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**Former Queen Victoria Pub, 426 Gloucester Road
Horfield
Bristol
BS7 8TX**

Motor Fuel Group (MFG)

Planning, Design and Access Statement

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Status: Final



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1.0 Introduction

This Planning Statement has been prepared by Ingleton Wood LLP, on behalf of the Motor Fuel Group (MFG) ('the Applicant') in support of a Full Planning Application for the change of use of the redundant former Queen Victoria Pub, 426 Gloucester Road, BS7 8TX ('the Site') from existing Public House (Class Sui Generis) to accommodate Use 1 x 4-bedroom Small HMO (Class C4).

The proposed development is submitted as following:

'Change of use of former public house (Class Sui Generis) to small HMO (Class C4), including partial demolition of the flat roofed structure at the rear of the building for the creation of courtyard amenity area' ('the Proposed Development').

Further details of the Proposed Development are provided in Section 4 of this Planning, Design and Access Statement accompanying this planning application.

This Statement sets out the details of the proposed development, establishes the relevant planning policy framework against which the application is to be determined and assesses the acceptability of the proposals in the context of that framework and other material considerations.

This Statement should be read in conjunction with the submission package that includes architectural drawings demonstrating the diligent approach adopted by the development team. The full list of supporting plans accompanying this application are detailed below.

- Site Plan (ref: QUEEVC-IWD-ST-XX-DR-A-2400)
- Site Location Plan (ref: QUEEVC-IWD-ST-XX-DR-A-2401)
- Existing Elevations (ref: QUEEVC-IWD-XX-XX-DR-A-2200)
- Proposed Elevations (ref: QUEEVC-IWD-XX-XX-DR-A-2510)
- Demolition Ground and First Floor Plans (ref: QUEEVC-IWD-XX-ZZ-DR-A-2300)
- Proposed Ground and First Floor Plans (ref: QUEEVC-IWD-XX-ZZ-DR-A-2500)

This Statement concludes that the Proposals are fully compliant with the Development Plan and should be granted permission without delay.

The requisite fee of £462.00, to cover the relevant planning application fee has been paid separately by the Applicant via the Planning Portal.

2.0 The Applicant

Motor Fuel Group is the UK's largest independent forecourt operator in the UK with around 900 stations operating under the BP, Shell, Esso, Texaco, JET and Murco fuel brands.

3.0 The Site and Context

The Site comprises the former Queen Victoria Pub at 426 Gloucester Road, Horfield, Bristol and covers an area of 124.73sqm. The building is owned by the Applicant and has been vacant and unused for three years since 2017. The building sits on the back of the pavement with a frontage of some 9.5 meters, and a depth of circa 18 meters. A photograph of the Site is included below.



Figure 1: The Application Site when viewed from Gloucester Road

A petrol filling station lies to the south west of the site with part of the premises wrapping around the rear (west) of the former pub building. A two storey Victorian building is located to the north of the Site, with a parade of small Victorian town houses most of which have been converted into small shops or businesses lie further to the north, and opposite the site on the eastern side of Gloucester Road. The Gloucester Road Medical Centre is located behind the pub and filling station to the west.

The Site lies within a largely Victorian suburb of the city. Gloucester Road is a local shopping centre with a wide range of shops and facilities. Gloucester Rd is also on a bus route connecting the site to the city centre some 2.5 miles away to the south. Bristol Montpelier station is approximately 1 mile away to the south. Ashley Down infant and primary school is circa 170 meters away to the south east.

A location plan of the Site is shown below at Figure 2.

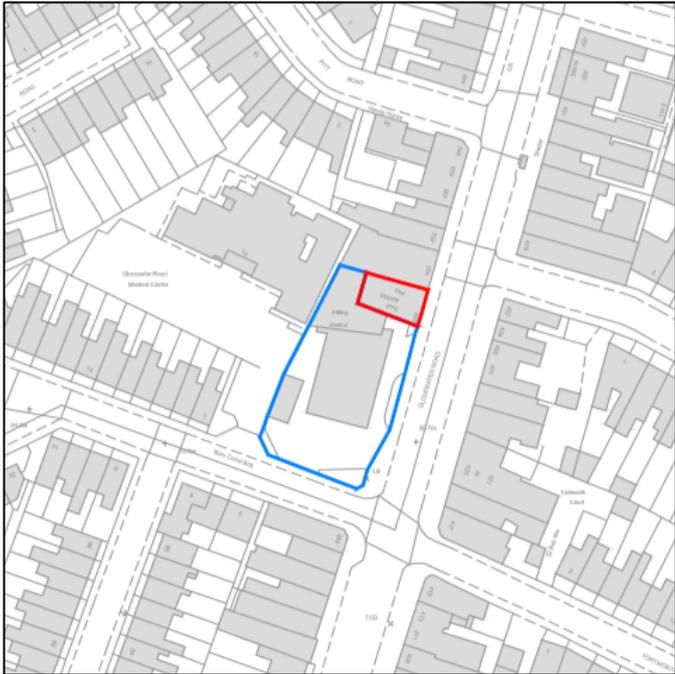


Figure 2: Site Location Plan

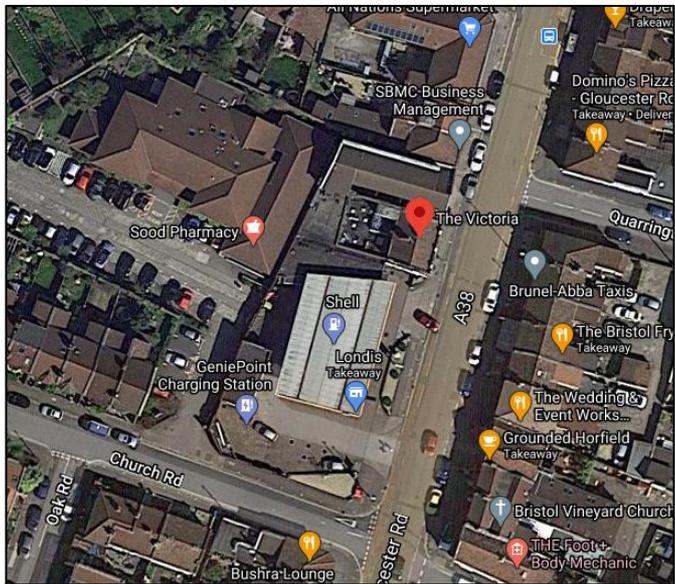


Figure 3: Aerial Photograph



Figure 4: Extract from the adopted proposals map.

The existing building

The building is likely to date from the late Victorian/early Edwardian era. A full measured survey has been undertaken and the survey drawings are included with this application. The walls are of red facing brick construction with painted stone quoins, cills and pediments. Ground floor windows have brick arches with a central key stone feature. The window openings are currently boarded up, so the condition of the windows is not known. The intention will be to reinstate these to their original configuration as far as possible.

The interior has been altered over the years as the needs of a pub have changed. The ground floor is now largely a single open space forming the bar area. The chimney stacks remain. Single storey flat roofed extensions have been constructed at the rear of the building to provide more room within the bar plus toilets etc. It is likely that this was a rear yard for the building originally. These have rooflights as the only form of natural light as the adjacent external walls back onto the adjacent properties.

The first-floor accommodation has probably seen little alteration, and provides a dwelling with three habitable rooms, bathroom, and small kitchen.

Designations and Constraints

The Site is designated a Secondary Shopping Frontage Area and Town Centre in local planning policy and is located in Flood Zone 1, the area least at risk from flooding. There are no other designations affecting the Site.

4.0 The Proposal

The planning application is for the redevelopment of the Site that seeks full planning permission for:

‘Change of use of former public house (Class Sui Generis) to small HMO (Use Class C4), including partial demolition of the flat roofed structure at the rear of the building for the creation of courtyard amenity area’ (the Proposed Development).



Figure 5: Proposed front and rear elevations

The proposal is to subdivide the existing building into 4 HMO units. A single storey building at the rear of the property will be demolished to form an open courtyard area.

5.0 Planning History and Existing Lawful Use

The Bristol planning application portal does not provide a list of past or present planning applications which have been recorded for this address. It is understood that the unit remains in Sui Generis (public house) use. Historic photos and Google Streetview images confirm that the public house has been operating since at least 2008.

There is a planning application from 2009 for the adjacent site to the east at 430 Gloucester Road which granted the change of use from A1 retail to C3 residential use.

6.0 Planning Policy Considerations

This Section identifies the planning framework within which the proposed development is to be assessed, and further identifies other material considerations relevant to the proposal. In identifying the planning framework, consideration has been given to Section 38(6) of the Planning and Compulsory Purchase Act 2004, which states that:

“If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Act, the determination must be made in accordance with the Plan, unless material considerations indicate otherwise.”

Adopted Development Plan

In accordance with Section 38(6), consideration is given below to the Adopted Development Plan for the Site, which comprises:

- The Bristol Development Framework Core Strategy (Adopted June 2011); and,
- The Bristol Local Plan Site Allocations and Development Management Policies Local Plan (Adopted July 2014)

Bristol Core Strategy (adopted June 2011)

Policy BCS7 locates the Site in a Town Centre where they will also be a focus of...higher density forms of residential development in addition to retail development, offices, leisure, and entertainment uses.

Policy BCS10 confirms that development proposals should be located where sustainable travel patterns can be achieved. Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport.

Policy BCS18 states that new development should help support the creation of mixed, balanced, and inclusive communities as well as addressing affordable housing need and demand, diversity of housing and housing balance and responsiveness of the requirements of the changing population.

Policy BCS20 seeks the effective and efficient use of land and states that new development should maximise the opportunity to re-use previously developed land.

Policy BCS21 states that new development in Bristol should deliver high quality urban design and will be expected to (inter alia):

- Contribute positively to an area’s character and identity, creating or reinforcing local distinctiveness; and
- Safeguard the amenity of existing development and create a high-quality environment for future occupiers.

Site Allocations and Development Management Policies (SADMP) DPD (adopted July 2014)

Policy DM1 restates the presumption in favour of sustainable development put forward by the NPPF and states that planning applications which accord with local policy will be approved without delay unless material considerations indicate otherwise.

Policy DM6 states that Proposals involving the loss of established public houses will not be permitted unless it is demonstrated that:

- i. The public house is no longer economically viable; or

- ii. A diverse range of public house provision exists within the locality.

Policy DM30 states that extensions and alterations to existing buildings will be expected to:

- Respect the siting, scale, form, proportions, materials, details and the overall design and character of the host building, its curtilage and the broader street scene;
- Retain and/or reinstate traditional or distinctive architectural features and fabric;
- Safeguard the amenity of the host premises and neighbouring occupiers; and
- Leave sufficient external private space for the occupiers of the building.

7.0 Planning Analysis

We consider the main issues associated with the proposed development are as follows:

- i. The principle of the loss of the existing vacant public house;
- ii. The principle of the proposed residential (HMO) use;
- iii. Impact on the local housing mix;
- iv. Design, impact on amenity and meeting the relevant standards of living accommodation

1. The principle of the loss of the Public House

We are aware that the principle of the change of use and loss of the existing public house will be assessed against SADMP Policy DM6, which advises that proposals involving the loss of public houses will not be permitted unless it is demonstrated that (i) the public house is no longer economically viable or (ii) a diverse range of public house provision exists within the locality.

In respect of Part (i), the public house was acquired by MFG in 2017 as the tenants were leaving. The agents had received little to no interest in the Site prior to MFG purchasing. The Site has remained vacant since, with the exception of squatters and other unauthorised occupants. The Applicant has recently had to secure the Site with security doors to prevent further breaches in access by squatters. No approaches to buy the Site have been made since the Applicant purchased in 2017.

In addition, on-trade legislative pressure such as increased business rates and minimum wage increase and the Sites small outdoor area resulted in restrictions on trade in the summer months. It is also considered that the bars relatively small back bar/kitchen area become less attractive to potential buyers as food has become more central to customer expectations.

For the reasons outlined above, the proposed conversion of the former public house, accords with Criteria (i) of Policy DM6. The public house is no longer economically viable and despite extensive marketing there has been little to no interest in the premises.

Policy DM6 states, as an alternative to criteria (i), a change of use will be permitted where there is a:

'range of pubs in the locality that can collectively continue to meet the needs and expectations of the whole community...within a reasonable walking distance'.

We can confirm that there is a wide range of bars within walking distance of the former Queen Victoria public house, which includes the Drapers and the Royal Oak within 300m on Gloucester Road. The

Wellington (gastro pub) and the Forester Arms and the Lazy Dog on Ashley Down Road and the Anchor and the Golden Lion (local pub with 'no frills' menu) to the south on Gloucester Road. These are just some of the bars in the immediate locality and collectively these will more than meet the needs and expectations of the whole community. To assist in your consideration of this matter the below plan at Figure 6 which highlights several local drinking establishments. In addition to this, there are also numerous bars and pubs closer towards central Bristol to the south west of the Site.

For the reasons outlined above, it is clear that the loss of the pub would accord with the requirements of Policy DM6, both criteria (i) and (ii); the existing public house is not viable *and* there is a wide range of established pubs and bars in the local area to cater for the local community.

2. Principle of the Proposed Use

The Core Strategy sets out the target to deliver 30,600 new homes in Bristol over the period 2006-2026 (Policy BCS5). The Site is located in an area which is in a sustainable location and the surrounding area is predominantly residential and additional residential HMO units would go some way to meeting the Council's housing target.

For these reasons, the principle of a residential use in this location meets the requirements of Core Strategy policies BCS5 and BCS18, and SADMP policies DM1, DM2 and DM30.

3. Impact on the Local Housing Mix

Policy DM2 also confirms that HMO developments will be refused where they would create or contribute to a harmful concentration of such uses within a locality.

There is currently no adopted policy or guidance explicitly setting out where the council will consider there to be a harmful concentration of such uses within a locality. However, the Council have recently carried out consultation on a new SPD Document 'Managing the development of Houses in Multiple Occupation'. Whilst the weight to be afforded to this document is limited at present, it is considered appropriate still to make reference to the guidance contained within.

The document advises that proposals for the introduction of new HMO's which would result in more than 10% of the total dwelling stock being occupied as HMOs within a 100-metre radius of the application property or site are unlikely to be consistent with the Local Plan policy.

An exercise has been undertaken to establish the levels of HMO's within a 100m of radius of the application Site utilising the Council's Pinpoint mapping tool which allows one to view properties with mandatory and additional HMO licenses. This clearly illustrates there are 11 existing licensed HMO's within 100meters of the Site.

There are well over 150 properties within the 100m identified within the 100 meters radius of the Site. The proposed Development would result in the creation of 1 additional HMO which would result in there being a total of 12no. out of a total of well over 150 properties in the approximate 100 meter radius from the Site. This represents a worst-case scenario of 8%

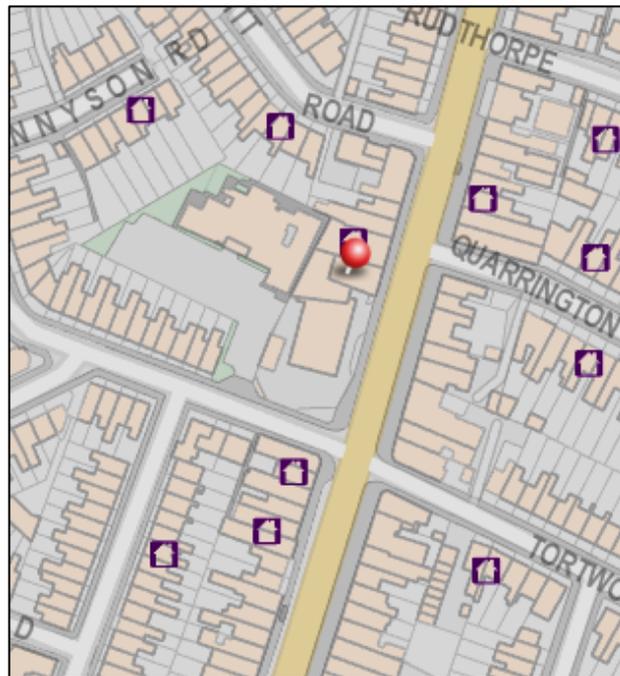


Figure 6: Extract from Bristol City Council Pinpoint Mapping Service- HMO's within 100 metres of Site

In addition, the property is not sandwiched between existing HMO's. There is one other licensed HMO property at 430 Gloucester Road. The SPD confirms that there should be a separation of up to three single residential properties in a street and the proposal would not create a sandwiching impact on this property. As such, the proposal would not result in a harmful imbalance within the vicinity.

Furthermore, the emerging guidance carried little weight when applying the criteria set by NPPF Para 48, given the policy remains with objections and is still undergoing consultation. As such, it is not felt that the Proposed Development would result in an unacceptable concentration of HMO properties in this instance particularly given that the amenity and parking would be acceptable.

4. Design, and impact on residential amenity and standard of living accommodation

All the self-contained units proposed will provide a good standard of living. Several of the HMO units will have access to small roof terrace gardens and amenity areas. The proposed change in the long run would result in the better overall upkeep of the property and would likely significantly reduce the noise levels for surrounding local residents in comparison to its former use.

The proposal does not provide any off-street parking spaces for the proposed HMO's which is the same as existing. Future occupants of the HMO's will be within easy walking distance to these shops and public transport connections and, as a result, will not need to rely on the use of a private vehicle.

Policy DM2 seeks to ensure that the conversion of properties to HMOs results in adequate residential amenity. Does not result in harm due to excessive noise and disturbance and any impact upon street parking. The proposed HMO use class will also provide a significant reduction in noise generation as opposed to the public house use.

The requirement of a mandatory HMO licence will help ensure that the property is well-managed, and that the amenity of neighbours is not prejudiced. Whilst a common concern with regards to HMO conversions is an increase in noise and disturbance, these issues, should they arise, can be dealt with through environmental protection legislation. The building is detached from neighbour's on the western side so there would be limited noise transfer through party walls, whilst the comings and goings would be less than from the previous public house use. In conclusion, the change of use would not give rise to significant harm to the amenity of neighbours.

All the bedrooms (excluding en-suite facilities) would exceed the National Space Standards requirements for a double bedroom (11.5sqm). Large areas of shared facilities (kitchen, outdoor amenity space) are proposed for each HMO.

Refuse and recycling can be stored to the rear of the Site in the communal areas. This will improve the appearance and upkeep of the property compared to the previous situation where large commercial refuse bins were left in the open at the front of the property on Gloucester Road creating an untidy appearance and causing visual harm to the area. The proposed use will provide a net reduction in waste and recycling because of the proposals.

As noted above, Policy BCS10 confirms that the development proposals should be located where sustainable travel patterns can be achieved, with more intensive, higher density mixed use development at accessible centres and along or close to main public transport routes.

The policy also confirms that proposals should minimise the need to travel, especially by private car. And maximise opportunities for the use of walking, cycling and public transport.

The proposal does not provide any off-street car parking spaces for the proposed HMOs, which is the same as existing. Future residents of the HMO's will be within easy walking distance to local amenities and public transport connections, and, as a result, will not need to rely on the use of a private vehicle.

Appropriate cycle parking in line with the Council's minimum standards will be provided within the Site in the communal area to the rear.

8.0 Design & Access Statement

Amount

The proposal is to subdivide the existing building into 4 HMO units. A single storey building at the rear of the property will be demolished to form an open courtyard area.

Layout

The proposed conversion seeks to optimise the use of the existing building. The layout takes into consideration the structure and fabric of the property to enable a conversion with minimal disruption. The partial demolition of the flat roof structure at the rear of the building will create space for a small courtyard to the west of the site. This will provide open amenity space for two of the three ground floor studio flats. A

flat roof area at first floor level to the rear of the building will be retained to provide external amenity space accessible by two first floor studio flats.

Three studio flats are created on the ground floor, with a further two at first floor level. These all take the form of bedsit type accommodation with kitchenettes and self-contained shower rooms for each flat. The floor areas for the flats range from 21.9 m² to 25.4m², so comfortably meet the Councils recommended space standards for HMO type accommodation.

Scale and massing

The scale and massing are largely as existing, except for the removal of part of the single storey rear of the building to form the new courtyard area.

Appearance

The proposed conversion is sensitive to the fine existing façade to Gloucester Road. The design has been developed to work with the existing façade and fenestration with very limited alterations to the appearance of the building required.

The southern flank wall of the building, facing the garage forecourt will remain unchanged. The demolition of the single storey extension to the rear of the building, allowing the formation of a small courtyard, will not be visible from the south as this sits behind the existing single storey wall to the garage forecourt.

Landscape

The proposed development site is currently completely covered by the building and therefore devoid of landscape features. The proposal is to retain the building but remove a portion of the flat roof structure to the rear. This will create a small courtyard garden for the use of the residents. This garden will incorporate limited new landscape features, probably using large planting pots etc. The biodiversity of the site will therefore be increased.

Access

The building is in a highly accessible location, with most essential facilities within Gloucester Road. There is no space for parking at the site, so given the HMO nature of the development, it is assumed that residents will not be car owners. The nearest bus stop is less than 50 meters from the site, and nearest rail station circa a mile away.

Cycle parking standards refer to minimum provision, of three spaces for 4+ bed units. A galvanised bike rack will be provided in the communal amenity area to the rear of the property to provide secure storage. This can be accessed from the rear of the property. The proposal will, therefore, offer compliant cycle storage.

Sustainability

The re-use of an existing building is sustainable. The Queen Victoria is typical of pubs of the late Victorian era and forms a significant building in the street-scene. By bringing the building back into use and

undertaking the necessary repairs and maintenance to put it into good order, this will extend the life expectancy of the building for a good number of years.

A new heating system will be provided and together with renewal of the electrical installation and an upgrade of the thermal efficiency of the building, the development will achieve reasonable levels of sustainable energy use. The creation of the small external courtyard will enhance the biodiversity of the site. Bird and bat boxes can also be incorporated into the refurbished building.

9.0 Conclusion

This Planning, Design and Access Statement has been prepared by Ingleton Wood LLP to support a planning application for the change of use of the vacant public house to 1 no. 4 bed HMO with external and internal alterations.

This Statement has demonstrated how the proposed development accords with the policies of the Development Plan. It has been shown that the principle of development is entirely acceptable in this residential location.

The proposals accord entirely with Policy DM2 of the Site Allocations and Development Management Plan by way of not increasing the level of activity on site, not increasing levels of on-street parking, not exacerbating existing harmful uses and not reducing the choice of homes in the area by changing the housing mix.

For these reasons we trust that this application can be supported by Officers and consent for the proposed development is granted.