

Development Control Committee B – 17 March 2021
Application No. 20/06030/F : 7 Belvedere Road Bristol BS6 7JG

SITE DESCRIPTION AND BACKGROUND

This application relates to a three-storey building known as 7 Belvedere Road, in Redland, north Bristol.

The building is split into three flats: a maisonette at ground floor and basement level; a flat at first floor level and another flat at second floor level. Each unit is in residential use under Use Class C3 and has two bedrooms. Access to the building is maintained through a single storey porch to the side of the building and via the front of the building.

The building is constructed in pennant stone and render and features a large bay window at the front elevation.

Belvedere Road includes a number of identical, large, late-Victorian townhouses which have largely been subdivided into maisonettes or flats, with three no. elderly peoples' homes / assisted living units. Historic maps indicate that 7 Belvedere Road was constructed around 1900.

Belvedere Road is a two-way street, lined on both sides with unallocated car parking. The site is on the outside edge of the Cotham North Residents' Parking Scheme.

The site is located within the Downs Conservation Area. The surrounding area is almost entirely residential in character but the site is in close proximity to Westbury Park School and a number of care homes on Westbury Park, Belvedere Road, the Glen and Redland Road.

In June 2020, full planning permission was refused by Development Control Committee B for the conversion of the three flats at 7 Belvedere Road to a 17-bed extension to the nursing home at 8-9 Belvedere Road (Use Class C2, residential institution).

The application for change of use was refused by Development Control Committee B for the following reasons:

1. The proposed development would result in an unacceptable increase in demand for parking, leading to inappropriate on-street parking activities, safety concerns and the obstruction of access to private driveways. This would be contrary to Policy BCS10 (Transport and Access Improvements), Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing) and Policy DM23 (Transport Development Management).
2. The proposed development would result in an overconcentration of residential institutions on Belvedere Road, which would lead to harm to the mix, balance and inclusivity of the community, contrary to Policy BCS18 (Housing Type) and reduce the choice of homes in the area by changing the housing mix contrary to Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing).
3. The proposed development would result in a harmful concentration of shared housing / care homes on Belvedere Road, worsening the existing harmful conditions listed within point (i) of Policy DM2 (Residential Sub-divisions, Shared and Specialist Housing), including excessive noise and disturbance and inadequate storage of recycling/refuse.

This scheme is currently being considered by the Planning Inspectorate (PINS) at Appeal. An application for costs has also been made against BCC as Local Planning Authority.

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This application seeks full planning permission for the conversion of the existing building known as 7 Belvedere Road, containing three residential units (Use Class C3) to create a residential institution (use class C2) for people who require nursing or personal care.

The proposed development would result in the rearrangement and subdivision of the internal spaces within the building to form 14 no. bedrooms. The building would form part of the adjacent nursing home, with new openings proposed to be created in the side-facing wall between 7 and 8 Belvedere Road at lower ground, upper ground, first and second floors.

At lower ground level, the proposed converted building would consist of a laundry, a lounge and two no. bedrooms. Each of the bedrooms would be afforded with an en-suite bathroom.

At upper ground floor level, the proposed care home would consist of four no. bedrooms, each with an en-suite bathroom. A lounge area would be provided towards the front of the building. Access to this part of the building would be retained through the porch to the side of the building. The entrance to the front of 7 Belvedere Road would be replaced with a window.

A further 8 bedrooms are proposed to be split across the first and second floors. Each of these bedrooms would have an en-suite bathroom and at least one window. Each floor would also include a lounge area for residents.

External alterations to the building are limited to the replacement of the front entrance with a window, the increase in size of two side-facing windows and a dormer to the side roof. The proposed development would also require some excavation to create lightwells down to basement bedrooms / living areas.

The garden to the rear of the building would be retained, with access to this area created through the lounge at basement level.

Cycle parking for residents and staff would be proposed to the front of the building in the form of a three space 'Asgard' secure container. A smoking area for staff is proposed to the front of 7 Belvedere Road.

An additional bin store (further to the existing one provided as part of the adjacent nursing home at 8-9 Belvedere Road) would be situated to the front of the building.

Landscaping is proposed along the frontage with Belvedere Road to reduce the visual impact of the proposed smoking area and bin and cycle stores.

RELEVANT HISTORY**Application site:**

19/03104/F - Change of use from 3 x flats to a 17 x bed extension to the nursing home at 8-9 Belvedere Road. – REFUSED.

This application was refused by DC Committee as per the reasons set out in the Background section of this report.

17/04752/F - Change of use from 3 x flats to a 17 x bed extension to the nursing home at 8-9 Belvedere Road. External alterations to building including rear extension and side and rear dormer roof extension. – WITHDRAWN.

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This application was withdrawn due to concerns about the impact of the proposals on the highway network, the impact upon the appearance of the building and the surrounding Conservation Area and the absence of a justification for the loss of the three flats.

18/03500/F - Extension of existing basement level to create enlarged single residential dwelling (use class C3) – GRANTED subject to condition(s).

This application was approved by DC Committee in September 2018.

Adjacent sites:

08/02673/F - Construction of a new central entrance area linking Nos 8 & 9 Belvedere Road and extension to first and second floors above, and single storey rear extension to form a 40 bed nursing home. – GRANTED subject to condition(s).

RESPONSE TO PUBLICITY AND CONSULTATION

Public comments

A total of 221 public comments were received in response to this application.

A total of 109 comments were received in support for the scheme. Approximately 103 of these comments were submitted via the Applicant (i.e. via the Applicant's email address). These comments set out the following reasons in support:

- The proposals would provide much-needed healthcare provision.
- The residents of the care home would have less demand for car parking spaces than existing residents.

A total of 112 comments were received in objection. The following planning issues were raised:

- Concerns about the impact of the proposed development on local parking provision and associated highways safety.
- Concerns about the impact of the proposed development on local congestion, including by emergency vehicles and delivery vehicles.
- Concerns about waste disposal and its impact on street scene and local amenity.
- Concerns about potential noise, disruption and dust that would be caused by construction.
- Concern about the effect of the proposed development on the Conservation Area and heritage.
- Concern that the proposal would result in a disproportionate intensification of the site's existing use.
- Concern about loss of outlook to the detriment of residential amenity.
- Concern about the impact on the balance and character of this residential neighbourhood.
- Concern that the proposed development would involve a loss of residential housing for the local community
- The proposals are not sufficiently different from those refused at DC Committee in 2020.

The following non-planning issues were raised:

- The quality of care being provided.
- The effect of building work on land stability.

Councillor Referral to Committee

Councillor Fodor referred the scheme to Committee for the following reasons:

This address and a similar application was rejected at committee in 2020 but a revised application has been resubmitted with fewer bed spaces. The planning authority is currently preparing to defend the committee decision from 2020.

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However a new application has been submitted. I am therefore calling this in line with the wishes of many residents and wish to ensure the cumulative impacts of the change of use of this residential street from 3 units of housing into an extended series of Care Home businesses be considered at committee.

While this is slightly smaller an application than the one rejected last year the proposals would still lead to a permanent increase in traffic and parking problems in a street unable to cope (and already subject to significant overspill parking from RPS areas nearby). The traffic implications of the deliveries, staff, emergency vehicles and visitors to the various care homes all need to be considered. There will be additional noise and disturbance from the operation of this business in a residential street, such as recent incidents of residents' blocked drives.

The impacts on heritage in the conservation area are also grounds for concern.

In addition the construction traffic impacts, noise and dust, will be a problem.

I therefore ask for it to be considered at committee if it is to be recommended for approval so that all sides of the story can be heard by members. Please notify me of the proposed committee date if it does get recommended for approval and then has to be timetabled to be heard there.

Internal consultees

Transport Development Management – No objection

Highway Network

The site is located to the edge of the Cotham North residents parking scheme in which on street parking in this location is at a premium. There are a number of bus services which are available within walking distance of the site; the number 1, 2, 2a, 3 and U1 services operate from the Durdham Park bus stops with the 505 service operating along Coldharbour Road. The 3x and 72a services operate from the Chapel Green Lane bus stops which are approximately a 560m walk from the site.

The site is located approximately 700m from Whiteladies Road which is considered to be a popular busy cycle route offering options for cycling towards the City Centre. The Downs Way (NCN4) offers a traffic free/Quiet Road route in close proximity to the site offering routes both South and North. A number of other cycle routes are situated within the sites vicinity promoting cycling as a feasible alternative to the private car.

Parking Survey

The applicant has undertaken parking surveys across three days. These were undertaken following consultation with TDM with the following times on each day surveyed:

- 07:00
- 08:00
- 13:30
- 14:30
- 19:30
- 20:30

It should be noted these times coincide with the staff changeover times given this represents the worst case scenario when assessing the impact of the existing care home and the proposed care home.

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The parking survey results demonstrate the 07:00 and 08:00 to be the peak for parking demand. The parking survey also demonstrates significant parking stress along Blenheim Road and The Quadrant throughout the day with an oversubscription of parking across all surveys. There is however a number of free parking spaces within 200m of the site, predominantly along Westbury Park.

A parking survey has also been undertaken by the local residents. This also demonstrates the parking constraint experienced within the local vicinity of the site. The results of these surveys demonstrate near full parking earlier within the day with particular constraint around school pick up times. There tends to be more spaces available during the evening.

Having reviewed the parking surveys supplied by the residents and the applicant and noting the development would generate a minimal requirement for additional on street parking for staff TDM do not consider the development to generate an unacceptable to the highway network due to a lack of parking.

Servicing

The applicant is proposing to install two loading bays along Belvedere Road to address the current issues surrounding servicing of the development. These issues were evidenced with the submission of photos provided by neighbours through public consultation. It is felt that the introduction of two loading bays, at the expense of the developer (£5913), would be sufficient in addressing any issues caused by the servicing of the development. The concerns of the residents are appreciated however with the introduction of formal loading areas this should go some way in alleviating the issues outlined.

The provision of a further area for waste storage is welcomed and it is recommended that a condition is attached to any permission to ensure that bins are stored within this area and only left out on collection days.

Cycle Parking

Three cycle parking spaces are to be provided within an Asgard style cycle locker as demonstrated within plan 033:003. This is considered to be an appropriate provision.

Travel Planning

The travel plan has not been revised from the 19/03104/F submission. The travel plan co-ordinator has reviewed the submitted travel plan and raises no concerns given the development falls below the threshold as per the travel plan guidance for new developments.

Construction Management/ Network Management

Due to the impact this proposal would have on the highway network during the demolition/construction period, the applicant would be required to produce and submit a highway network construction management plan. There is a construction method statement submitted in support of the previous scheme, not the scheme submitted under application number 20/06030/F. TDM therefore required condition B3 be applied.

Recommendation

TDM do not consider the residual cumulative impacts on the road network to be severe or to cause an unacceptable impact on highway safety. On this basis TDM recommend approval of the application subject to conditions for a construction management plan, the installation of refuse and recycling facilities, completion of pedestrian/cycle access and cycle parking, the provision of a delivery and servicing plan and the delivery of a waste management plan.

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City Design Group – No objection (Surgery Item)

The proposed external alterations are considered to be minor in nature, and the use of landscaping to reduce the visual impact of bin and bike stores is supported. It is recommended that a landscaping / planting plan is secured via condition.

The proposed excavation to increase the area of the basement of level is considered to have a limited impact upon the Conservation Area given the extent to which this has been implemented elsewhere on Belvedere Road at no's. 8 to 11 adjacent.

RELEVANT POLICIES

National Planning Policy Framework – February 2019

Bristol Local Plan, Comprising:

- Core Strategy (Adopted June 2011),
- Site Allocation and Development Management Policies (Adopted July 2014).

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

KEY ISSUES

A. IS THE PROPOSED DEVELOPMENT ACCEPTABLE IN PRINCIPLE?

Section 5 of the National Planning Policy Framework (NPPF) outlines that housing applications should be considered in the context of the presumption in favour of sustainable development.

Policy BCS5 sets out that the Core Strategy aims to deliver new homes within Bristol's existing built up areas to contribute towards accommodating a growing number of people and households in the city. In order to maintain the net housing stock, the Policy states that existing homes will be retained unless they are unsuitable for residential uses, would be used for essential local community facilities or would be replaced.

Policy BCS12 states that community facilities should be located where there is a choice of travel options and should be accessible to all members of the community. Where possible community facilities should be located within existing centres.

Policy BCS20 states that development should maximise opportunities to re-use previously developed land.

On 19 January 2021, the government published the results of its 2020 Housing Delivery Test, which aims to measure how effectively each local authority is delivering housing against NPPF requirement to demonstrate a five-year supply of deliverable housing sites plus five per cent land supply buffer. Bristol was found to be delivering only 72% of the housing requirement. The penalties for this will be that Bristol will be required to provide a "buffer" of sites for 20% more homes than are needed to meet its five-year target, to produce a Housing Action Plan, and that the presumption in favour of development in the NPPF will apply.

In view of the fact that the LPA is not able to demonstrate a five year housing land supply, paragraph 11(d) of the NPPF is engaged, and the tilted balance applies to applications which result in the gain or loss of housing units.

The proposed change of use would result in the loss of three residential flats. Whilst the loss of the three flats would be to the detriment of Bristol's housing stock, the proposed development would

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retain the overarching residential nature of the property by providing living accommodation for 14 occupants. The proposed change of use would help to address the increasing demand for dementia care at both a national and local level, as set out within the Applicant's Needs Assessment Report (London Care & Support Forum, March 2019).

It is considered that when compared to the overall housing stock within the Redland area, the loss of three residential units is not significant and that the need for dementia care outweighs this loss. The tilted balance has been considered in this context and the loss of the housing units is sufficiently justified in this case.

In conclusion, the proposed development is considered to be acceptable in principle.

B. WOULD THE PROPOSED DEVELOPMENT RESULT IN HARM TO THE MIX AND BALANCE OF THE COMMUNITY?

Policy BCS18 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.

Policy DM2 of the Site Allocations and Development Management Policies states that proposals for shared housing, such as older persons' housing, should not result in a harmful concentration of such uses within the locality as a result of reducing the choice of homes in the area by changing the housing mix.

It is understood that the existing nursing home at 8-9 Belvedere Road has a maximum occupancy of 40 residents. The proposed change of use of 7 Belvedere Road would increase this to 54 persons in total. This represents a 35% increase in the size of the nursing home.

The proposed development would result in the loss of three residential flats, each with two bedrooms.

At the DC Committee in April 2020, members raised concerns that the development proposed as part of application 19/03104/F could result in harm to the mix and balance of the community, as per the requirements of Policy BCS18. Whilst this development is not a residential proposal (Use Class C3), the proposed development does provide living accommodation and therefore the residential mix of the Lower Super Output Area (LSOA) and Belvedere Road has been assessed.

The Manor Park LSOA consists of 2,049 residents at the time of the 2011 Census, of which there were 109 residents living within 'communal establishments', equivalent to 5.3% of the population. If a further 14 care home residents were to be added to the population, this would increase to 5.9%.

It has been noted within a number of submissions by local residents that the density of care home residents is significantly higher when measured on the basis of just Belvedere Road. The submissions have indicated a range of estimates from in excess of 20% up to nearly 50% of residents on Belvedere Road residing as care home residents.

It should be noted by Members that Policy DM2 does not define what percentage an overconcentration would constitute. Officers cannot speculate whether the estimates provided by local residents are correct and therefore consider that the harmful concentration should be assessed not on the basis of the mix of the area / street, but by assessment of the harmful conditions set out within Policy DM2. The assessment against these conditions is set out within the remainder of this committee report.

It is considered that the proposed development would not sufficiently reduce the choice of homes in the area to warrant refusal for the following reasons. Firstly, the proposed development would result in the loss of just three dwellings. This is less than 0.03% of the total housing stock within the Manor Park LSOA. Secondly, two bedroom dwellings (of which three are proposed to be lost), make up over

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39% of the housing stock. This is significantly above the Bristol average of 28%. No 'family housing', i.e. dwellings of three bedrooms or over, is to be lost.

It is considered that the proposed development would not cause harm to the mix and balance of the community by reducing the housing stock.

The remaining assessment against Policy DM2, which states that development that would create or contribute to a harmful concentration of such uses [shared housing] within a locality as a result of: exacerbating harmful conditions is considered in Key Issue D (noise and disturbance), Key Issue B (levels of on-street parking that cannot be accommodated and inadequate storage of recycling and refuse), and Key Issue C (harmful physical alterations).

C. IS THE IMPACT OF THE PROPOSED DEVELOPMENT UPON TRANSPORT AND HIGHWAYS ACCEPTABLE?

Policy BCS10 states that developments should be designed and located to ensure the provision of safe streets. Development should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

Policy DM2 states that proposals for shared forms of housing will not be permitted where levels of on-street parking cannot be accommodated or regulated, or if there is insufficient storage for recycling/refuse and cycles.

Policy DM23 outlines that development should not give rise to unacceptable traffic conditions and will be expected to provide safe and adequate access onto the highway network.

The proposed development would generate two additional staff, with this reducing to one additional member of staff overnight. The Travel Plan submitted by the applicant indicates that the proposed extension would result in up to 1 additional car parking space being required to accommodate staff. Three lockable cycle spaces would be provided for staff.

It is estimated that two additional visitors' cars would be parked on street per day. It is understood that visiting times are typically late morning and early afternoon.

The Travel Plan indicates that there would be two no. additional supply deliveries as a result of the proposed development. The changes to refuse collections would be limited given the existing collections from 7 and 8 Belvedere Road.

At DC Committee in April and May 2020, a number of the public statements submitted highlighted flaws within the Applicant's initial parking survey. As a result, Members were advised to give the parking survey limited weight in the decision-making process.

For this Application, the Applicant has agreed a parking survey methodology with Transport Development Management and undertaken the survey in accordance with BCC's Parking Survey Methodology. Parking Surveys were taken across three days, with snapshots taken at 7am, 8am, 1.30pm, 2.30pm, 7.30pm and 8.30pm. These times were agreed as they coincide with the staff changeover times given these represent the worst case scenario when assessing the impact of the existing care home and the proposed care home.

A Parking Survey has also been provided by the Westbury Park Community Association (WPCA). These timings differ slightly, having been undertaken as a late morning (10.45am, 11am and 12pm), mid-afternoon (3pm, 3.20pm and 3.40pm) and an evening (7pm, 7.30pm and 7.45pm) snapshot.

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Both parking surveys identify significant demand for parking in the area. This includes in particular, Blenheim Road and the Quadrant, which are often oversubscribed. Both parking surveys corroborate that the greatest parking demand occurs in the morning.

Whilst there is significant demand for parking in the area, it should be noted that the proposed development would only create demand for one additional car parking space and two visitor spaces across the day. Each survey, undertaken by both the Applicant and the WPCA, identifies sufficient parking within the area to accommodate this level of additional demand.

At a worst case, it is likely that there will be a neutral effect of the development in terms of parking demand once the car parking demand associated with the three residential units is considered. It may be the case that the proposed change of use would actually have a positive effect on parking in the area. It is therefore considered that the levels of on-street parking could be accommodated as a result of the proposed development.

Turning to the issue of deliveries and servicing, it is noted that a significant number of submissions by local residents provide evidence of delivery vehicles and ambulances blocking Belvedere Road and inconsiderate parking by those vehicles. In order to respond to the additional demand created by the proposed development, the applicant has agreed to install two loading bays along Belvedere Road to address any issues caused by servicing.

The concerns of the residents are appreciated, however, the introduction of formal loading areas this should go some way to alleviating the existing issues highlighted in the public comments.

The loss of four on-street parking spaces as a result of the proposed loading bays would increase parking stresses on Belvedere Road itself, however, it is considered that, based on the Applicant's parking survey, there is sufficient space to accommodate these bays. The benefits of having a formalised approach to deliveries would outweigh the loss of the on-street parking spaces.

Should the application be approved, the Applicant would need to provide a Delivery & Servicing Management Plan, secured by condition. This would require the applicant to provide details of a qualified co-ordinator, for controls to be placed on movements, parking and waiting, and for an approach to be taken to minimise disruption. This is considered to be of significant benefit to the existing situation and would result in BCC's being able to take Enforcement Action against the Applicant if deliveries and servicing were not carried out in an appropriate manner.

The proposed development would include an additional area for refuse and recycling. Submissions made by local residents highlight that there are issues with the existing refuse arrangements at 8-9 Belvedere Road. This includes overflowing bins and placement of waste in the incorrect receptacles. Officers consider that the additional waste provision would help to address some of issues of overflowing bins and it is recommended that a condition is attached to any permission to ensure that bins are stored within this area and only left out on collection days. A Waste Management Plan is also to be secured via condition, should the application be approved. This would require a proper plan for collection and management of waste to be in place and should help to address some of the issues highlighted by residents at the existing care home.

The proposals for cycle storage are considered to be acceptable.

The travel plan has not been revised from the 19/03104/F submission. The travel plan co-ordinator has reviewed the submitted travel plan and raises no concerns given the development falls below the threshold as per the travel plan guidance for new developments.

A construction management plan for the proposed development and a construction method statement for the basement extension should be conditioned.

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In conclusion, it is considered that, whilst there is clearly stress on the public highway as a result of parking demand in the area, the parking demand created by the proposed change of use is negligible when considered in light of the loss of parking demand created by the existing residential flats at 7 Belvedere Road.

The proposed parking bays would address the delivery and servicing demands of the proposed development and would go some way to addressing the issues associated with the existing care home highlighted within residents' submissions.

It is considered that, on balance, the proposed development is acceptable in terms of transport and highways.

D. WOULD THE PROPOSED DEVELOPMENT BE OUT OF SCALE OR CONTEXT WITH THE CONSERVATION AREA?

Paragraph 193 of the National Planning Policy Framework (NPPF) outlines that:

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."

Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Policy BCS20 sets out that an appropriate density should be informed by the characteristics of the site and the local context.

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

Policy BCS22 and Policy DM31 state that development proposals will safeguard or enhance heritage assets such as the character and setting of Conservation Areas.

The proposed development would result in the loss of the existing front door and replacement with a sash window to match the adjacent windows, the construction of two dormers (one to the side elevation and one to the rear elevation) and excavation of part of the front and rear curtilage of the site to create lightwells.

On the basis of the adjacent buildings on Belvedere Road which are of uniform type and appearance, it would appear that the front door is a later addition to 7 Belvedere Road, with access originally gained via the single storey porch to the side of the building. As such, it is considered that the proposed removal of this door and replacement with a sash window to match the adjacent windows would enhance the character of the dwelling and in turn provide a benefit to the character of the Conservation Area by returning it back to its historic appearance.

The proposed side dormer would sit comfortably within the roof slope given its small nature and would have a limited impact upon character of the building or the Conservation Area.

The proposed landscaping to the front of the building would minimise the impact of the proposed bin stores and cycle store.

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The proposed excavations would have a less than substantial harm on the character of the building and the Conservation Area given the existing prevalence of such lightwells and basement extensions. This would be outweighed by the public benefit of providing care home accommodation.

Conditions should be attached to any recommendation for approval to secure construction details of the proposed new window, details of materials for the proposed window and the new dormers and for the submission of a detailed landscaping scheme.

It is considered that the proposed development would be in keeping with the character of the Conservation Area.

E. WOULD THE PROPOSED DEVELOPMENT CAUSE ANY UNACCEPTABLE HARM TO RESIDENTIAL AMENITY?

Policy BCS21 states that new development should safeguard the amenity of existing development.

Policy DM2 states that where possible, older persons' housing should meet the Lifetime Homes Standards and 20% of the units should be wheelchair accessible or adaptable for wheelchair users.

Policy DM30 states that proposals should not prejudice the existing and future development potential of adjoining sites.

The proposed development consists of only minor external alterations to the existing building which are unlikely to have an impact upon neighbours in terms of overlooking, overshadowing or creating a sense of overbearing.

The construction period is anticipated to be short given the nature of the works and a construction environmental management would be secured via condition to reduce any potential impacts upon neighbours.

A number of submissions by local residents have raised concerns about noise and disturbance as a result of the existing care home at 8-9 Belvedere Road.

The proposed change of use would result in an increase in occupancy of 7 Belvedere Road from 8 to 14 bedrooms. Given this increase in occupancy, it is likely that the proposed change of use would result in a minor increase in noise. It should be noted that 7 Belvedere Road is detached from 6 Belvedere Road and that whilst the level of occupancy may have increased, officers consider that the levels of noise are not likely to be demonstrably different to existing.

The levels of servicing and deliveries outlined within the application are unlikely to result in a significant increase in noise and disturbance when compared to existing levels.

It is considered that the proposed change of use would not result in any unacceptable harm to existing residential amenity.

The proposed development would create 17 no. new bedrooms for residents in need of care.

Each of the proposed rooms would benefit from having a window and an en-suite bathroom.

The garden to the rear of the building would be retained and provide amenity space for residents, as well as the existing garden to the rear of 8-9 Belvedere Road.

Each of the rooms would exceed the requirements for a double-bedroom as set out in the Nationally Described Space Standards; with bedroom sizes ranging from a minimum of 13sqm up to 22sqm (in excess of the minimum 11.5sqm standard).

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It is considered that the proposed development would offer sufficient space for future occupiers.

In conclusion, the proposed development is considered to be acceptable in terms of residential amenity.

F. HAS SUFFICIENT CONSIDERATION BEEN GIVEN TO SUSTAINABLE DESIGN AND CONSTRUCTION?

Policy BCS13 sets out that development should contribute to both mitigating and adapting to climate change, and to meeting targets to reduce carbon dioxide emissions.

Policy BCS14 sets out that development in Bristol should include measures to reduce carbon dioxide emissions from energy use by minimising energy requirements, incorporating renewable energy sources and low-energy carbon sources. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions from residual energy use in the buildings by at least 20%.

The proposed development would include the provision of an air source heat pump to provide heating to the building. The Energy Strategy and Sustainability Statement submitted with the application sets out that the proposed development would comply with Part L of the Building Regulations and the inclusion of a heat hierarchy-compliant air source heat pump would achieve an energy saving of approximately 22%. This would accord with Policy BCS14.

In conclusion, it is considered that sufficient consideration has been given the sustainable design and construction.

G. EQUALITIES ASSESSMENT

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

CONCLUSION

The proposed development is considered justified in principle due to the demands for care home beds and the proposed development would not reduce the choice of homes in the area sufficiently to warrant refusal.

Whilst the concerns of local residents are understood and the stresses on parking evident within the vicinity of the site, when considering the scheme on its individual merits, officers consider that there is no demonstrable harm on transport and highways. There may actually be some benefit to the safe operation of the highway via the installation of the two loading bays on Belvedere Road.

The proposed external changes to the building are minor in nature and there is a benefit to the appearance of the terrace via the proposed removal of the door in the front elevation and replacement with a sash window to match the adjacent windows.

There would be some increase in noise associated with an increase in occupancy of the proposed development, however this is not considered by officers to be significant enough to warrant refusal

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given the retention of what is largely a residential use. The proposed extension would provide quality accommodation for future occupants.

The proposed development would provide Air Source Heat Pumps and as such, would be in accordance with the heat hierarchy and would provide a sufficient reduction in CO2 emissions.

It is considered that, on balance, the proposed development would not cause sufficient harm to warrant refusal. As such, officers recommend that the application is approved, subject to an agreement for the provision of the two no. loading bays and conditions.

RECOMMENDED GRANT subject to planning agreement and condition(s)

Time Limit for the 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 Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre-commencement conditions

2. Highway works – General Arrangement Plan

No development shall take place until general arrangement plan(s) to a scale of 1:200 showing the following works to the adopted highway has been submitted to and approved in writing by the Local Planning Authority.

Provision of two no. loading bays adjacent to no 7 Belvedere Road

Where applicable indicating proposals for:

- Existing levels of the finished highway tying into building threshold levels
- Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works
- Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement)

No development shall take place over the route of any public right of way prior to the confirmation of a Town & Country Planning Act 1990 path diversion/stopping up order.

Prior to occupation these works shall be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

3. Further details of new window before relevant element started

Detailed drawings at an appropriate scale of the proposed new window in the front elevation 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.

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

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4. Submission of samples before specified elements started

Samples or further details of the proposed materials for new windows and dormers shall be submitted to and be 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 samples before the building is occupied.

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

5. 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:

- 24 hour emergency contact number;
- Hours of operation;
- 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);
- Routes for construction traffic;
- Locations for loading/unloading and storage of plant, waste and construction materials;
- Method of preventing mud being carried onto the highway;
- Measures to protect vulnerable road users (cyclists and pedestrians)
- Any necessary temporary traffic management measures;
- Arrangements for turning vehicles;
- Arrangements to receive abnormal loads or unusually large vehicles;
- 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.

6. Construction Method Statement

No development shall take place until a construction method statement for the extension of the existing basement level is submitted to and approved in writing by the Local Planning Authority.

Reason: To safeguard the amenity and living standards of adjacent residential premises.

7. Air source heat pumps

Prior to the commencement of the relevant part of the works hereby approved details relating to the air source heat pumps (including the exact location, dimensions, design/technical specification and method of fixing) shall be submitted to and agreed in writing by the Local Planning Authority. The approved equipment shall be installed and operational prior to the first occupation of the use which they serve and retained as operational thereafter in perpetuity.

Reason: To ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions and to ensure that the external appearance of the building is satisfactory.

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In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken if contamination is found and where remediation is necessary a remediation scheme must be prepared in accordance with the findings of any risk assessment, which is to be submitted to and be approved in writing by the Local Planning Authority.

Should a remediation scheme be required, a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

9. Delivery & Servicing Plan

No building or use hereby permitted shall be occupied or use commenced until a delivery and servicing plan has been prepared, submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved delivery and servicing plan for the lifetime of the development. The delivery and servicing plan shall include:

- a) The contact details of a suitably qualified co-ordinator;
- b) How vehicle arrivals, departures, parking, stopping and waiting will be controlled to minimise any impact on the adopted highway;
- c) Details of any freight consolidation operation, centre and the delivery and servicing booking and management systems;

Reason: In the interests of highway safety and to minimise the impact of vehicles servicing the development upon congestion

10. Waste Management Plan

No building or use hereby permitted shall be occupied or use commenced until a waste management plan setting out how waste will be stored and collected has been prepared, submitted to and approved in writing by the Local Planning Authority. The measures shall thereafter be implemented in accordance with the approved waste management plan for the lifetime of the development.

Reason: To ensure appropriate waste management facilities are provided to accommodate all waste generated by the development.

11. Completion of Pedestrians/Cyclists Access – Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

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No building or use hereby permitted shall be occupied or use commenced until the refuse store and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans. Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

Reason: To safeguard the amenity of the occupiers of adjoining premises; protect the general environment; prevent any obstruction to pedestrian movement and to ensure that there are adequate facilities for the storage and recycling of recoverable materials.

13. Completion and Maintenance of Vehicular Servicing facilities – Shown on approved plans

No building or use hereby permitted shall be occupied or use commenced until the facilities for loading, unloading, circulation and manoeuvring have been completed in accordance with the approved plans. Thereafter, these areas shall be kept free of obstruction and available for these uses.

Reason: To ensure that there are adequate servicing facilities within the site in the interests of highway safety.

14. Completion and Maintenance of Cycle Provision – Shown on approved plans

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

Reason: To ensure the provision and availability of adequate cycle parking.

15. Submission and Approval of Landscaping Scheme

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 indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection, in the course of development. The approved scheme shall be implemented so that planting is carried out no later than the first 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.

Post-occupation management**16. External Works to Match**

All new external work and finishes and work of making good shall match existing original work adjacent in respect of materials used, detailed execution and finished appearance except where indicated otherwise on the approved drawings.

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

List of Approved Plans and Drawings

17. 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:

033 S 01 Existing lower ground floor plan, received 14 December 2020
 033 S 02 Existing upper ground floor plan, received 14 December 2020
 033 S 03 Existing first floor plan, received 14 December 2020
 033 S 04 Existing second floor plan, received 14 December 2020
 033 S 06 Existing West elevation, received 14 December 2020
 033 S 05 Existing North elevation, received 14 December 2020
 033 S 07 Existing South elevation, received 14 December 2020
 033 001 Proposed site layout, received 14 December 2020
 033 002 Proposed lower ground floor plan, received 14 December 2020
 033 003 Proposed upper ground floor plan, received 14 December 2020
 033 004 Proposed first floor plan, received 14 December 2020
 033 005 Proposed second floor plan, received 14 December 2020
 033 006 Proposed North elevation, received 14 December 2020
 033 007 Proposed West elevation, received 14 December 2020
 033 008 Proposed South elevation, received 14 December 2020

Reason: For the avoidance of doubt.

Advices

1. Minor works on the Public Highway

The development hereby approved includes the carrying out of work on the adopted highway. You are advised that before undertaking any work on the adopted highway you must enter into a highway agreement under Section 278 of the Highways Act 1980 with the Council.

You will be required to pay fees to cover the Council's costs in undertaking the approval and inspection of the works. Contact the Highway Authority's Transport Development Management Team at transportDM@bristol.gov.uk

NB: Planning permission is not permission to work in the highway. A Highway Agreement under Section 278 of the Highways Act 1980 must be completed, the bond secured and the Highway Authority's technical approval and inspection fees paid before any drawings will be considered and approved.

You are advised that a Traffic Regulation Order (TRO) is required. You must submit a plan to a scale of 1:1000 of an indicative scheme for a TRO, along with timescales for commencement and completion of the development. Please be aware that the statutory TRO process is not straightforward; involving the public advertisement of the proposal(s) and the resolution of any objections.

You should expect a minimum of six months to elapse between the Highway Authority's TRO Team confirming that it has all the information necessary to enable it to proceed and the TRO being advertised. You will not be permitted to implement the TRO measures until the TRO has been sealed, and we cannot always guarantee the outcome of the process.

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We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management Team at transportdm@bristol.gov.uk

N.B. The cost of implementing any lining, signing or resurfacing required by the TRO is separate to the TRO fees, which solely cover the administration required to prepare, consult, amend and seal the TRO.

3. Impact on the highway network during construction

The development hereby approved and any associated highway works required, is likely to impact on the operation of the highway network during its construction (and any demolition required). You are advised to contact the Highway Authorities Network Management Team at traffic@bristol.gov.uk before undertaking any work, to discuss any temporary traffic management measures required, such as footway, Public Right of Way, carriageway closures or temporary parking restrictions a minimum of eight weeks prior to any activity on site to enable Temporary Traffic Regulation Orders to be prepared and a programme of Temporary Traffic Management measures to be agreed.

4. Restriction of parking permits – future controlled parking zone/residents parking scheme

You are advised that the Local Planning Authority has recommended to the Highways Authority that on the creation of any Controlled Parking Zone/Residents Parking Scheme area which includes the development, 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 Residents Parking Scheme.