wall will be removed. To prevent the risk of pedestrian/vehicle conflict a dedicated footway will be provided into the site. Two further sections of the wall will also be removed to allow residents travelling on foot or by cycle to access the car park/amenity space on the right hand side of the site, Block E and the basement on the left hand side of the site as well as to service the proposed electricity sub-station, in the event of an emergency. Residents will also be able to access the car park/amenity space on the right hand side of the site via a gate off of Harbourside Walk. Both these access points will be controlled and should comply with Secured by Design standards.

**Waste**

The applicant proposes to store domestic waste within six bin stores on the lower ground floor with another for commercial waste which will be collected by one or more commercial contractors. In both cases an electric buggy will be used by the sites management company to transfer all the bins to a central store on the ground floor from where they will be collected. This arrangement will be secured in perpetuity through a Waste Management Plan which can be secured by condition. In order to comply with Bristol Wastes' requirements the number of bins has been increased. Commercial bin storage has been provided, although the end users are not currently known and additional storage may therefore be required.

Based on the advice from the Highway officers it is considered that the scheme does not raise any significant implications for the surrounding highway network and the development would provide a safe access onto the highway. The site is located in a sustainable location and would have a satisfactory level of parking and promote alternative modes of transport by including ample cycle storage and therefore complies with Policies BCS10, BCS15, DM23 and DM32.

**(G) WILL THE PROPOSED DEVELOPMENT MAKE AN ADEQUATE CONTRIBUTION TO THE SUSTAINABILITY AND CLIMATE CHANGE GOALS OF ADOPTED PLANNING POLICIES?**

Policies BCS13, BCS14, BCS15 and BCS16 of the adopted Core Strategy give guidance on sustainability standards to be achieved in any development, and what measures to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of a sustainability statement.

BCAP21 requires that account is taken of the opportunity to connect to nearby heat networks.

The application includes a detailed energy and sustainability strategy prepared by Meinhardt. This strategy sets out how the development will address policy BCS13-16 of the Local Plan.

The strategy states that energy demand will be reduced beyond part L building regulations by 6.6% through passive design and energy efficiency measures. The reduction will be achieved by a combination of measures to include the following-

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- Air tightness
- Minimising cold bridging
- Optimising g value of glazing to minimise heat gain and maximise natural daylight
- Communal heating to the building
- High efficiency ventilation systems including mechanical ventilation with heat recovery.
- Low energy lighting
- Smart meters

*District heating*

The statement advises that it would not be economical to provide a dedicated CHP system on site, but it is proposed that the development can link to a district heating scheme. The applicant has been advised that there is a planned network to serve the Spike Island Area. The development will prioritise connection to the planned network and this will achieve a further 10.3% saving over part I requirements.

In the short term allowance has been made in the development to be served from on site air and water source heat pumps.

The scheme will include 106sqm of solar panels which would generated 20.8kwp of power provided a saving on carbon emissions of 5.1%

Combining these two systems (panels and district heating) a total saving of 20.7% is predicted in carbon emissions. This meets policy requirements.

A BREEAM pre-assessment has been undertaken and submitted, this assessment has deemed the scheme as passed in regards to the impact of key environmental, social and economic sustainability objectives and is based on the established BREEAM methodology.

Further details, regarding the position of PV solar panels will need to be secured, but as this can be done by condition, there are no objections on these grounds.

The broadband connectivity statement confirms that superfast broadband can be provided to the site. A condition securing this would be applied in the event of an approval.

**(H) WILL THE PROPOSAL HAVE A HARMFUL IMPACT ON TREES, WILDLIFE AND ECOLOGY IN THE SURROUNDING AREA?**

The NPPF requires the decision-making process to contribute to and enhance the natural and local environment, by recognising its character, minimising the impacts of development and by requiring remediation and mitigation where appropriate. It states that planning permission should be refused where significant harm to biodiversity cannot be avoided, adequately mitigated or, as a last resort, compensated for.

Policy BCS9 states that individual green assets should be retained wherever possible, and that development should incorporate new or enhanced green infrastructure of an appropriate type, standard and size.

Policy DM15 highlights the importance of sustaining and enhancing the natural environment and encourages developments to contribute towards the Green Infrastructure Network. The policy sets out the health benefits of green infrastructure provision and includes the provision of additional and/or improved management of existing trees to assist in mitigating run-off and flood risk, providing shade and shelter to address urban cooling, and creating a strong framework of street trees to enclose or mitigate the visual impact of a development.

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Policy DM17 seeks to protect Important Open Spaces, Unidentified Open Spaces, Urban Landscape and Trees and recognises the role these features have in providing landscape and visual amenity quality.

Policy DM19: Development and Nature Conservation states that: "development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to:

- Be informed by an appropriate survey and assessment of impacts; and
- Be designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance
- Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network.'

Further to this policy DM19 specifies that protected species are subject to separate legislation which determines appropriate development and approaches to mitigation. Protected Species legislation will need to be met before planning permission can be granted.

The application includes an arboricultural method statement and impact assessment prepared by TEP, which was further updated and submitted in January 2024.

The Impact assessment outlines that a total of 102 individual trees, 1 group of trees and 3 hedges are within influencing distance of the site.

The report states that the tree population comprises a large number of medium sized, planted, amenity trees throughout the site forming several contiguous groups. The report classes them as generally moderate quality and provide a considerable amount of tree canopy cover within a relatively small area.

A total of 82 individual trees and 124m of hedgerow will be removed as part of the development.

A scheme of new planting is proposed, including 65 new trees within the site and it is anticipated that 10 new trees in adjacent public domain along quayside walk and Cumberland Road, but further assessment by BCC Parks Management will be required prior to delivery to ensure no underground services could be impacted. This would result in a net loss of tree cover, the shortfall of which would be made up with a commuted sum covering planting of an additional 152 new trees in line with the Bristol Council's Tree Replacement policy.

A significant number of objections have been raised by third parties to the removal of the trees being contrary to policy BCS9 which states that individual green assets should be retained wherever possible and integrated into new developments.

In response to the objections the applicant has provided an analysis of tree retention document which provides a review of options for retaining a greater number of boundary trees and hedging along the harbour front has been undertaken. In addition, consideration has been given to the retention of all trees within the centre of the site and the impact that this would have on the development area.

The applicants' analysis reviewed options for further tree retention, this report states that adopting a restrictive development approach to avoid impacting the majority of existing trees would result in a poor quality development pattern of limited scale and compromised public amenity and access. This would clearly limit development and significantly reduce the quantity of development on the site, which would have implications for the total number of units and potentially result in a form of development which is not of a sufficient scale nor of a high density.

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As the applicant has advised the scheme is already not viable, and therefore a further reduction in units would likely result in a scheme which would never be built.

While the loss of trees is significant, this negative impact of the development has to be weighed against the benefits.

The Arboricultural Officer has no objections to the proposals, subject conditions and to the provision of contributions to the off site provision of trees. However, does comment that given the significant replacement trees required due to the loss on site, there is the potential difficulty in finding enough open ground planting sites for the 162 offsite trees that are proposed in the surrounding. At the time of writing this report sufficient greenfield sites for 40 of the replacement trees have been identified by Parks Services and therefore the lower rate will be applicable for these, and the remaining 112 for the higher rate.

The officer also states that the tree protection plan and arboricultural method statements provided are sufficient to protect the trees to be retained onsite.

Whilst it is recognised that there is a significant number of trees to be lost on site, there will be further benefits gained from the site in terms of further tree planting, (leaving a reduction overall of 17 trees), additional landscaping throughout the site and the provision of 162 off site replacement trees.

### *Ecology*

Ecological mitigation is required to meet the requirements of the National Planning Policy Framework (NPPF). The National Planning Policy Framework (2023) states in paragraph 174(d) that planning decisions should minimise impacts on and provide net gains for biodiversity.

Whilst it was not required by policy or legislation at the time of submission, the scheme originally submitted Natural England's Biodiversity Net Gain (BNG) biodiversity metric 3.0 to develop ecological mitigation proposals, this has further been updated through documents received in December 2023 to provide a Biodiversity Metric Calculation 4.0 this concluded that the proposals for the site are demonstrated to provide 38.31% Biodiversity net gain in area habitat units and 65.22% net loss in hedgerow habitats. A related BNG report has been provided.

The Council's Ecologist stated that the area habitat net gain needs to be reassessed by the applicant with regards to tree coverage and delay to habitat creation, and the net loss in hedgerow habitats needs to be remedied. Appropriate justification for the net loss of hedgerow habitat has not been provided. Without a net gain in both area and hedgerow habitats, an overall net gain in biodiversity is not being achieved on this site. The applicants are reviewing the BNG calculations and will be resubmitting prior to Committee, revised Ecology comments and an update will be provided to Committee in an Addendum. Should the calculations demonstrate that there is not an overall net gain in biodiversity then offsetting will be required and can be conditioned.

In addition, a preliminary Ecological appraisal and update have been submitted, which recommended that an aerial inspection of tree T2 if it will be unavoidably impacted by development proposals. Given that tree T2 is proposed for removal to facilitate this proposed development further bat survey work is required on this tree. Further nocturnal roost surveys or a precautionary method of felling under the supervision of a licenced bat ecologist will be required if the tree has bat roost potential.

The updated ecology note also recommended that a single nocturnal roost survey will be required on buildings B1 and B2 which were classified as having low bat root suitability. It was agreed in a meeting with the applicant's ecologist (The Environment Partnership) and BCC on 20<sup>th</sup> February that, if this application is granted prior to the bat survey season commencing (May) further survey work and

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application for the relevant license (if required) will be carried out and this will be conditioned (requiring the applicant to produce a Favourable Conservation Method Statement (FCMS))

The site has also submitted the Building with Nature – Summary of Award. Which states ‘*The proposals for the development of 166 homes with commercial space for social and arts provision in Spike Island, Bristol includes an effective range of connected green infrastructure features which link with the wider environment and are designed to benefit people and wildlife. This Summary of Award confirms that opportunities for multifunctionality have been successfully incorporated into the design and the Project has adopted a context driven approach as evidenced in the Assessment and supporting information. It is clear from the Assessment that the BwN Assessment process will help to improve the delivery of a network of high-quality multifunctional green infrastructure features. As a result, it is possible to say that this Project is on track to deliver positive outcomes for people and wildlife.*’

**(I) DOES THE PROPOSED DEVELOPMENT SECURE A PACKAGE OF PLANNING OBLIGATIONS TO OFFSET THE IMPACT OF THE DEVELOPMENT ON THE LOCAL INFRASTRUCTURE?**

Policy BCS11 of the Core Strategy requires that planning obligations should be secured through the planning process in order to offset the impact of the proposed development on the local infrastructure.

With the exception of site specific requirements, this policy is met through the application of the Community Infrastructure Levy (CIL) which is mandatory. The requirement for the residential units is £1,717,597.97 and for the commercial element it is £137,115.16. The total for the development is likely to generate £1,854,713.13.

With regard to financial contributions the applicant has agreed to provide in principle, amongst others tree replacement, fire hydrants in a bilateral S106 Agreement. In addition, the applicant will be contributing towards the Bristol Avon Flood Strategy

However, the level of contributions are still subject of deliberations at the time of writing this report. The heads of the terms and conditions would also be secured under the S106.

## CONCLUSION

The application represents a mix of residential and commercial development on brownfield land that is recognised as previously developed land.

The development will create a range of mix of accommodation, as well as provide 40% affordable housing on the site and in this respect, is regarded to be fully in accordance with Core Strategy Policy which includes securing significant new homes in the central Bristol. The commercial elements within Buildings A and B on the ground floor will provide active frontage to the quayside path and floating harbour.

The proposed development would provide an adequate level of amenity for its future users, whilst it has been established that the design, scale and orientation of the development would not have any adverse impact given its location, albeit will alter the views across the floating harbour to the south.

The nature of the proposed development does not pose any highway safety concerns, and is considered to be a low car, sustainable development. There will be no further impact upon the highway network surrounding the site and given the existing residents parking permits on the streets surrounding there will be no overspill of parking impacting neighbouring properties. There is sufficient cycle parking proposed and the site will provide an additional route through from Cumberland Road to the Floating Harbour for pedestrians.



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The proposal broadly complies with the local plan policies in regard to sustainability and climate change. The applicant has agreed to connect the development to the district Heat network in accordance with the policies.

It is acknowledged that the site is located on flood zone 3 however, the details provided within the FRA and supporting technical details, alongside no outstanding objections from the Environment agency nor LLFA, Council Officers are satisfied that the proposal would be made flood resilient and also not increase flood risk elsewhere. It is considered that the development is safe from flooding until 2070 and thereafter the development is considered safe for its lifetime following the implementation of BAFS. Likewise, the required access and egress to the site that to allow for the voluntary and free movement of people during a 'peak flood' can be achieved, with only a limited time when Cumberland Road is considered impassable for an hour when the residents can seek shelter within their properties.

It is noted that there is a significant loss of existing trees from the site, however 65 trees will be replanted on site, with S106 obligations requesting for 152 tree replacements to be provided off site. There will be a loss of the hedgerow along the northern boundary, further enhancements in regards to hedgerow replacement and landscaping can be provided via condition. The site will provide additional ecological enhancements, other than tree canopy, than is currently on the site.

With regards to the impact of the proposal on heritage assets and the Conservation Area, officers have concluded that the proposal would result in less than substantial harm. It has been established that the reduced height of the development on the southern side would not have any impact on the setting on the views from Vauxhall Bridge.

The scale of the development would have some harm albeit less than substantial given the location and characteristics of the existing site. in accordance with paragraph 201 of the NPPF this harm should be weighed against the public benefits of any development. It is considered in this case that any harm would be outweighed by the wider public benefits which includes the reuse of the brownfield sustainable site contributing to the much needed residential accommodation at a high density, including quality affordable housing, also contributing public realm to the area and community uses to the ground floor. Given the level of harm identified, these benefits are considered adequate to outweigh the less than substantial harm to the significance of the heritage assets.

**EQUALITIES IMPACT**

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equality Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equality Act 2010.

**RECOMMENDED GRANT subject to Planning Agreement****Time limit for commencement of development****1. Full Planning Permission**

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

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by

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Section 51 of the Planning and Compulsory Purchase Act 2004

**Pre commencement condition(s)****2. Construction Management Plan**

No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- o 24 hour emergency contact number;
- o Hours of operation;
- o Parking of vehicle of site operatives and visitors (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction);
- o Routes for construction traffic;
- o Locations for loading/unloading and storage of plant, waste and construction materials;
- o Method of preventing mud being carried onto the highway;
- o Measures to protect vulnerable road users (cyclists and pedestrians)
- o Any necessary temporary traffic management measures;
- o Arrangements for turning vehicles;
- o Arrangements to receive abnormal loads or unusually large vehicles;
- o Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development

**3. Construction Environmental Management Plan (CEMP)**

No development shall take place, other than works of demolition, until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the local planning authority. Development shall thereafter be carried out in accordance with the approved CEMP. The CEMP shall include, but is not confined to:

- contact details for the responsible person (site manager/office) who can be contacted in the event of any construction related issue and a 24 hour emergency contact number.
- details of site working hours during demolition and construction, including procedures for emergency deviations.
- site management arrangements, including on-site storage of materials, plant and machinery; on-site parking and turning provision for site operatives, staff, visitors and construction vehicles; and provision for the loading/unloading of plant and materials within the site, including timing of deliveries and arrangements to receive abnormal loads or unusually large vehicles.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- measures to prevent mud and debris being carried onto the adjacent highway, including wheel and chassis underside washing facilities.
- measures to control and monitor the emission of noise, dust and vibration.
- a flood warning and evacuation plan.
- measures to protect vulnerable road users (cyclists and pedestrians).
- any necessary temporary traffic management measures.
- a method statement for the prevention of contamination of soil and groundwater, including details of on-site storage of fuel, oils and chemicals etc.
- a construction waste management plan that identifies the main waste materials expected to be generated by the development during construction, together with measures for dealing with such materials so as to minimise waste and to maximise re-use and recycling.
- arrangements for controlling the use of site lighting, whether for safe working or for security purposes, and hours of operation.

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Reason: In the interests of the amenities of surrounding occupiers during the construction of the development and the interests of highway safety.

#### 4. Energy and Sustainability in accordance

The development hereby approved shall incorporate the energy efficiency measures, renewable energy, sustainable design principles and climate change adaptation measures into the design and construction of the development in full accordance with the Energy and Sustainability Statement (By Meinhardt dated 17<sup>th</sup> September 2020) prior to occupation or use commenced. A total 20% reduction in carbon dioxide emissions beyond Part L 2013 Building Regulations in line with the energy hierarchy shall be achieved, and a 20% reduction in carbon dioxide emissions below residual emissions through renewable technologies shall be achieved.

Reason: To ensure the development incorporates measures to minimise the effects of, and can adapt to a changing climate.

#### 5. Heat Networks - Future proofing

Prior to commencement, detail demonstrating proposed measures to future-proof the development for connection to a future district heat network shall be submitted to and approved in writing by the Local Planning Authority. The development shall be constructed and thereafter maintained in accordance with the approved details.

Reason: To ensure the development contributes to minimising the effects of, and can adapt to a changing climate.

#### 6. Sustainable Drainage System (SuDS)

No development shall take place until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be implemented in accordance with the approved Sustainable Drainage Strategy prior to the use of the building commencing and maintained thereafter for the lifetime of the development.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal is incorporated into the design and the build and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal

#### 7. Further details before relevant element started

Detailed drawings at the scale of 1:20 of the following shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

- a) Typical window openings, including cills, reveal, heads, frame and panelling
- b) Main pedestrian entrances, including details of steps, handrails, soffits, shopfronts and any security measures
- c) All material junctions on elevations
- d) Roof level details, including eaves, parapets and rainwater goods and details regarding living roofs
- e) Any gates, bollards or boundary treatments
- f) Lighting fixtures and furniture

Reason: In the interests of visual amenity and the character of the area.

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## 8. Sample Panels before specified elements started

Sample panels of all external materials demonstrating the colour, texture, face bond and pointing are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved details before the building is occupied.

Reason: In order that the external appearance of the building is satisfactory.

## 9. Bat survey and mitigation

Condition to follow

## 10. Protection of Retained Trees during the Construction Period

No work of any kind shall take place on the site until the protective fences and ground protection have been installed around the retained trees in the position and to the specification shown on the Tree Protection Plan D8074.02.103. Once installed photos should be electronically sent to the Local Authority Case Officer, shall be submitted to and approved in writing by the LPA in order that the council may verify that the approved tree protection measures are in place when the work may commence. The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes. If any retained tree is removed, uprooted or destroyed or dies, replacement planting will be sought in line with the Bristol Tree Replacement Scheme (Policy DM17) Under no circumstances should the tree protection be moved during the period of the development and until all works are completed and all materials and machinery are removed. Landscaping works within protected areas is to be agreed with the Local Planning Authority and carried out when all other construction and landscaping works are complete.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area in line with Policy DM17.

## 11. Arboricultural method statement and cellular confinement systems During construction

The applicant/developer shall ensure that all works within the root protection area of retained trees, including the specified root pruning and the installation of the cellular confinement system must follow the detailed methodology with the TEP arboricultural method statement. In the instance that major roots are found then further consultation with an arboriculturist will be required, any changes to the specified methodology must be agreed in writing by the local planning authority.

Reason: To protect the retained tree from damage during construction and in recognition of the contribution which the retained tree gives and will continue to give to the amenity of the area.

## 12. Details of photovoltaics

- a) Prior to commencement, details of the proposed PV system including location, dimensions, design/ technical specification together with calculation of annual energy generation (kWh/annum) and associated reduction in residual CO<sub>2</sub> emissions shall be provided within the Energy Statement.

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b) Prior to occupation the following information shall be provided:

- Evidence of the PV system as installed including exact location, technical specification and projected annual energy yield (kWh/year) e.g. a copy of the MCS installer's certificate.

- A calculation showing that the projected annual yield of the installed system is sufficient to reduce residual CO<sub>2</sub> emissions by the percentage shown in the approved Energy Statement.

Reason: To ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

### 13. Wind Mitigation detail

Prior to commencement, full details of the proposed wind mitigation across the site, including additional measures in areas identified within the wind report, to ensure alleviation for both pedestrians and occupiers of the proposed residential units from increased wind impacts from the development.

Reason: In the interests of the amenities of the occupiers and general public in the area.

### 14. Water Efficiency

No development approved by this permission shall commence until a scheme for water efficiency has been submitted to and approved in writing by the Local Planning Authority. The scheme will demonstrate a standard of a maximum of 110 litres per person per day is applied for all residential development. The scheme shall be implemented in accordance with the agreed details.

Reason: This condition contributes to sustainable development and meeting the demands of climate change. Increased water efficiency for all new developments also enables more growth with the same water resources.

### 15. Contaminated Land

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall be implemented as approved.

Reason: To prevent pollution of controlled waters.

## **Pre occupation condition(s)**

### 16. Flood Risk Assessment/Drainage

The development shall be carried out in accordance with the submitted flood risk assessment (ref: 14075-HYD-XX-XX-RP-FR-0001), particularly paragraphs 4.2.1.1 and 4.2.1.2 and on the following drawings:

- 01709\_JTP\_DR\_MP\_PP\_A\_LG\_1100\_Level LG Proposed Plan\_P5,
- 01709\_JTP\_DR\_MP\_PP\_A\_UG\_1101\_Level UG Proposed Plan\_P5,
- 01709\_JTP\_DR\_MP\_PS\_A\_1300\_Building Sections A,B&C\_P4,
- 01709\_JTP\_DR\_MP\_PS\_A\_1301\_Building Sections D,E,F&G\_P4,
- 01709\_JTP\_DR\_MP\_PS\_A\_1302\_Context Sections 1-1,2-2,3-3\_P3.

The development shall incorporate the following mitigation measures detailed within the above documents:

1. Finished floor levels on the lower ground floor level shall be set no lower than 8 metres above Ordnance Datum (mAOD).

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2. Finished floor levels for residential areas on the upper ground floor level shall be set no lower than 10.97 metres above Ordnance Datum (mAOD).
3. Finished floor levels for the commercial space on the upper ground floor shall be set no lower than 10.295mAOD in Block A or 10.755mAOD in Block B. As shown in the drawings above.
4. Ground levels for the external landscaped areas shown on the above drawings shall be set no lower than 10.97mAOD.
5. A sequential approach to the site shall be used, including locating:
  - o All more vulnerable uses at or above 10.97mAOD.
  - o Only less vulnerable uses on the lower ground floor as shown in the above drawings.
6. Internal access to the residential areas on the upper ground floor level from the lower ground floor level must always be available, as shown in the drawings above.
7. External access to the raised ground between blocks and the road from the lower ground floor level must always be available, as shown in the drawings above.
8. External doorways to provide access and egress from the upper ground floor level to the raised ground between buildings and to the road must always be available, as shown in the drawings above.
9. The resilience measures outlined in the FRA paragraph 4.2.1 should be utilised within the development as specified:
  - o Solid floor construction and finishes
  - o External and internal walls constructed of materials with low water penetration, good drying ability, and good retention of pre-flood integrity.
  - o Use of durable fixtures and fittings
  - o Sensitive services (i.e. electrics) brought in and continued at as high a level as possible.
  - o Deployment of temporary flood barriers at external accesses to the proposed commercial space fronting the Floating Harbour, up to a level of 0.600m above finished floor level.
  - o Installation of a sump-and-pump system on the lower ground floor level.
10. All plant rooms to be flood resistant using tanking of all walls, sealing of voids and use of permanent flood doors.

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/ phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

Reason: To reduce the risk of flooding to the proposed development and future occupants.

#### 17. Flood warning and Evacuation Plan (FEP)

No part of the residential accommodation (or linked commercial) shall be occupied or the use commenced until the applicant has submitted to and had approved in writing by the Local Planning a Flood Warning and Evacuation Plan, in consultation with the Council's Emergency Planner and the Environment Agency. The Plan shall be implemented as laid out within and as agreed.

Reason: To reduce the risk of flooding to the proposed development and future occupants.

#### 18. Noise from plant & equipment affecting residential (all)

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level at any time at any residential premises. Any assessments to be carried out and be in accordance with BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

Reason: In order to safeguard the amenities of nearby occupiers.

#### 19. Cycle provision

No building or use hereby permitted shall be occupied or the use commenced until secure cycle parking and where shown, as shown on the approved plans has been completed, and thereafter, be kept free of obstruction and available for the parking of cycles only for the lifetime of the development.

**Development Control Committee A – 24 April 2024**

**Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG**

Reason: To ensure the provision and availability of adequate and accessible cycle parking and associated showering/changing/storage facilities for commercial uses.

20. Travel Plan

No building or use hereby permitted shall be occupied or use commenced until a Travel Plan comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use has been prepared, submitted to and approved in writing by the Local Planning Authority. The approved Travel Plan shall be implemented, monitored and reviewed in accordance with the agreed Travel Plan Targets to the satisfaction of the council.

Reason: In order to deliver sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking & cycling

21. Operational Waste Management Plan

The development hereby approved, shall not be occupied until details of a waste management plan have been submitted to and approved in writing by the Local planning Authority. Thereafter the development shall adhere to the details set out in the Waste Management Plan for the lifetime of the development.

Reason: To safeguard highway safety and in the interests of the general amenity of the area

22. Broadband Provision

No part of the development hereby permitted shall be occupied unless and until it has been provided with the necessary infrastructure to facilitate connection to a high speed broadband. This shall include as a minimum:

- a broadband connection accessed directly from the nearest exchange or cabinet; and
- cabling and associated installations which enable easy access for future repair, replacement or upgrading.

Reason: To ensure that the needs of future residents to connect to the Internet are adequate

23. Artificial Lighting (external)

No building or use hereby permitted shall be occupied or use commenced until a report detailing the lighting scheme and predicted light levels at neighbouring residential properties has been submitted to and been approved in writing by the Local Planning Authority. Artificial lighting to the development must conform to requirements to meet the Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E2 contained within Table 1 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01, dated 2005.

Reason: In order to safeguard the amenities of adjoining residential occupiers.

24. Landscaping

No building or use hereby permitted shall be occupied or the use commenced until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping, which shall include:

- Soft landscaping across the site
- Threshold treatments between public and private realm
- Large scale details of hard landscaping

The approved scheme shall be implemented so that planting is carried out no later than the first

**Development Control Committee A – 24 April 2024****Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG**

planting season following the occupation of the building(s) or the completion of the development whichever is the sooner. All planted materials shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: To protect and enhance the character of the site and the area, and to ensure its appearance is satisfactory.

**25. Electric Vehicle Charging Points**

No building or use hereby permitted shall be occupied or use commenced until details of Electrical Vehicle (EV) charging infrastructure, a management plan and phasing for implementation has been submitted to and approved in writing by the Local Planning Authority.

This shall include details of the following:

- Final Layout;
- Number and location of EV parking spaces;
- Number and location of EV charging points;
- Type of EV charging points (fast, rapid);
- Indicative locations for feeder pillars and protective infrastructure;
- Evidence of power supply from National Grid (to ensure substation capacity is adequate);
- Indicative location of substation (where required);
- Indicative cable routing;
- Management plan outlining the proposed management of spaces, charging network and infrastructure;
- Electrical Layout and Schematic Design;
- Feeder Pillar Design/Electrical Layout/Schematic Layout Designs.

The Electric Vehicle Charging Points and management strategy as approved shall be implemented prior to occupation/as per the agreed phasing plan and retained in that form thereafter for the lifetime of the development.

Reason: To promote sustainable travel, aid in the reduction of air pollution levels and help mitigate climate change

**Post occupation management****26. Opening hours (E and F use only)**

The commercial premises hereby approved, shall not operate outside the hours of 08:00 to 23:00 Monday to Sunday.

Reason: To safeguard the residential amenity of nearby occupiers

**27. Restriction of use**

The unit on the Upper Ground floor in Building A shall be restricted to a maximum of 200 sqm and shall be used for Class E of the Schedule to the Town and Country Planning (use classes) Order 1987 and for no other purpose.

The commercial units within Building B shall be used on for Use class F1 and for no other purpose (including any other purpose in Class F) of the Schedule to the Town and Country Planning (use classes) Order 1987.



**Development Control Committee A – 24 April 2024**

**Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG**

Reason: In the interests of local amenity.

28. Use of Refuse and Recycling facilities (commercial uses only)

Activities relating to the collection of refuse and recyclables and the tipping of empty bottles into external receptacles shall only take place between 08.00 and 20.00 Monday to Saturday.

Reason: In the interests of the amenity of the area.

29. Landscaping (Tree Planting) works

The Planting proposals hereby approved (D8074.200 Rev B, D8074.201 Rev B and D8074.202 Rev B) shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a program, details of which shall be submitted to and agreed in writing by the local planning authority. All planted materials shall be maintained for 5 years and any trees removed, dying, being severely damaged or become seriously diseased within 5 years of planting shall be replaced with others of a similar size and species to those originally required to be planted.

Reason: To ensure that the appearance of the development is satisfactory and in line with Bristol City Council Policy DM17

30. List of approved plans

List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision

Advices

1. The Construction Environmental Management Plan should also include but is not limited to reference to the following:
  - o All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and at no time on Sundays and Bank Holidays.
  - o Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
  - o Procedures for emergency deviation of the agreed working hours.
  - o Control measures for dust and other air-borne pollutants.
  - o Measures for controlling the use of site lighting whether required for safe working or for security purpose
2. Construction site noise: Due to the proximity of existing noise sensitive development and the potential for disturbance arising from contractors' operations, the developers' attention is drawn to Section 60 and 61 of the Control of Pollution Act 1974, to BS 5528: Parts 1 and 2: 2009 Noise and Vibration Control on Construction and Open Sites code of practice for basic information and procedures for noise and vibration control" and the code of practice adopted by Bristol City Council with regard to "Construction Noise Control". Information in this respect can be obtained from Pollution Control, City Hall, Bristol City Council, PO Box 3176, Bristol BS3 9FS.

**Development Control Committee A – 24 April 2024****Application No. 21/01331/F : Caravan Club Cumberland Road Bristol BS1 6XG**

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

4. District Heating future-proofed connection

Details to demonstrate how a development has been future-proofed to connect to a heat network should include:

- o Provision of a single plant room, located adjacent to the planned (or if not planned, likely) heat network route, producing all hot water via a communal heating system, including engineering measures to facilitate the connection of an interfacing heat exchanger;
- o The design of space heating and domestic hot water services systems in order to achieve consistently low return temperatures in line with the CIBSE: Heat Networks Code of Practice for the UK (or other future replacement standard)
- o Space identified for the heat exchanger;
- o Provisions made in the building fabric such as soft-points in the building walls to allow pipes to be routed through from the outside to a later date; and
- o External (where detail is available) and internal district heat pipework routes identified and safeguarded.
- o Provision for monitoring equipment as specified by the DH provider.
- o Provision of contact details of the person(s) responsible for the development's energy provision for the purpose of engagement over future connection to a network.

5. I044b – restriction of residents parking permit

You are advised that the Local Planning Authority has recommended to the Highways Authority which administers the existing Controlled Parking Zone/Residents Parking Scheme/Permit Parking Area of which the development forms part that the development shall be treated as car free / low-car and the occupiers are ineligible for resident parking permits as well as visitors parking permits if in a Controlled Parking Zone/Residents Parking Scheme/Permit Parking Area. Further information is available at [www.bristol.gov.uk/low-car-permit-restrictions](http://www.bristol.gov.uk/low-car-permit-restrictions) Holders of a disabled persons badge do not require resident parking permits. This also does not affect your right to obtain an Essential Visitors Permit (EVP) available at [www.bristol.gov.uk/parkingpermits](http://www.bristol.gov.uk/parkingpermits)

## **Supporting Documents**

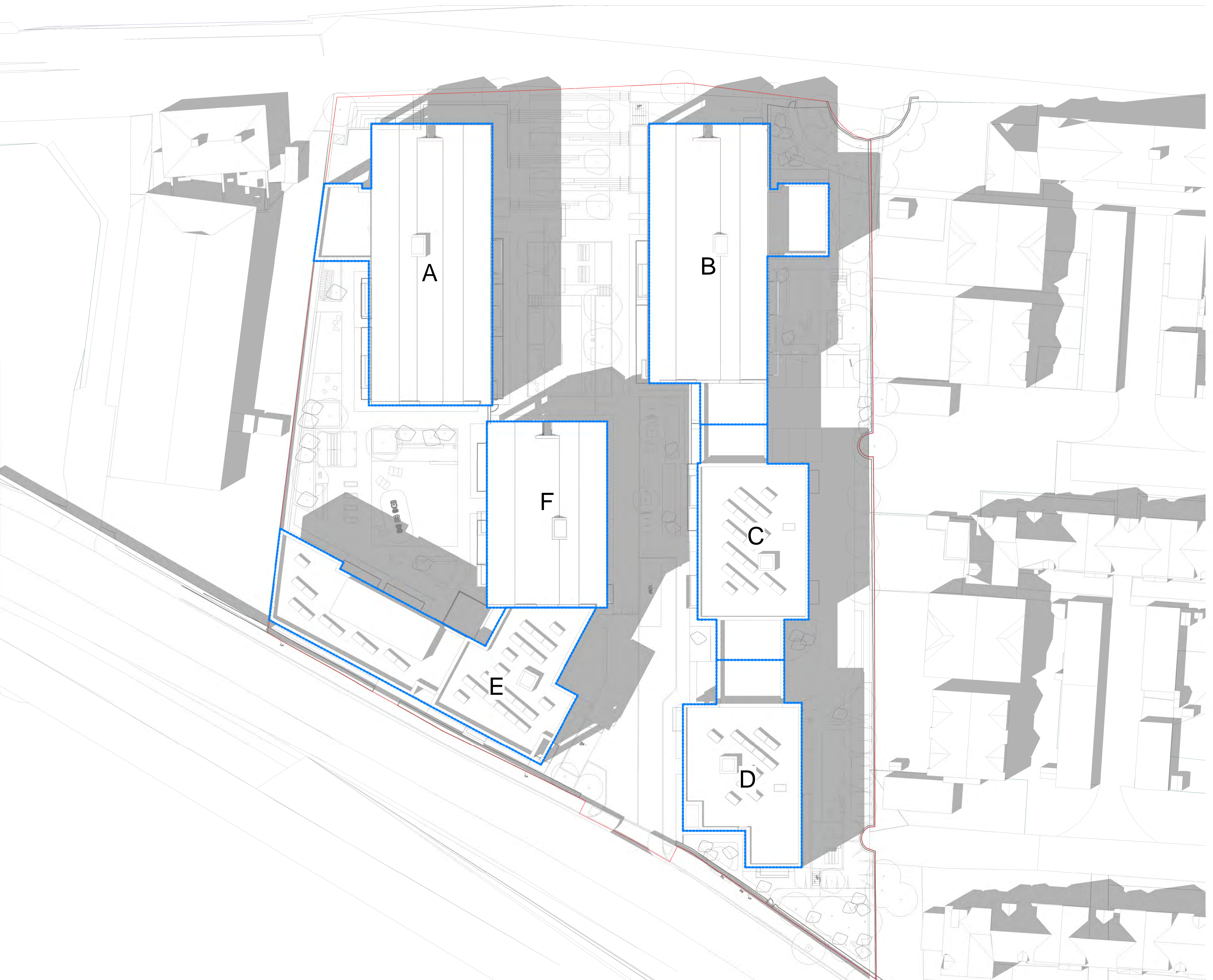
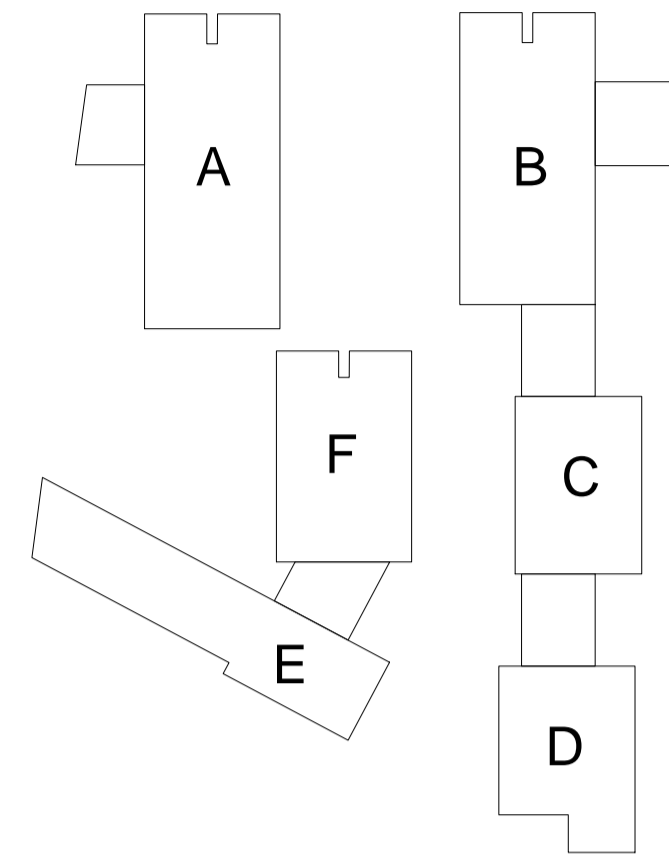
### **1. Caravan Club (Baltic Wharf), Cumberland Road, BS1 6XG .**

1. Block Plan
2. Illustrative Masterplan
3. Courtyard Elevations
4. East and West Elevations
5. North and South Elevations
6. Context Sections
7. Tree Retention Options

**Notes**

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P3	04.02.21	Minor Revision	DCC	GM
P2	04.12.20	Planning Submission	YL/DCC	GM
P1	24.11.20	Draft Planning Submission	YL/DCC	GM

Rev	Date	Description	Drawn	Chkd

Drawing Status

**Planning**

Client  
**Hill**

JTP Studios, Unit 5  
 The Rum Warehouse  
 Pennington Street  
 London, E1W 2AP  
 +44 (0) 20 7017 1780  
 www.jtp.co.uk

Project  
**Baltic Wharf, Bristol**

Drawing Title  
**Block Plan**

Scale @ A1 1 : 250 Job Ref. 01709  
 Drawing No. DR\_MP\_PP\_A\_06\_1108 Revision P3



Sheet Code  
 01709\_JTP\_DR\_MP\_PP\_A\_06\_1108\_Block Plan\_P3



--- Application Boundary



RevA	Amendments due revised tree strategy	GA	NH	09.09.2021
Rev	Description	Drawn	Approved	Date

**TEP** | **THE ENVIRONMENT PARTNERSHIP**  
 Genesis Centre, Birchwood Science Park, Warrington WA3 7BH  
 Tel 01925 844004 e-mail tep@tep.uk.com www.tep.uk.com

Project  
**Baltic Wharf Caravan Club**

Stage  
**Planning**

Title  
**Illustrative masterplan**

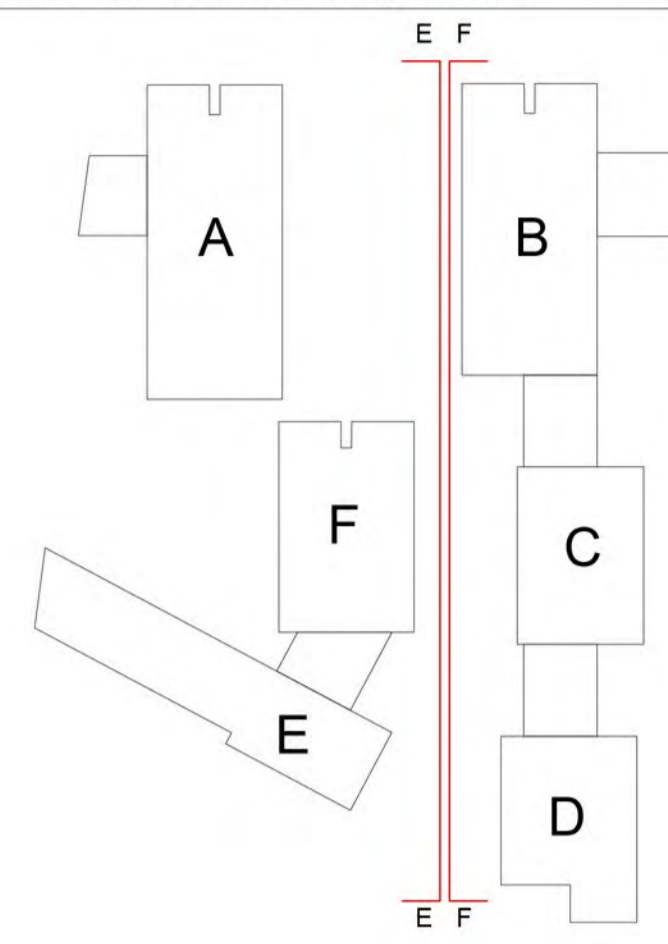
Drawing Number  
**D8074.002**

Scale	Date	Rev
1:250@A1	04.12.20	Rev A
Drawn	Checked	Approved
AM	NH	NH

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Cumberland Road

Floating Harbour

Elevation EE  
1 : 200



Floating Harbour

Cumberland Road

Elevation FF  
1 : 200

Rev	Date	Description	Drawn	Chkd
P3	09.12.20	Minor Revision	YL/DCC	GM
P2	04.12.20	Planning Submission	YL/DCC	GM
P1	24.11.20	Draft Planning Submission	YL/DCC	GM

Rev	Date	Description	Drawn	Chkd

Drawing Status  
**Planning**

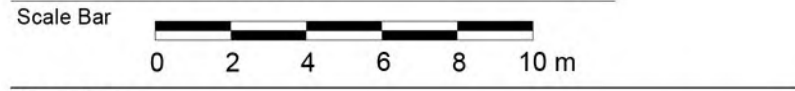
Client  
**Hill**



Project  
**Baltic Wharf, Bristol**

Drawing Title  
**Courtyard Elevations**

Scale @A1 1 : 200 Job Ref. 01709  
 Drawing No. DR\_MP\_PE\_A\_1202 Revision P3

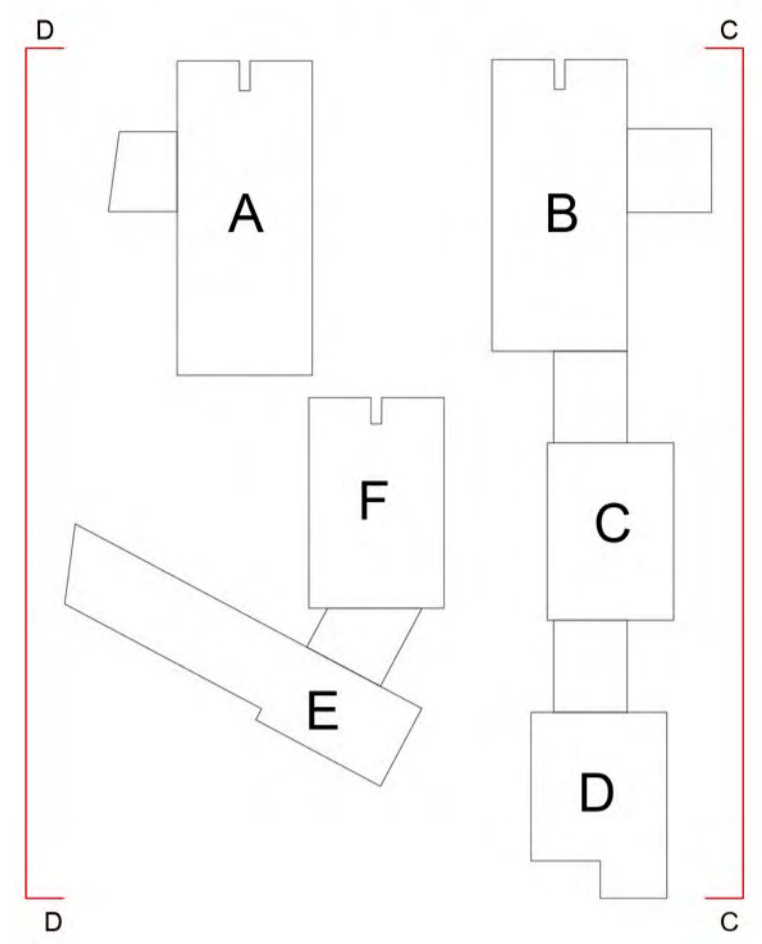


Sheet Code  
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Cumberland Road

Floating Harbour

Elevation CC  
1 : 200



Floating Harbour

Cumberland Road

Elevation DD  
1 : 200

P3	09.12.20	Minor Revision	YL/DCC	GM
P2	04.12.20	Planning Submission	YL/DCC	GM
P1	24.11.20	Draft Planning Submission	YL/DCC	GM

Rev	Date	Description	Drawn	Chkd
Drawing Status				

**Planning**

Client  
**Hill**



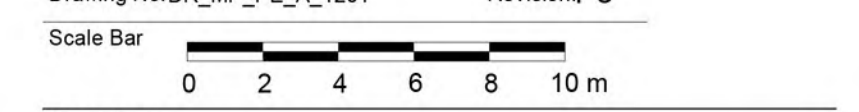
JTP Studios, Unit 5  
 The Rum Warehouse  
 Pennington Street  
 London, E1W 2AP  
 +44 (0) 20 7017 1780  
 www.jtp.co.uk

Project  
**Baltic Wharf, Bristol**

Drawing Title  
**East & West Elevations**

Scale @A1 1 : 200 Job Ref. 01709

Drawing No. DR\_MP\_PE\_A\_1201 Revision P3



Sheet Code  
01709\_JTP\_DR\_MP\_PE\_A\_1201\_East & West Elevations\_P3

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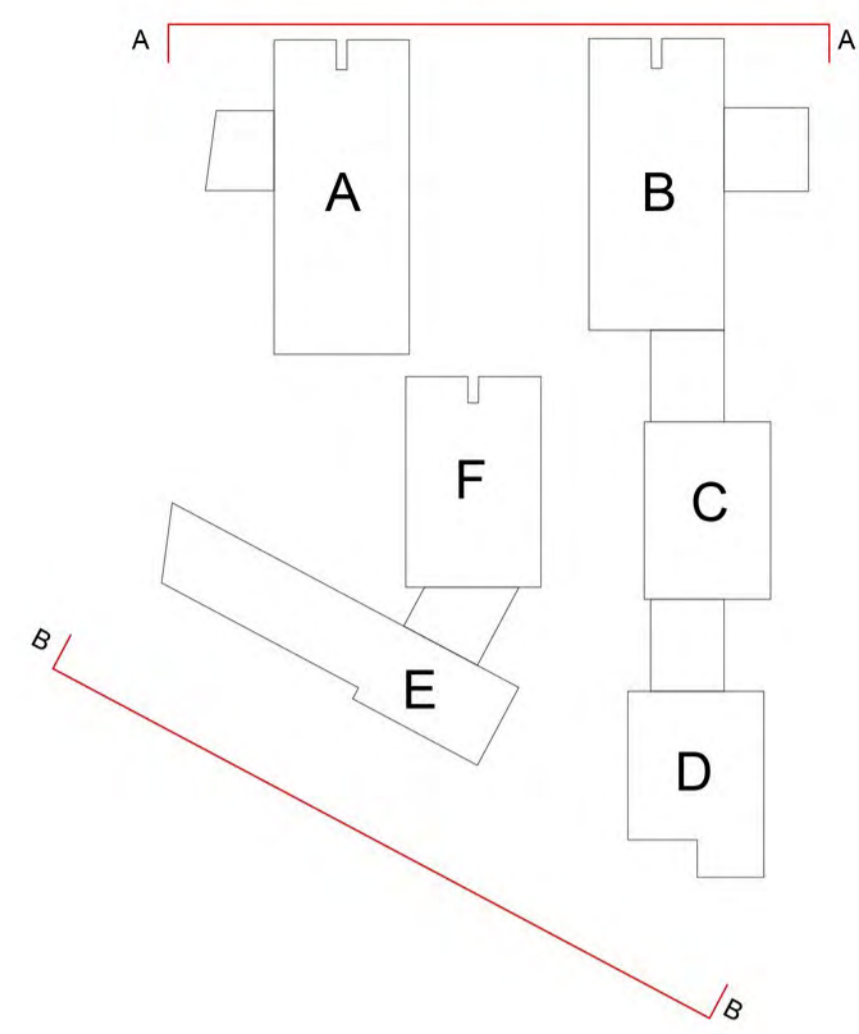
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Cumberland Close Houses

The Cottage Inn

Elevation AA  
 1 : 200



Baltic Wharf Sailing Club

Cumberland Close Houses

Elevation BB  
 1 : 200

P3	09.12.20	Minor Revision	YL/DCC	GM
P2	04.12.20	Planning Submission	YL/DCC	GM
P1	24.11.20	Draft Planning Submission	YL/DCC	GM

Rev	Date	Description	Drawn	Chkd
Drawing Status				

Planning

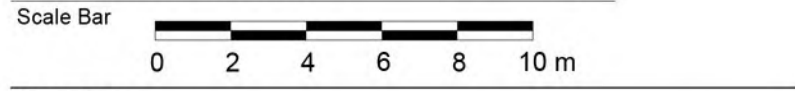
Client  
 Hill



Project  
 Baltic Wharf, Bristol

Drawing Title  
 North & South Elevations

Scale @A1 1 : 200 Job Ref. 01709  
 Drawing No. DR\_MP\_PE\_A\_1200 Revision P3



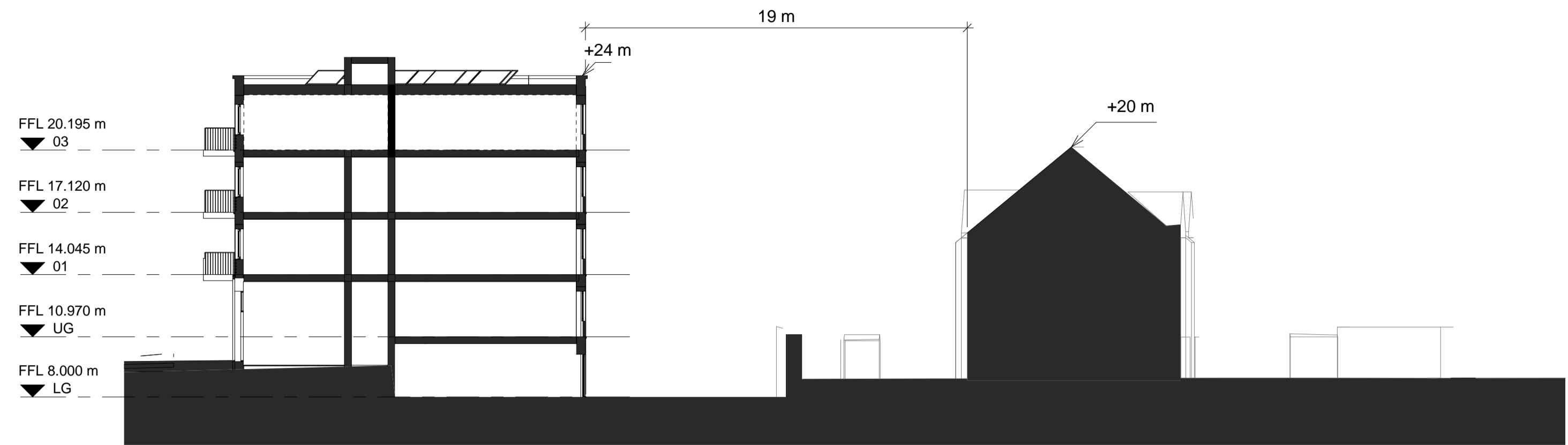
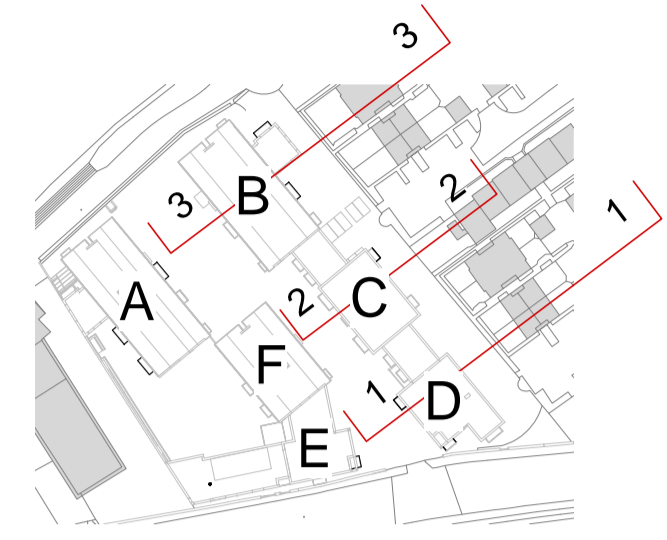
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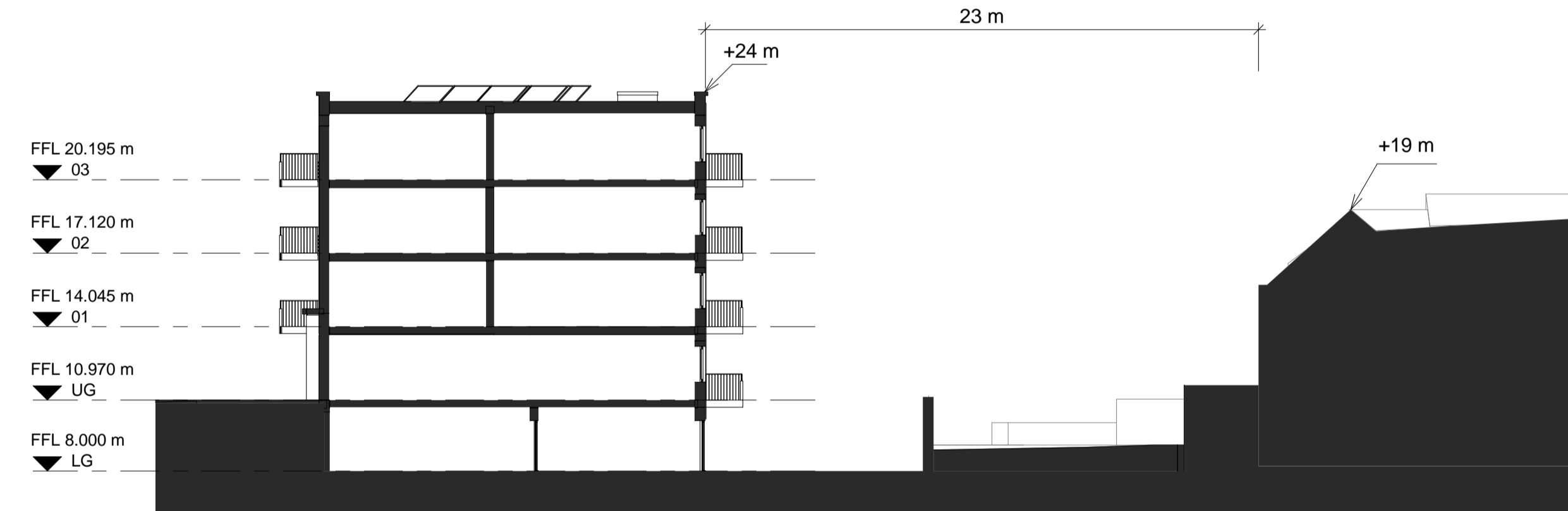
**Notes**

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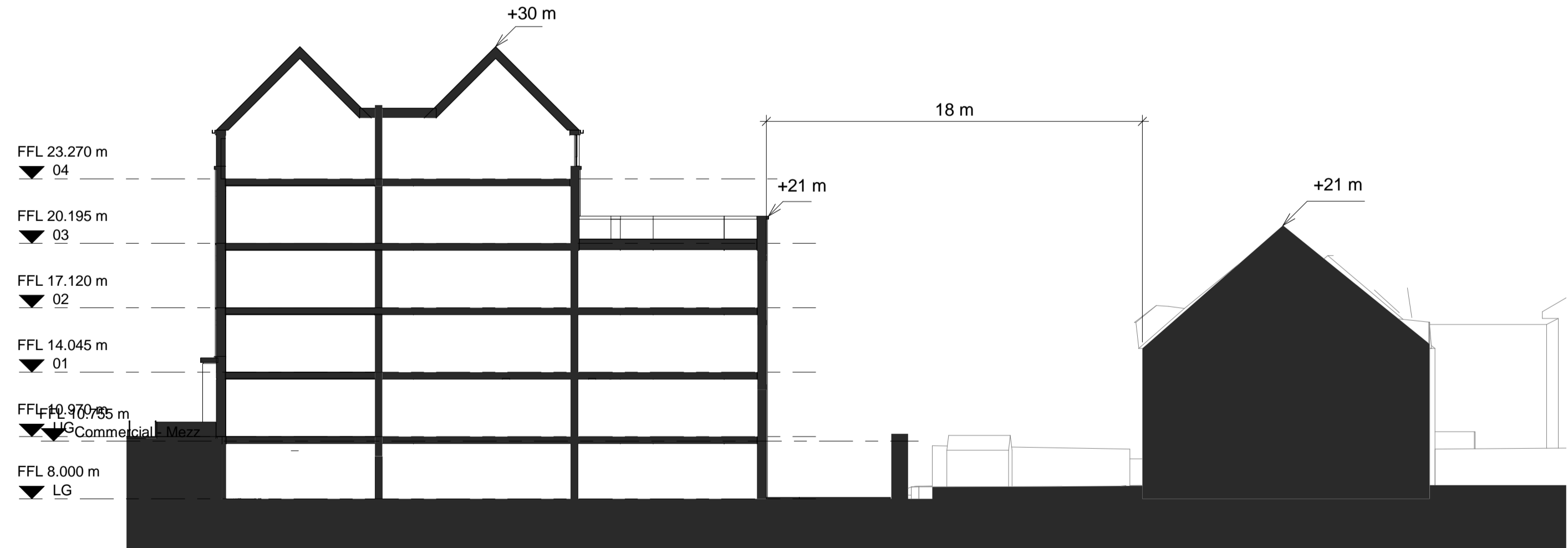
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Section 1-1 Building D Context Section  
 1 : 200



Section 2-2 Building C Context Section  
 1 : 200



Section 3-3 Building B Context Section  
 1 : 200

P3	17.09.21	Post-Planning Submission Amendments	YL/DCC	GM
P2	09.12.20	Minor Revision	YL/DCC	GM
P1	04.12.20	Planning Submission	YL/DCC	GM

Rev	Date	Description	Drawn	Chkd
Drawing Status				

**Planning**

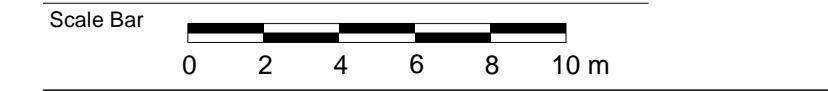
Client  
**Hill**



Project  
**Baltic Wharf, Bristol**

Drawing Title  
**Context Sections 1-1,2-2,3-3**

Scale @A1 As indicated Job Ref. 01709  
 Drawing No. DR\_MP\_PS\_A\_1302 Revision P3



Sheet Code  
 01709\_JTP\_DR\_MP\_PS\_A\_1302\_Context Sections 1-1,2-2,3-3\_P3

# BALTIC WHARF

## ANALYSIS OF TREE RETENTION

This document has been prepared in response to the Council and other consultee comments, and concerns regarding the retention of trees on the application site.

A review of options for retaining a greater number of boundary trees and hedging along the harbour front has been undertaken. In addition, consideration has been given to the retention of all trees within the centre of the site and the impact that this would have on the available development area.

These pages provide a description of the options, analysis of the findings and an indication of the potential impacts on the proposed development.

September 2021



THE  
ENVIRONMENT  
PARTNERSHIP

# LANDSCAPE MASTERPLAN

## Street Scene

- 01 Gateway to Cumberland Yard with visual permeability through the site
- 02 Retained trees with new residents' pedestrian access from Cumberland Road
- 03 Delivery bays for temporary unloading
- 04 Paving pattern references the site's industrial heritage
- 05 Rain gardens and SUDS tree pits
- 06 Buffer planting to residents' private terrace

- 07 Landscaped terraces with accessible footpath connecting central amenity space and the waterfront
- 08 Residents' pedestrian access from the waterfront to gardens and cycle stores
- 09 Seating steps giving access to commercial units and views across the water
- 10 Existing trees retained

## Residents' Gardens

- 11 Residential amenity space with natural play
- 12 Residents' garden with diverse planting to increase amenity value and biodiversity
- 13 Lawn with play features for young children
- 14 Shrub and perennial planting
- 15 Sheltered area with seating

## Biodiverse Roofs

- 16 Biodiverse/brown roofs to enhance on-site biodiversity



Cumberland Road



Existing trees overlaid on the landscape masterplan





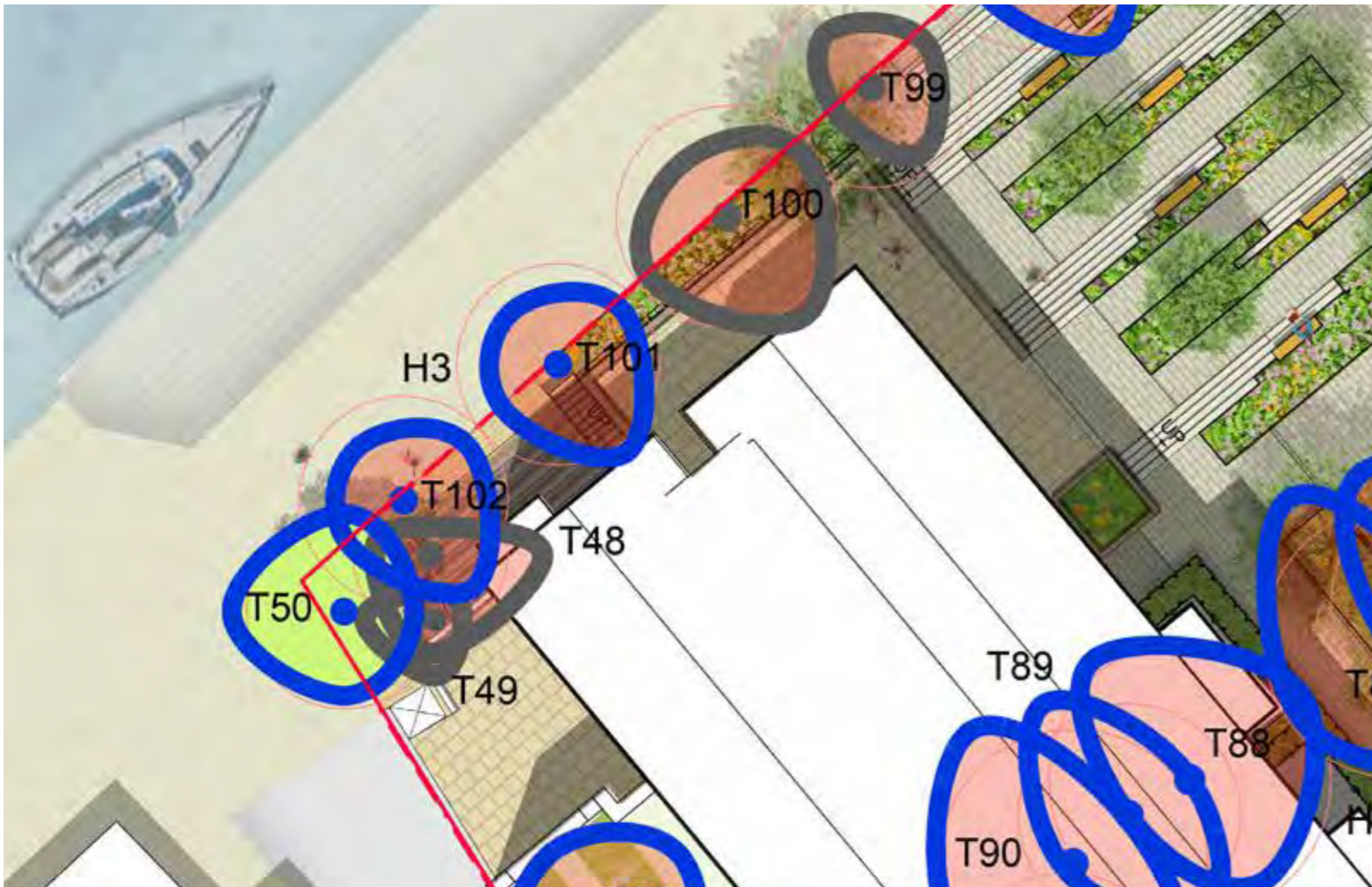
## Submitted Landscape Plan - Retention of T50

### DESIGN PROPOSALS

- Bleacher (seating) steps to the front of the commercial unit in Block A, for access and amenity purposes.
- T50 retained in resin bound gravel (permeable) surface.
- Service lift to commercial unit.
- Retaining wall to the front of the commercial unit terrace, with 1.1m high railings.
- Ground cover planting and wall climbers to soften and green-up the front face of the retaining wall.
- Proposed Alder tree (*Alnus glutinosa*, EHS, 16-18cm girth 4.25 - 6.00m tall) planted in soft landscape to the front corner of Block A.
- This design solution allows open views from the terrace and spacious seating steps for direct access to the commercial unit.
- One retained tree and one new tree flank Block A - see illustration to the right.



Waterfront view - Block A



## Block A Retention option - Retention of T50, T102, T101, T100

- Retention of 3 no. category B trees and 1 no. category. C
- Retention of existing section of hedge within which the trees are located

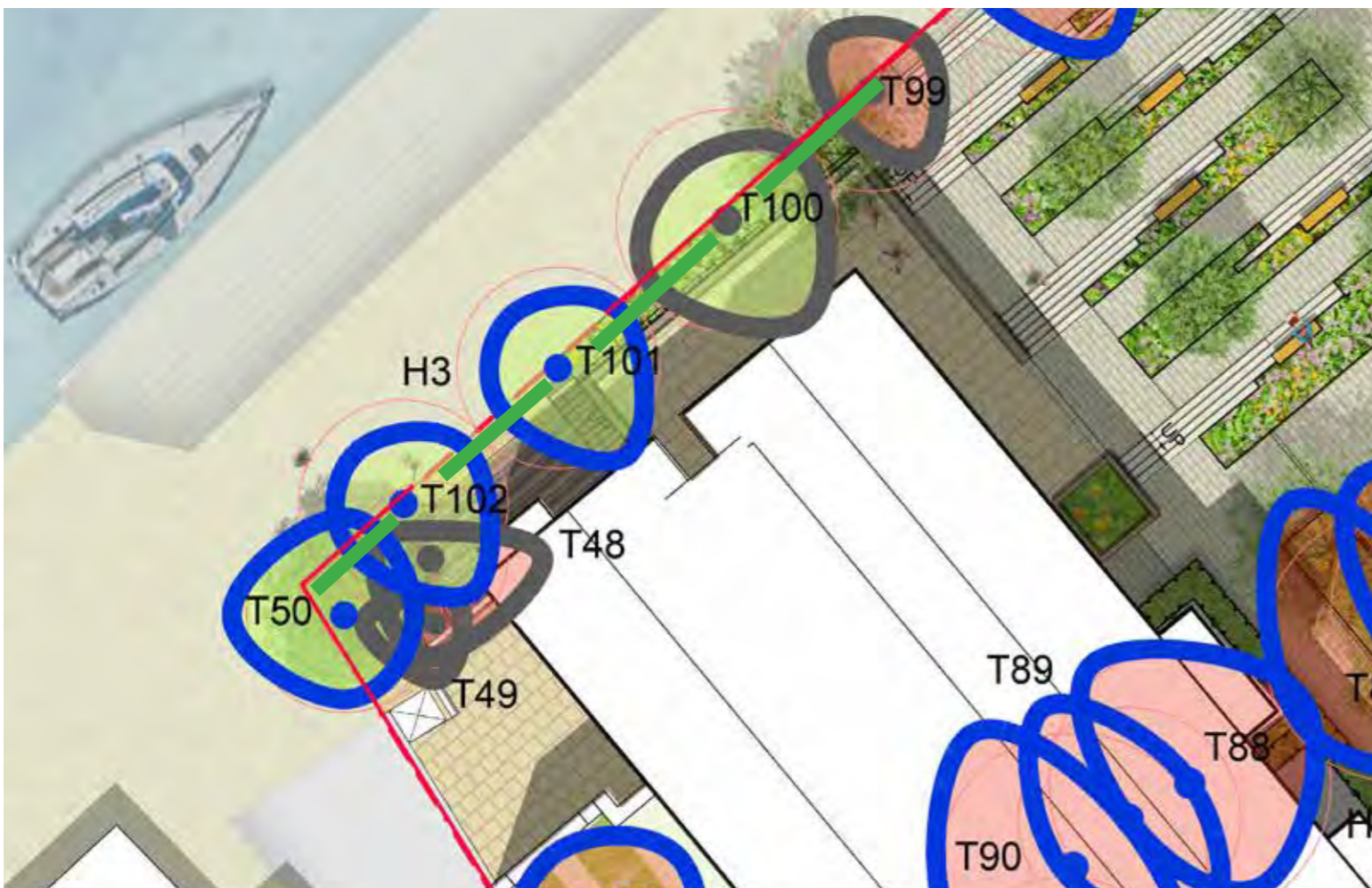
### DESIGN IMPLICATIONS

- The retention of these trees and hedge give rise to a number of issues:
  - The scheme could not be constructed in its current form without significantly harming the health and longevity of the existing trees and hedge.
  - The foundations of the retaining wall would compromise the root protection area and the placing of scaffolding to construct the building would require heavy pruning of the canopy on one side.
  - The existing tree canopy, which is quite dense with dark foliage, would interfere with views to and from the terrace and the harbour.
  - If the trees and hedge are retained then the steps up to the commercial unit would need to be removed from the scheme and the retaining wall constructed beyond the root protection area. This would reduce the area available for the terrace significantly.

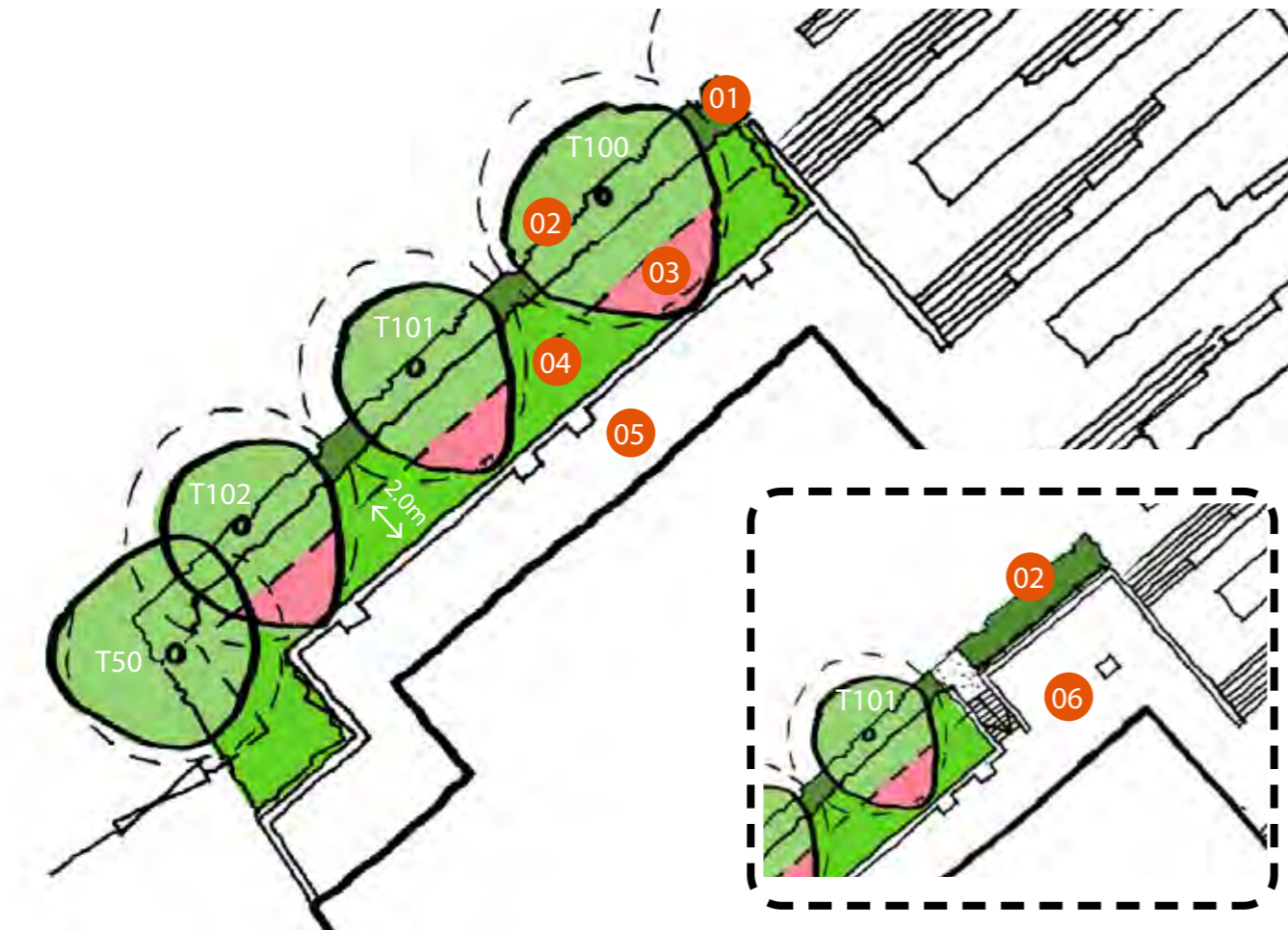
- Access to the commercial unit would be via the central set of steps/ramp. This would be a longer route to the entrance with no direct visibility of the entrance from the harbourside.
- This is likely to affect the viability of the commercial unit.

### DESIGN IMPLICATIONS - HOUSING MIX

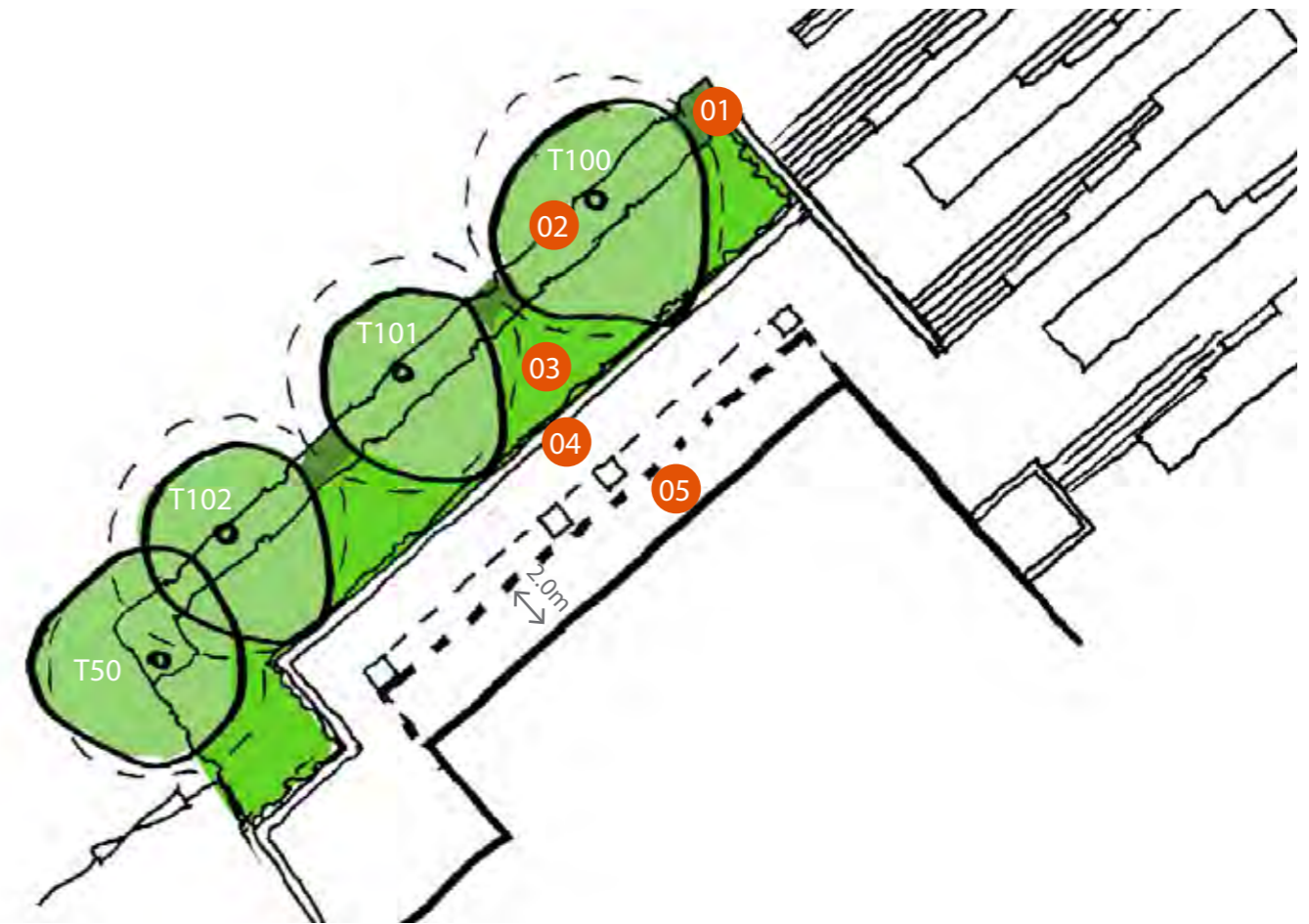
- A reduction in the building footprint to accommodate optimum growing conditions for retained trees (see Option B on the following page) would result in:
  - Reduction in bed spaces meaning a 2 and a 3 bedroom home would become 1 and 2 bedroom homes
  - Reduction in overall homes and subsequent reduction in affordable provision
  - Less favorable housing mix



## Retention of T50, T102, T101, T100 - Option A



## Retention of T50, T102, T101, T100 - Option B



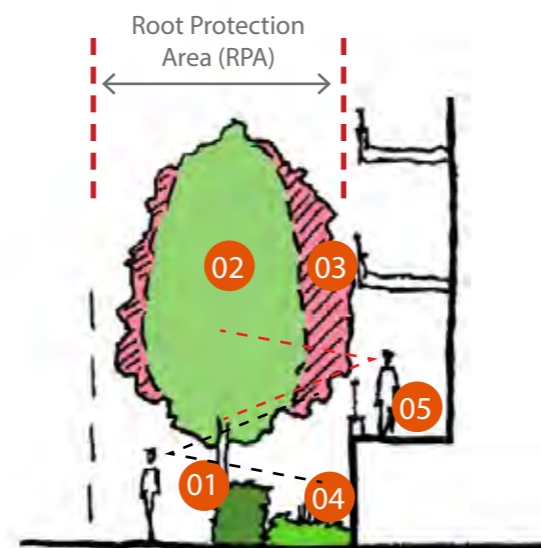
Option A - this option retains the existing hedge along the front of Block A and 4no. existing trees. The area between the building and the existing hedge would be an area of soft landscape with ground cover planting. As described on the previous page this option requires a change to the access arrangements to the commercial unit and a reduction in the size of the terrace.

Option B - this option retains the existing hedge along the front of Block A and 4no. existing trees, and maintains better growing conditions for these retained features. This option requires the footprint of Block A to be moved by approx. 2.0m away from the site boundary, and would give rise to a reduction in the overall building footprint.

- 01 Existing hedge
- 02 Existing tree retained
- 03 Extent of required canopy reduction to enable construction works (pink)
- 04 Low-level planting
- 05 Extent of building as per current proposal
- 06 T100 (Category C) could be removed and replaced by extended terrace

### Impact on trees:

- Reduction of tree canopy on one side (shown pink) would be necessary to allow for construction of the buildings
- Construction activity within the RPA will impact on the health of the trees and their life-span
- There will be an ongoing need for maintenance and pruning of the tree canopy
- The altered form of the trees will have a negative effect on their amenity value

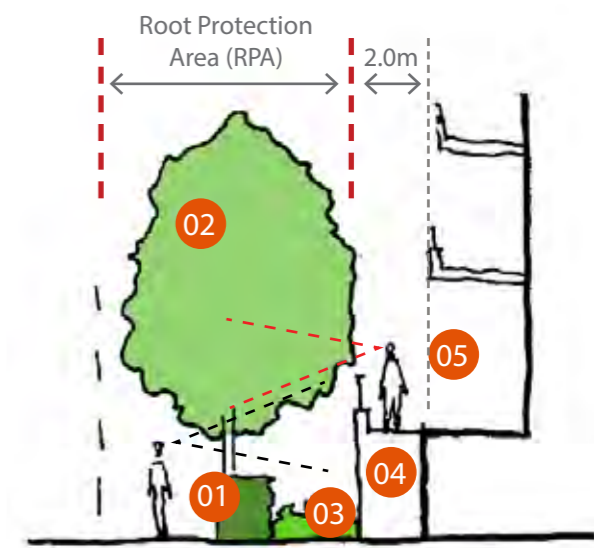


Option A - Section, Tree 101

- 01 Existing hedge
- 02 Existing tree retained
- 03 Low-level planting
- 04 Extended terrace - low impact construction
- 05 Building footprint to be moved by 2.0m to avoid impact on tree canopy and RPA during construction works

### Impact on trees:

- Reduced direct impact on tree canopy and RPA
- Optimal offset of construction works from trees (i.e. min. 2.0m from edge of tree canopy)
- Reduced adverse impact on long term tree health
- Greater area of soft landscape withing the RPA



Option B - Section, Tree 101

# WATERFRONT - CENTRAL AMENITY SPACE

## Submitted Landscape Plan - Removal of T99, T98, T97

### DESIGN PROPOSALS

A combination of steps and ramps, separated by linear planting beds and seating spaces.

The effect is one of lush planting cascading down the steps, creating an attractive route through the development to Cumberland Road, along with a prospect place to sit and admire the waterfront.

The existing trees and hedgerows are proposed to be removed to enable physical and visual access between the development site and the harbourside walk.

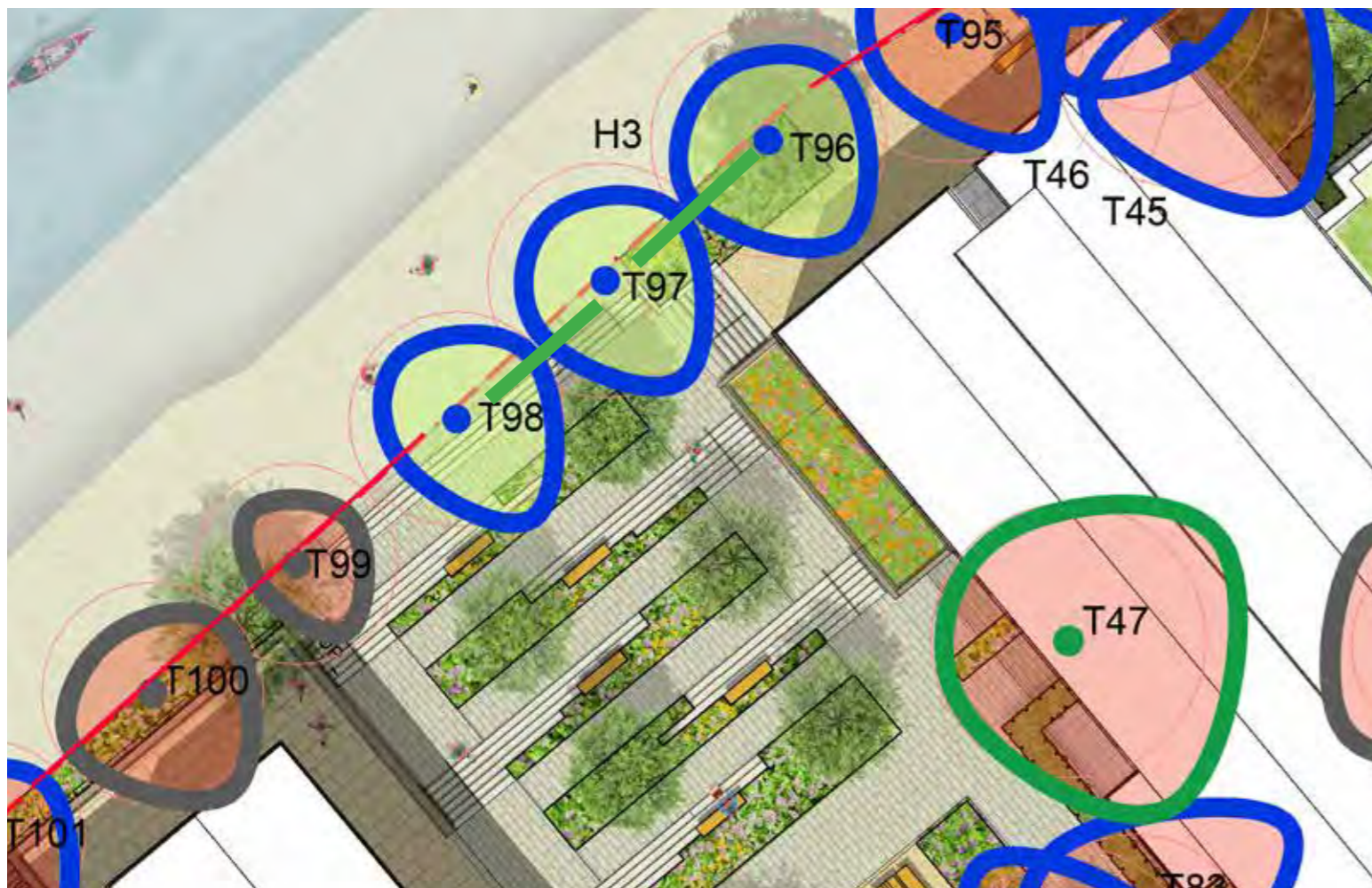
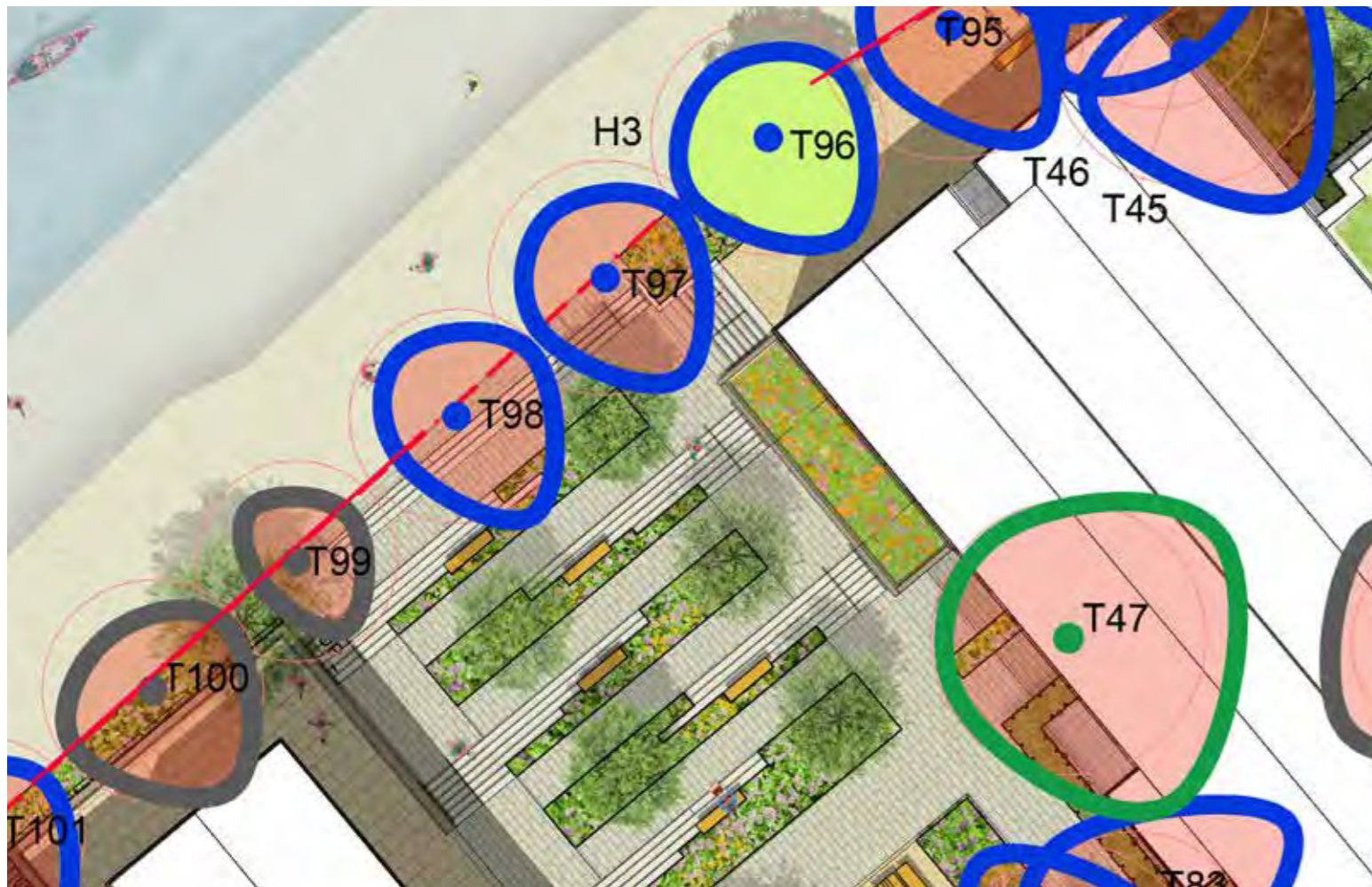
The open and inviting public realm creates permeability through the site and an opportunity for social interaction.

Five small Juneberry trees (*Amelanchier lamarckii*, 3.0-3.5m tall) are proposed within the planting beds to give height, shade and a food source (berries) for birds.

The proposed surface treatment is a combination of block paving and concrete steps.



Waterfront view - Central amenity space



## Central amenity space retention option - Retention of T98, T97

Retention of 2 no. category B trees.

Retention of existing section of hedge within which the trees are located.

### DESIGN IMPLICATIONS

Retention of the trees and hedge gives rise to a number of issues:

- The trees and hedge are currently in permeable surface. Changing this to the proposed block paving would be contrary to BS5837.
- To form the steps and ramp the ground level within the root protection area would need to change to form foundations and to build the levels up.
- The existing location of the hedge would impede circulation and free movement of pedestrians.
- The dense and dark canopy of the existing trees would block views to and from the amenity open space at the top of the steps towards the harbour.
- The design could be amended to accommodate the trees and hedge. However, this would form a significant barrier to both movement and views. It would not support the desire to improve permeability and legibility through the site and would compromise the newly created fantastic public outlook from the amenity open space.



## Submitted Landscape Plan - Retention of T96

### DESIGN PROPOSALS

Open frontage to the Art Centre at the ground floor of Block B.

Tree T96 retained within a planting bed of new ground cover planting..

Good visibility to and from the building entrance and direct connection with the harbourside walk.

Resin bound gravel surface to paved areas..

Cycle stands and block seating.

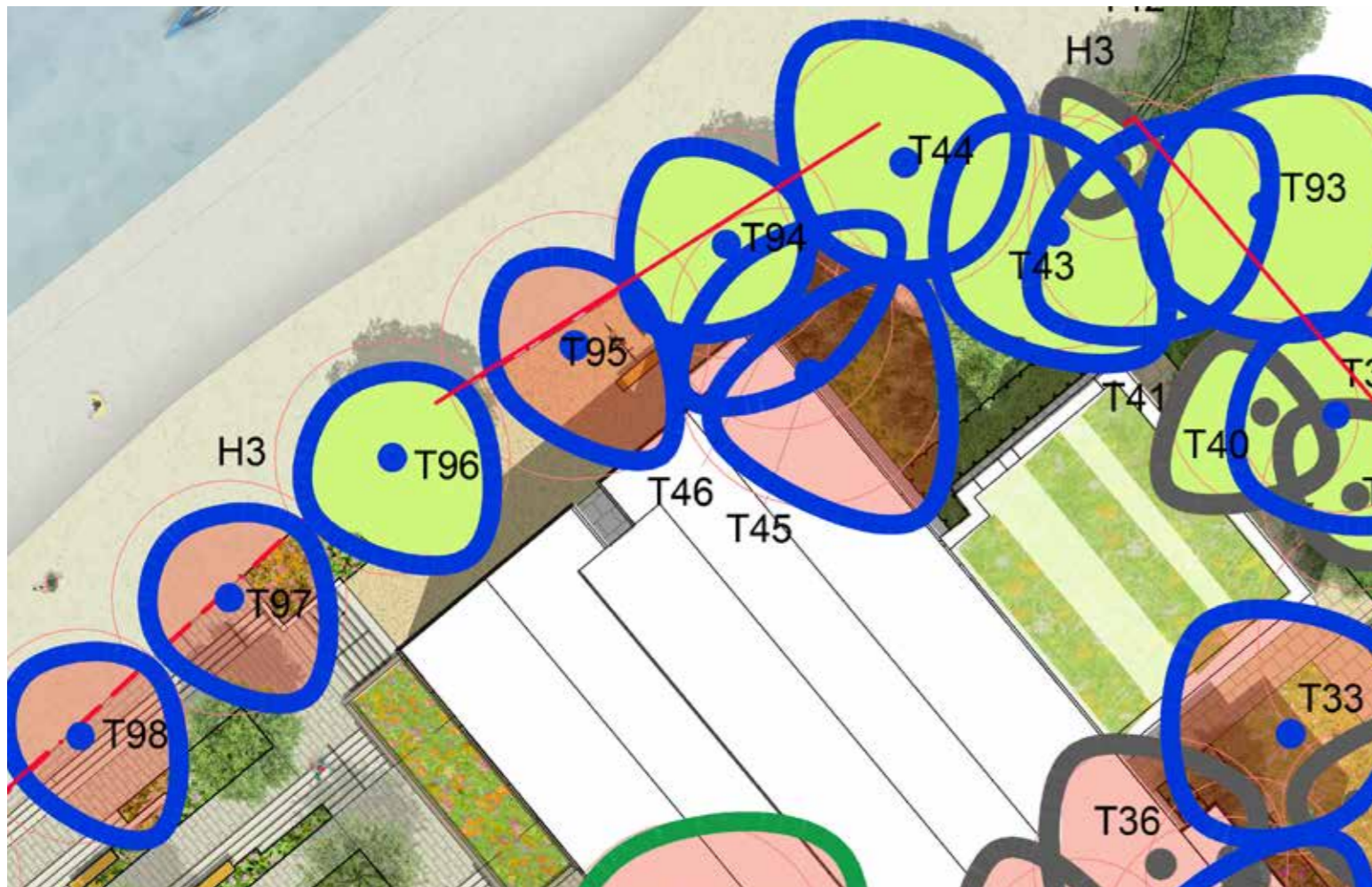
Stepped access up to the central amenity space and to the flight of planted steps and slope.

Retained trees (T 94, T44, T43, T93 and T39) and retained hedge in the adjacent residents' garden.

Footpath access from the residents' garden onto the harbourside through an existing gap in the hedge.



Waterfront view - Block B



## Block B Retention option - Retention of T95 and T96

Retention of 2 no. category B trees

Retention of existing section of hedge within which the trees are located.

### DESIGN IMPLICATIONS

Retention of the trees and hedge gives rise to a number of issues:

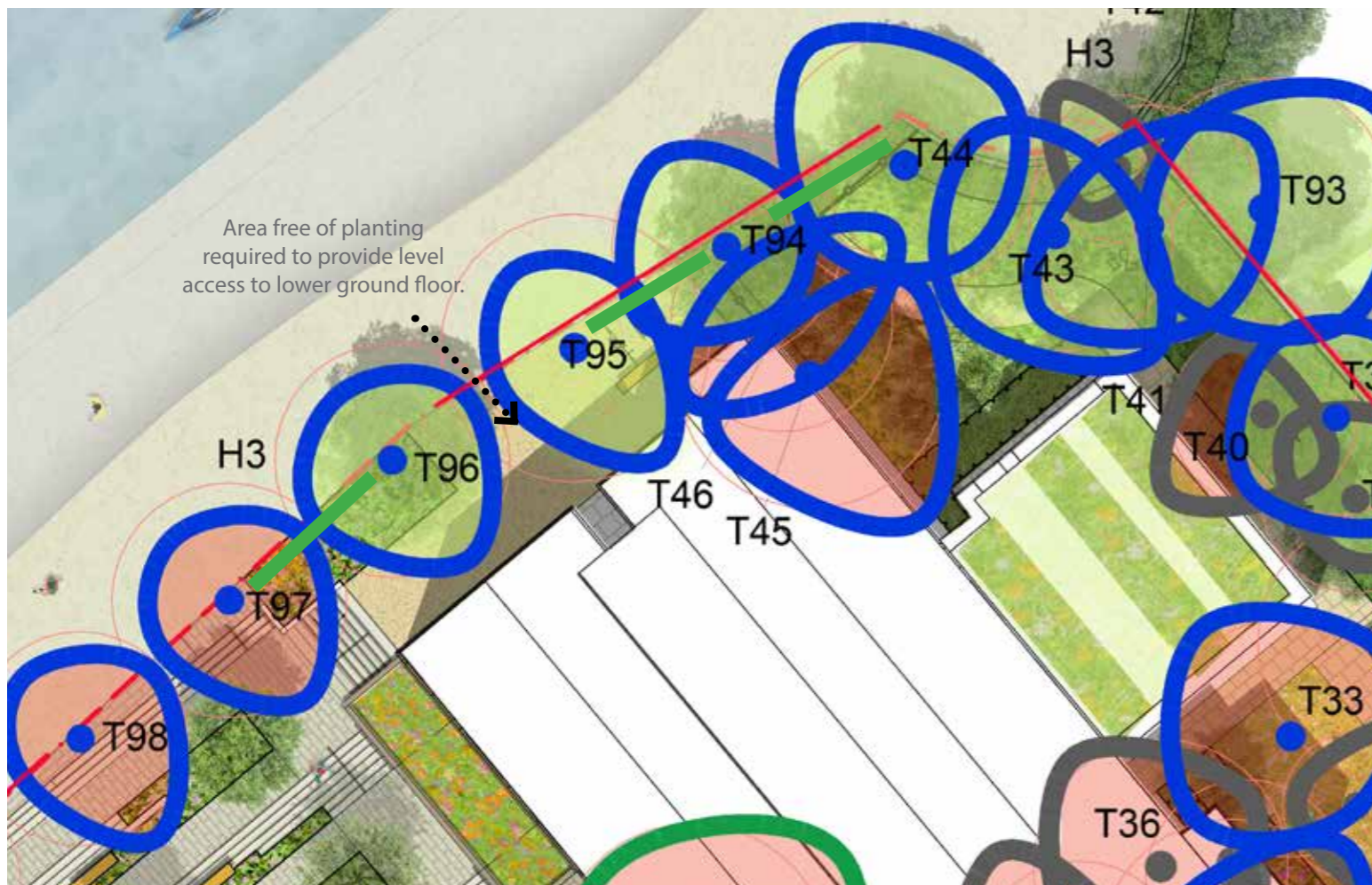
- The arrival space and entrance to the Art center is enclosed and less visible from the harbourside due to the retained vegetation physically and visually enclosing the space.
- Reduced natural surveillance of the cycle stands and seating area, with limited views of the harbour.
- The placing of scaffolding to construct the building would require heavy pruning of the canopy on one side.
- The construction of the buildings in proximity to the trees is likely to compromise the health and longevity of the trees; whilst they may survive in the short term their long term viability is likely to be severely compromised.
- The canopy of the retained trees would interrupt views of the harbour from within Block B.

- T 95 is currently in permeable surface. In order to provide access to the Art center from the waterfront the surface would have to be changed to resin bound gravel. This would require a special method of construction within the root protection area, and the extent of the change would be contrary to BS 5837.

### DESIGN IMPLICATIONS - HOUSING MIX

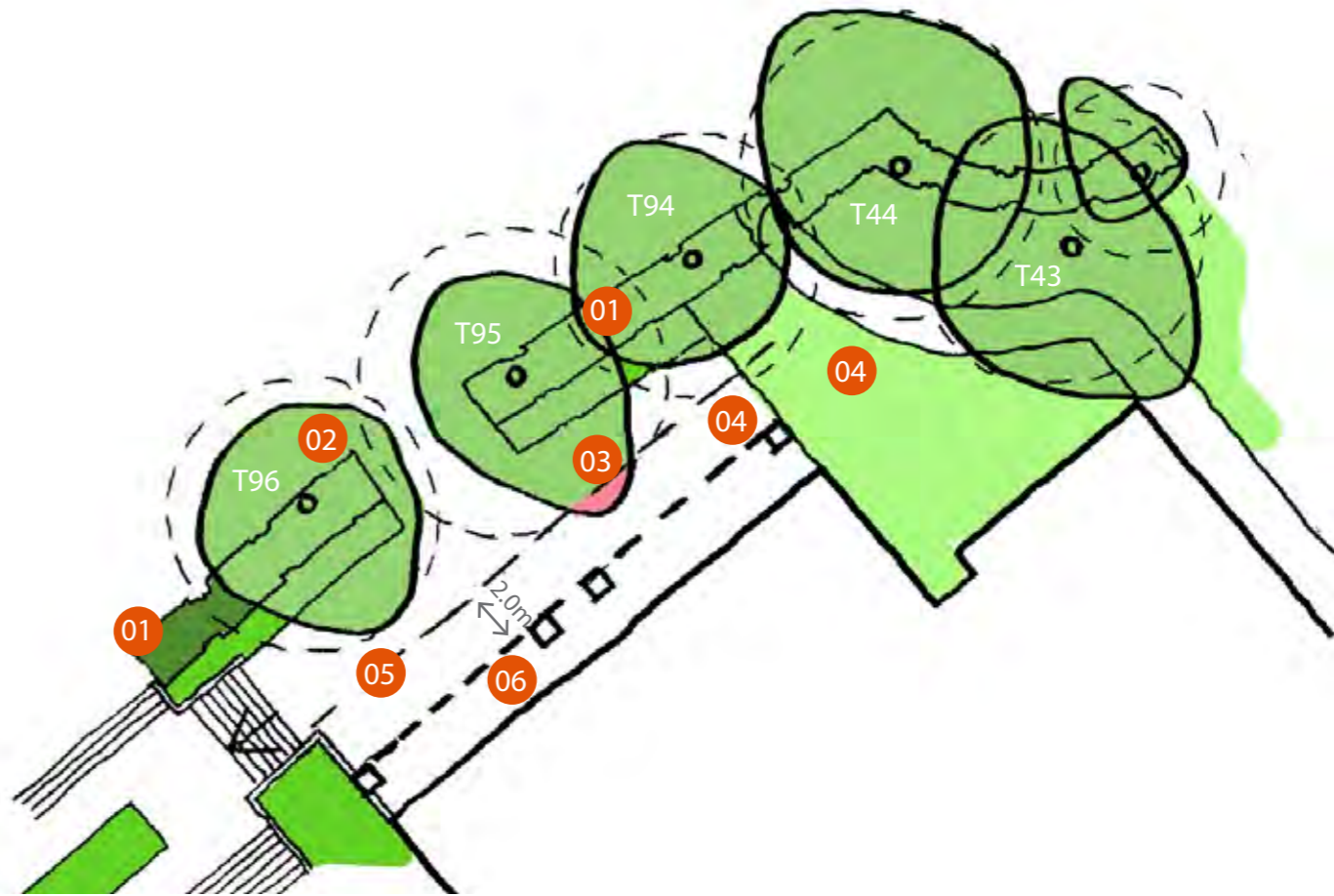
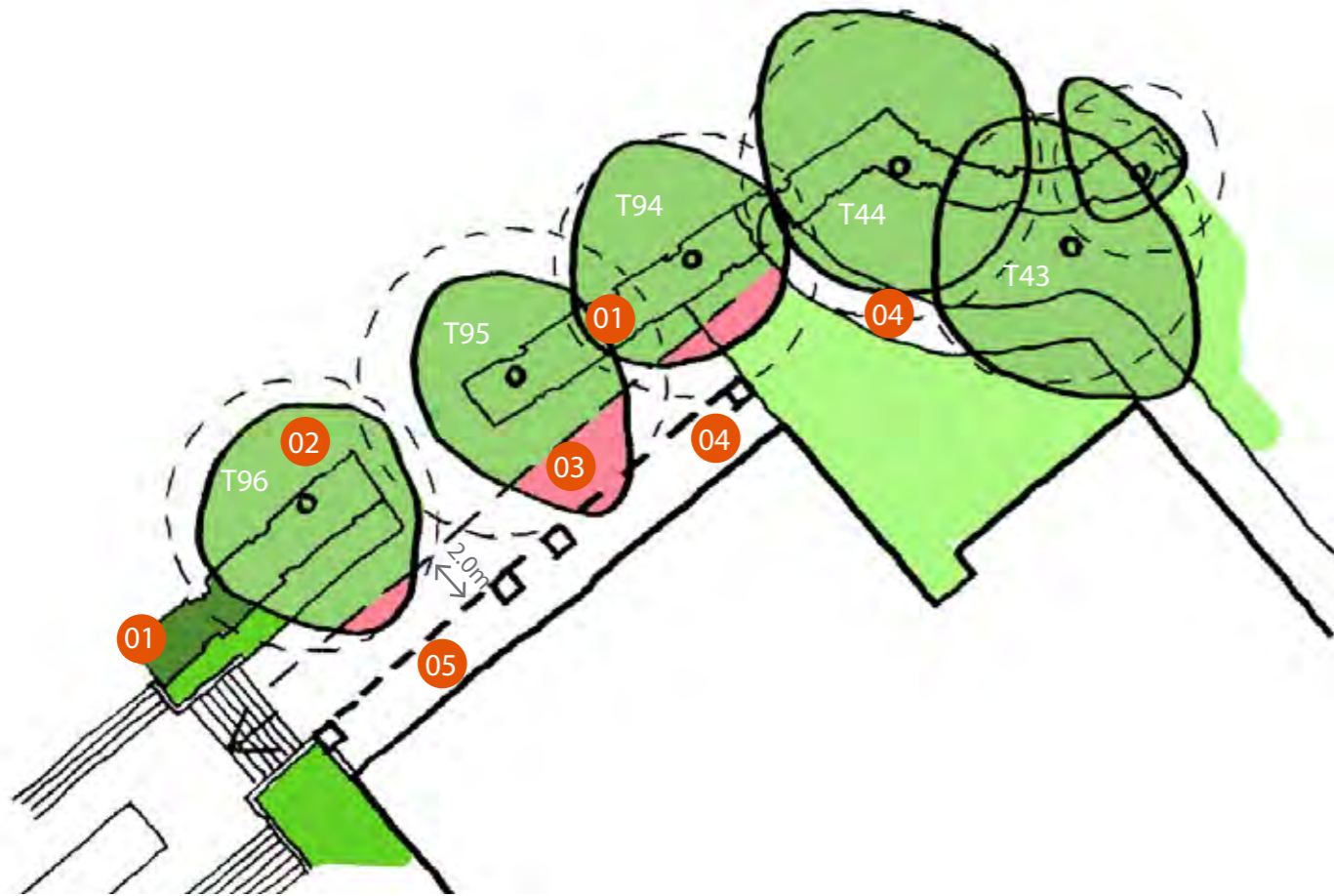
A reduction in the building footprint to accommodate optimum growing conditions for retained trees (see Option C on the following page) would result in:

- Reduction in bed spaces meaning a 2 and a 3 bedroom home would become 1 and 2 bedroom homes
- Reduction in overall homes and subsequent reduction in affordable provision
- Less favorable housing mix.



Retention of trees T94 - T96 - Option C

Retention of trees T94 - T96 - Option D



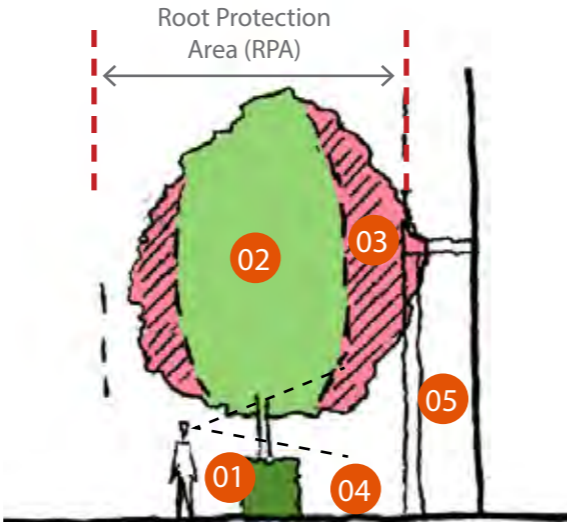
Option C - this option would retain the existing hedge and all the existing trees in the front of Block B. The proposed bound gravel surface would be replaced with an appropriate permeable surface to aid irrigation of trees and planting

Option D - This option would retain the existing hedge along the frontage of Block B and provide the existing trees with good growing conditions. This option requires the footprint of Block B to be moved by approx. 2.0m away from the site boundary, and would give rise to a reduction in the overall building footprint.

- 01 Existing hedge
- 02 Existing tree retained
- 03 Extent of required canopy reduction to enable construction works
- 04 Permeable hard surface
- 05 Extent of building as per current proposal
- 06 T100 (Category C) could be removed and replaced by extended terrace

Impact on trees:

- Reduction of tree canopy on one side would be necessary to allow for construction works; significant reduction required for tree T95
- Construction activity within the RPA will impact on the health of the trees and their life-span.
- There will be an ongoing need for maintenance and pruning of the tree canopy
- The altered form of the trees will have a negative effect on their amenity value

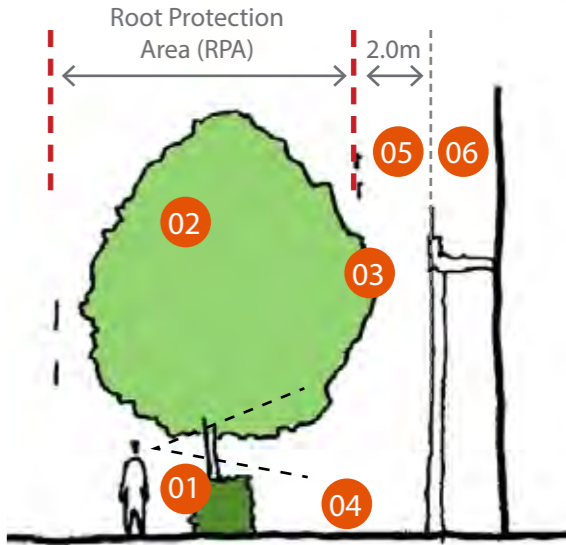


Option A - Section, Tree T95

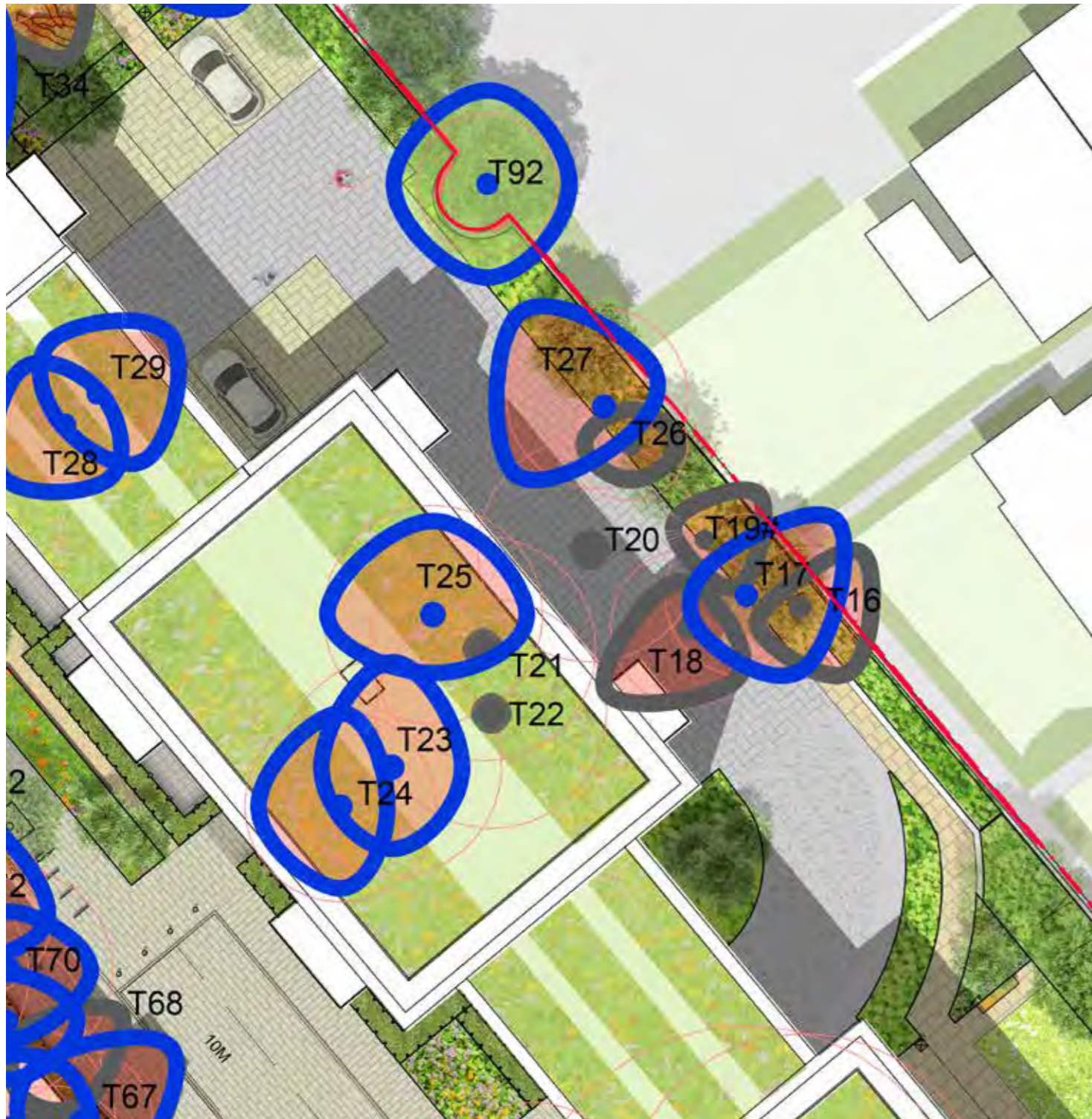
- 01 Existing hedge
- 02 Existing tree retained
- 03 Limited pruning required
- 04 Permeable hard surface
- 05 2.0m offset from tree canopy required to accommodate building works
- 06 Building footprint to be recessed by 2.0m to avoid impact on tree canopy and RPA

Impact on trees:

- Reduced direct impact on tree canopy and RPA
- Optimal offset of construction works from trees (i.e. min. 2.0m from edge of tree canopy)
- Reduced adverse impact on long term tree health
- Greater area of soft landscape withing the RPA



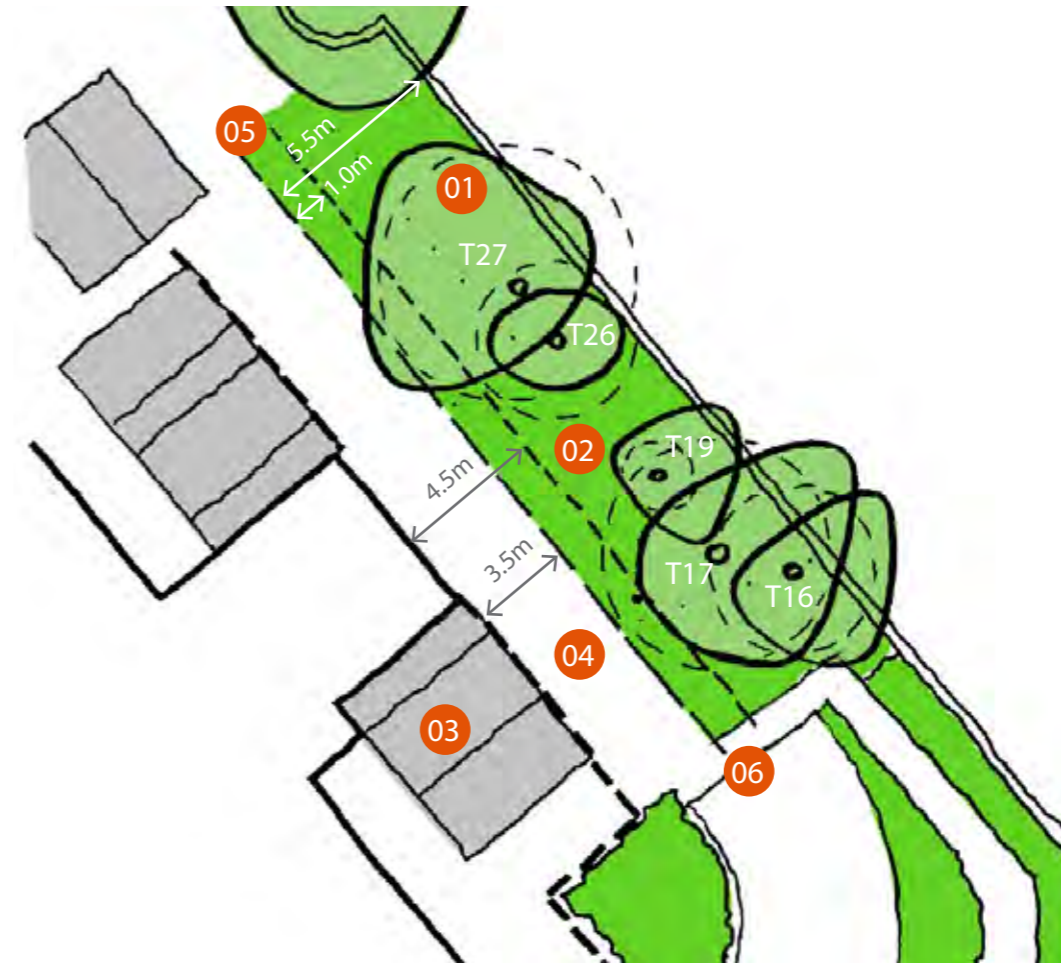
Option B - Section, Tree 95



**Current proposal:**

- Access ramp for vehicles with appropriate radius allowing for turning
- 6.0m wide access allowing to maneuver into parking bays and allowing access to parking adjacent to Block B
- FFL lowered to accommodate residential parking spaces, bin and bike storage and ancillary units.
- Pedestrian access to residential amenity spaces
- Retained existing wall with graded soft landscape
- New tree planting to provide strong vegetated boundary

**Retention of trees T26-T27 & T16-T17 - Option E**

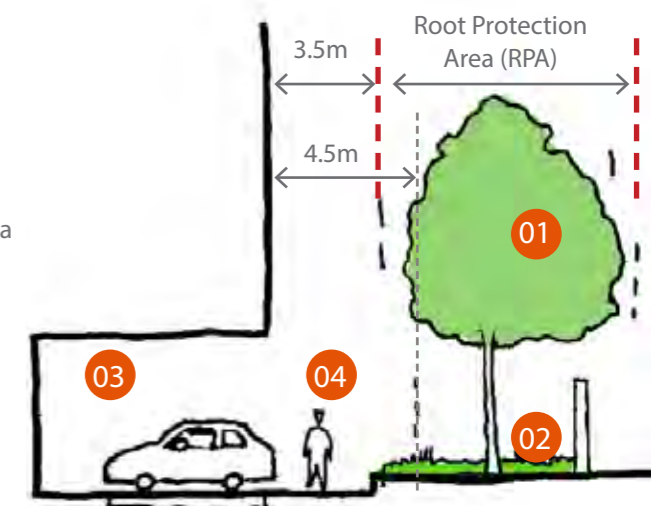


Option E - This option retains the existing trees on the eastern boundary. In order to protect the RPA, the design would need to accommodate an approx. 5.5m (min. 4.5m) wide vegetated verge and for the existing ground levels to be retained. This would significantly reduce the area available for access to basement parking, external parking areas, residents amenity space and pedestrian paths.

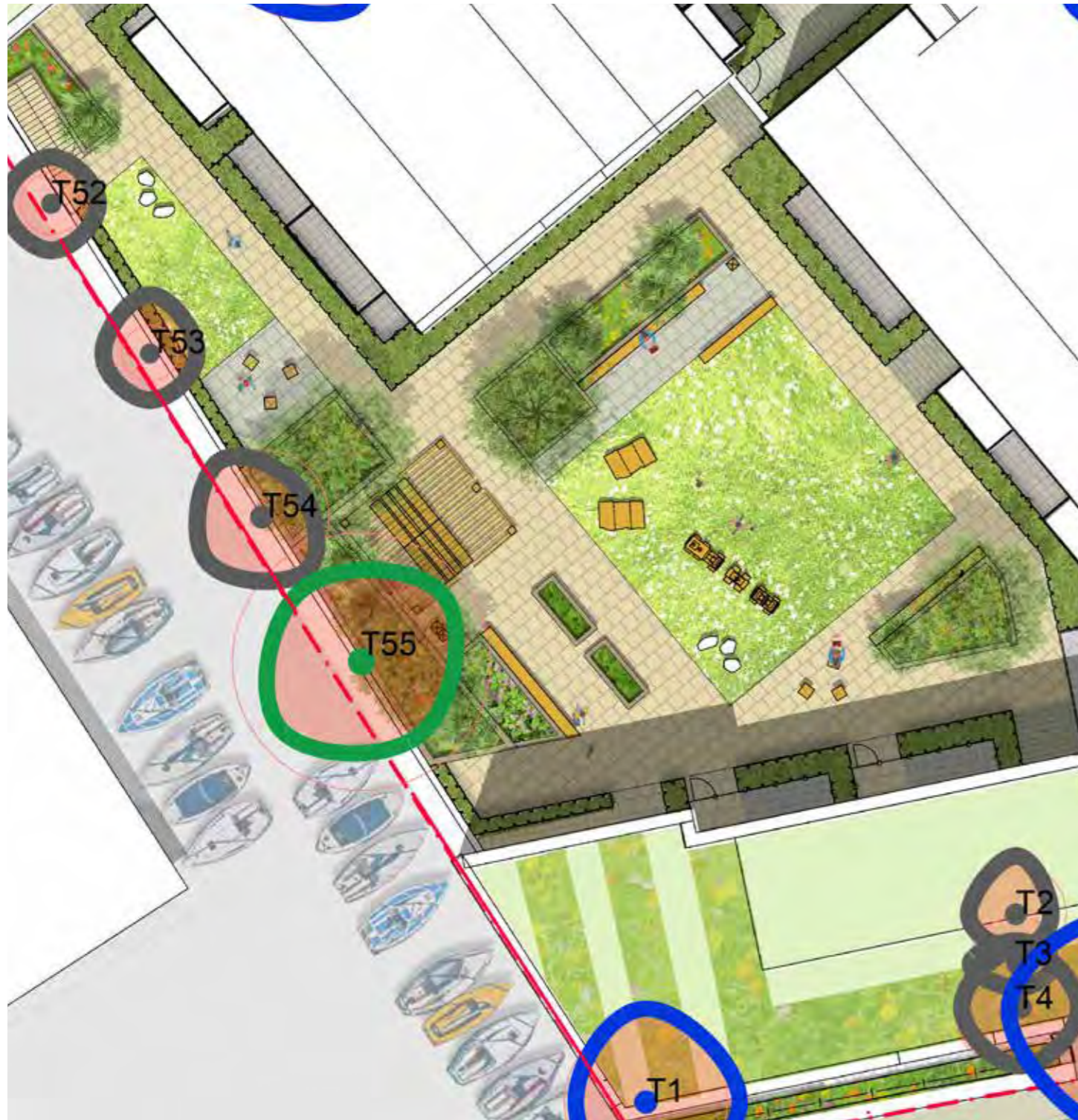
- 01 Existing tree retained
- 02 Existing levels retained
- 03 Parking bays and Block C access
- 04 Parking access width reduced from 6.0m to 3.5m
- 05 Required extent of retained soft landscape, 5.5m, min. 4.5m
- 06 Access ramp and footpath in conflict with retained soft area

**Impact on design:**

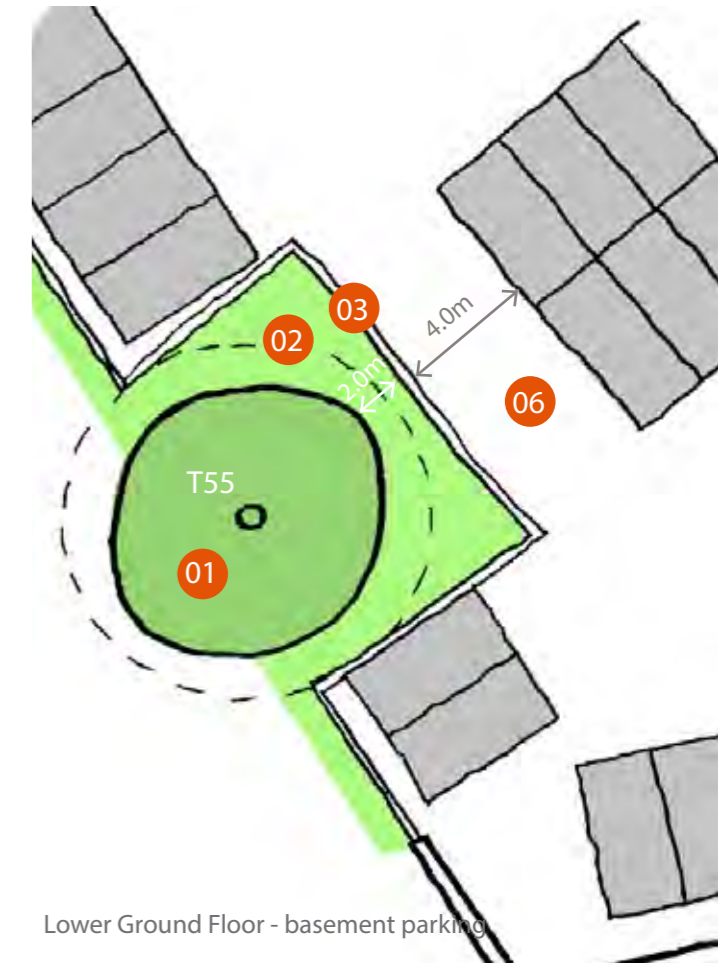
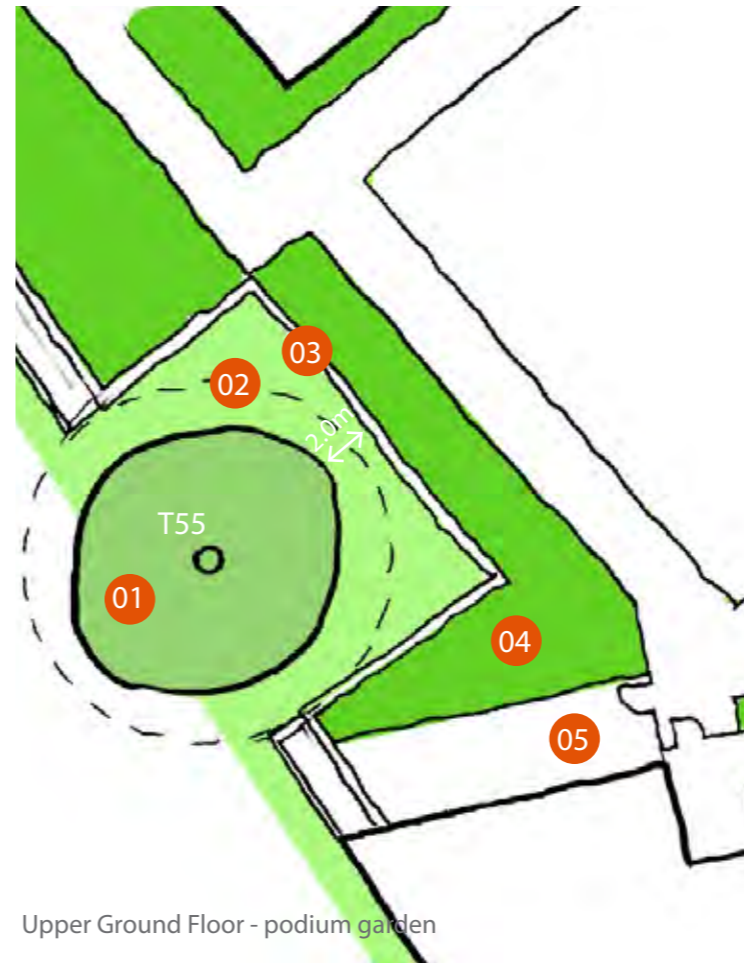
- Reconfiguration of access ramp and pedestrian footpath necessary to avoid impact on retained trees
- Reduced width of access road
- Insufficient width for maneuvering into and out of parking bays
- Reduction in parking spaces due to space restrictions.



Section, Tree T17



Retained tree T55 - Option F

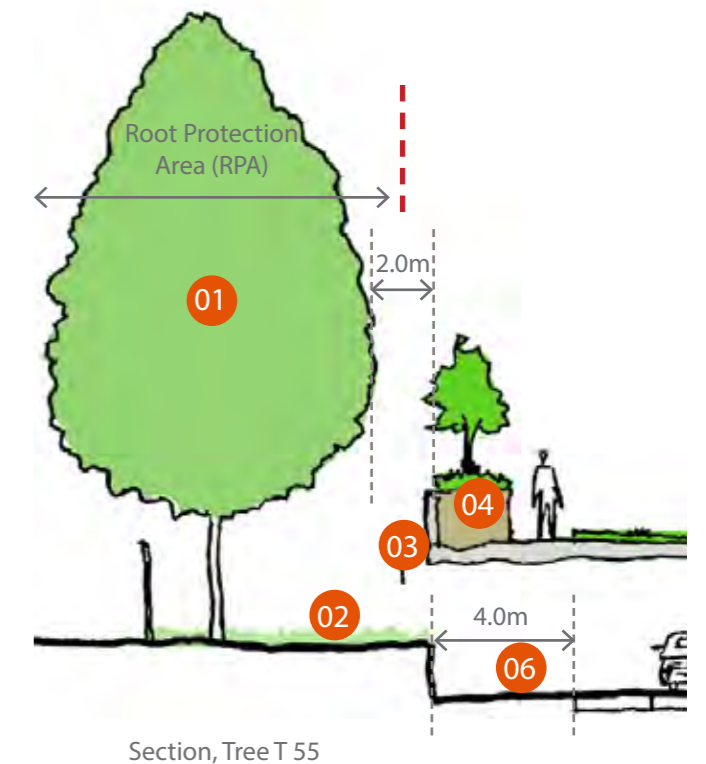


Option F - this options retains tree T55 which would require providing a min. 2.0m wide soft verge beyond tree canopy with existing levels around tree retained.

- 01 Existing tree retained
- 02 Existing levels retained
- 03 Tree planer edge/upper level podium edge
- 04 Upper level planting
- 05 Upper level private terraces
- 06 Reduced width of carriageway form 6.0m to 4.0m

Impact on design:

- Wide opening in the podium deck required to accommodate tree canopy and provide sufficient area for natural irrigation
- Reduced size of amenity space at podium level and removal of amenity features within the residents garden
- Reduced area for tree planting within the podium garden
- Reduction of carriage width from 6.0m to 4.0m at lower ground floor
- Retaining ground levels within the RPA would reduce number of parking spaces and could affect visibility



Current proposal:

Upper Ground Floor

- Well sized amenity space for residents with areas providing various forms of recreation
- Western boundary planted with trees, ornamental shrubs and perennials providing visual interest and screening residential area
- A number of amenity features located along western podium edge such as timber pergola providing shaded

area, picnic tables and benches providing opportunities for socialising, vegetable planters available for residents for food growing

- Central space with lawn and play features, associated planters with trees and various seating opportunities

Lower Ground Floor

- Residential parking spaces, bin and bike storage and ancillary units.

# ANALYSIS OF RETAINING TREES WITHIN THE CENTRE OF THE SITE

## Revised Proposals - retaining additional trees as set out in Options D and E



The revised proposals, which incorporate Option D and Option E as set out in this document, offers 166 residential units with associated residential gardens, central amenity area with various opportunities for recreation, seating areas and incidental play as well as attractive water frontage with cultural use.

Adopting a restrictive development approach to avoid impacting the majority of existing trees would result in a scattered development pattern of very limited scale and compromised public amenity and access.

Limiting development in this way would create an underutilization of a brownfield development site within the central area of the city.

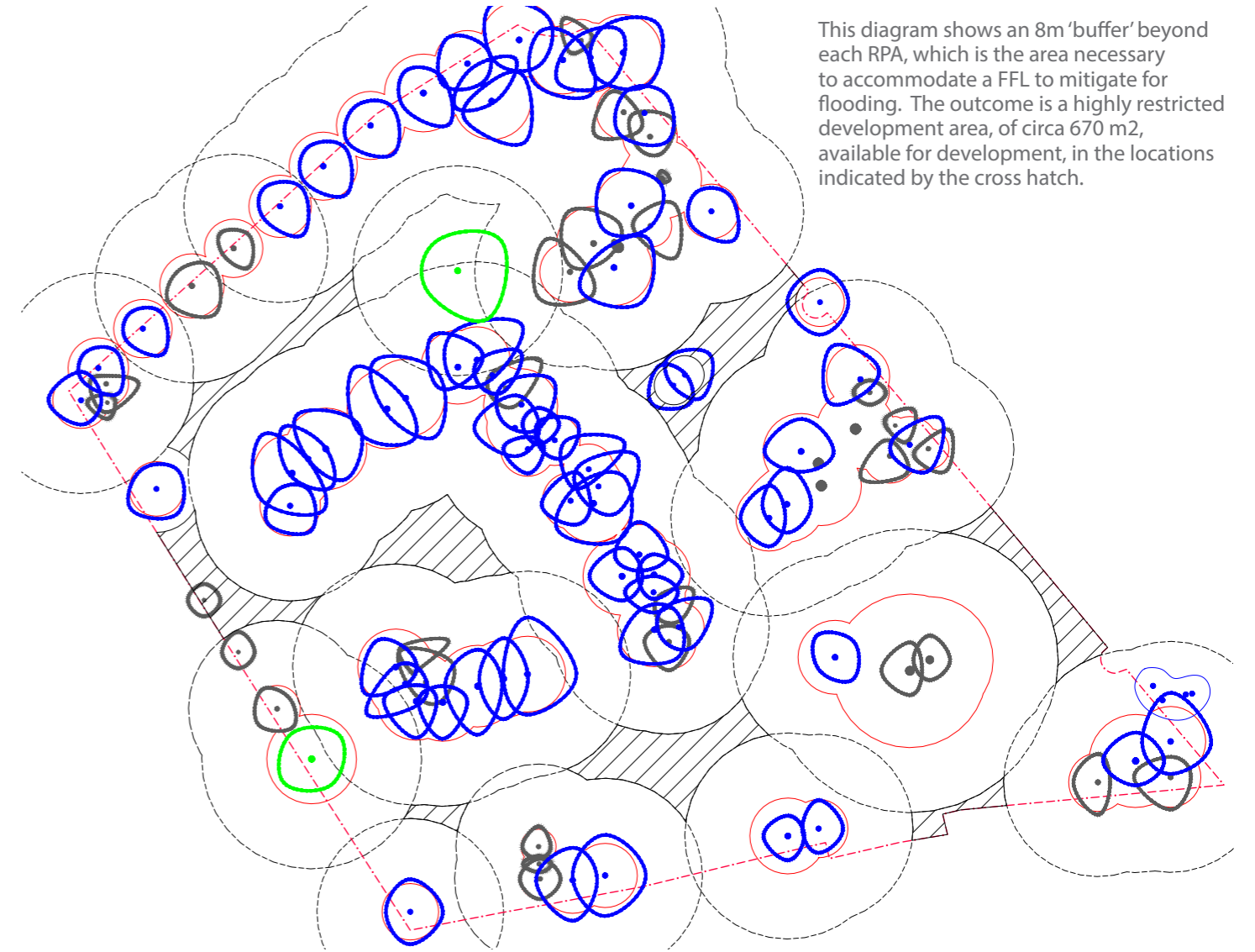
Such small scale provision of homes would significantly reduce the ability to deliver affordable homes of any meaningful number and render the proposals not viable.

Scattered development would necessitate an atypical house solution with the need for raised accesses to residential level at upper ground floor.

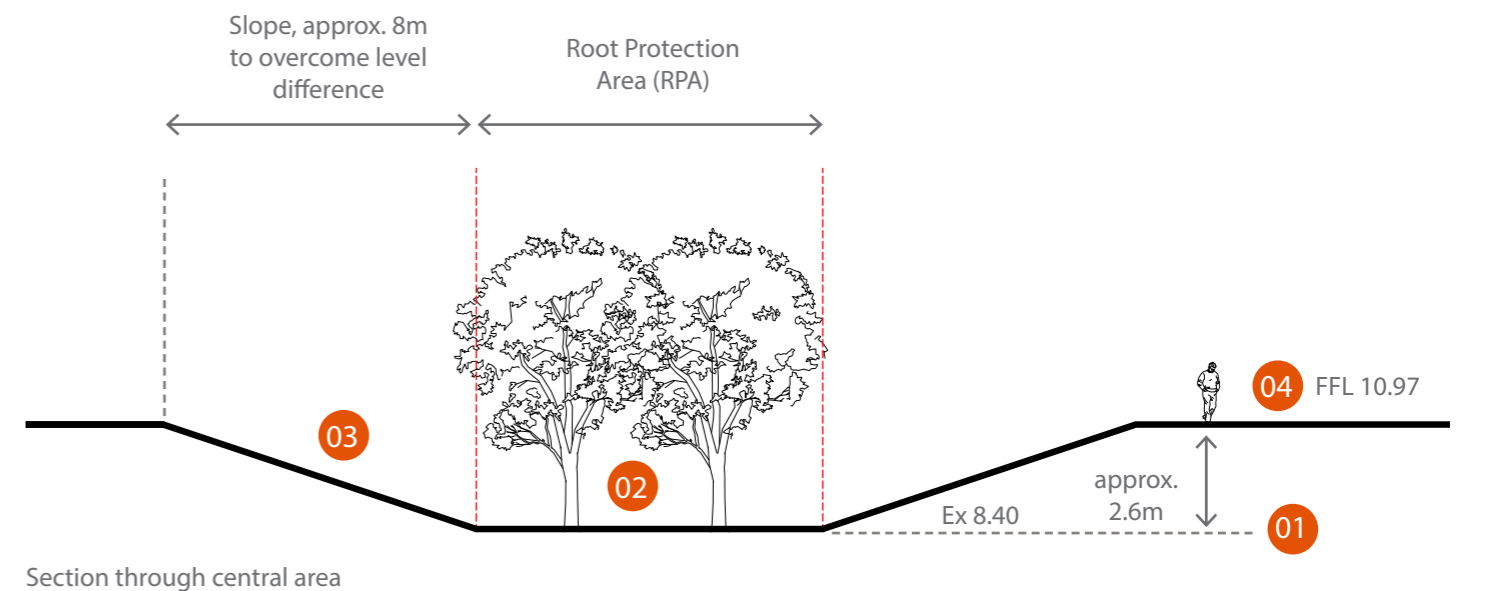
Ground floor non residential uses would create unattractive and unsatisfactory relationships with surrounding ground level areas.

- 01 Existing ground level
- 02 Existing trees retained
- 03 Slope necessary to accommodate level difference
- 04 Required FFL for habitable rooms to mitigate for flooding

## Development area - Existing trees retained



This diagram shows an 8m 'buffer' beyond each RPA, which is the area necessary to accommodate a FFL to mitigate for flooding. The outcome is a highly restricted development area, of circa 670 m<sup>2</sup>, available for development, in the locations indicated by the cross hatch.



# TREE REPLACEMENT STRATEGY

## Existing trees on site

The Arboriculture Impact Assessment (TEP doc ref R8074.01.001) provides the following information.

There are 101 existing trees on site.

The revised proposals, as shown on the previous page, would lead to the removal of 82 trees; and the retention of 19 trees.

## Tree replacement strategy

In order to compensate for the loss of trees on site, and in accordance with planning policy, 227 replacements will be required. This compensation will be delivered through a combination of:

- 65 trees planted on site;
- 10 trees planted off-site but nearby, (6 No. on the harbourside and 4 No. on Cumberland Road); and
- Financial contribution calculated to cover the planting of an additional 152 trees in accordance with BCS9: Green Infrastructure and DM17: Development Involving Existing Green Infrastructure policy.

The nearby, off-site planting will supplement the existing green links along Cumberland Road and the Harbourside footpath, and a greater number of retained trees along the eastern boundary will strengthen the green buffer to the adjacent residential dwellings to the east.

In combination with the financial contribution for an additional 152 trees, there will be an overall net gain of tree cover in the wider area.



Tree retention and replacement strategy