

'Hold Date'	
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Bristol City Council Development Management

Delegated Report and Decision

Application No: 21/00005/LA **Registered:** 4 January 2021

Type of Application: Listed Building Consent
(Alter/Extend)

Case Officer: Trisha Jean-Marie **Expiry Date:** 1 March 2021

Site Address:

First Floor Flat
21 Downleaze
Bristol
BS9 1LU

Description of Development:

Internal works including constructing stud walls within the existing hallway to create an Office and lobby. Communal hallway alterations - removing and blocking up existing entrance door within landing and relocation, creating a new entrance within the landing. No original fabric proposed to be altered. No external alterations proposed.

Ward: Stoke Bishop

Site Visit Date:

Date Photos Taken:

Consultation Expiry Dates:

Advert 10 Feb 2021
and/or Site 10 Feb 2021
Notice:

Neighbour:

SITE DESCRIPTION

The application relates to Grade II Listed no. 21 Downleaze (First Floor Flat). The property forms part of a listed pair, located within the Downs Conservation Area, making a very positive contribution to the setting and appearance of the conservation area.

The proposals relate to the internal alterations to the flat, no external alterations are noted.

LISTING DESCRIPTION

Pair of attached houses. c1891. By Henry Dare Bryan. Snecked limestone rubble with limestone and brick dressings, brick ridge and gable stacks and a concrete tile gabled roof. Double-depth plan. Queen Anne style. Each of 3 storeys; 3-window range. A symmetrical pair has paired gables projecting from the centre, sill and lintel bands and string courses, side entrances, and stone-framed ground-floor mullion and transom casements. Segmental-headed doorways with mullion overlights and panelled 2-leaf doors with a central raised diamond. The front gables have brick and stone relieving arches: 3-light ground-floor windows with a cartouche, paired first-floor windows with alternate long jambs, and grotesque heads above, and 3-light timber second-storey casements below a banded shaped gable. Outer ground-floor bays project beneath a balustraded balcony, with 4-lights and a central segmental-arched transom; first-floor stone cross window, and brickwork bands

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between the lintel and the coved eaves; casement dormers above the eaves to the front and ends. INTERIOR not inspected. SUBSIDIARY FEATURES: attached front garden walls and piers with ball finials. The early part of a development influenced by Norman Shaw's Bedford Park, 1881.

RELEVANT HISTORY

72/04697/U_U Conversion of property into three self-contained flats together with erection of three garages at the rear.

Date Closed 6 November 1972 PG

APPLICATION

Internal alterations to the first floor flat.

APPLICATION UPDATE

Internal works including constructing stud walls within the existing hallway to create an Office and lobby. Communal hallway alterations - removing and blocking up existing entrance door within landing and relocation, creating a new entrance within the landing. No original fabric proposed to be altered. No external alterations proposed.

RESPONSE TO PUBLICITY AND CONSULTATION

The application has been advertised in the Local Press, Council Website and via Site Notice. 1no. Objection received 10th February 2021.

RELEVANT POLICIES

Planning (Listed Buildings & Conservation Areas) Act 1990

National Planning Policy Framework – February 2019

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.

KEY ISSUES

WOULD THE PROPOSED DEVELOPMENT PRESERVE THE LISTED BUILDING OR ITS SETTING OR ANY FEATURES OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST WHICH IT POSSESSES?

The alterations are described by the applicant as 'Internal alterations to the first floor flat' and further detailed in the Design and Heritage Statement as:

'It is proposed to carry out a general improvement and upgrading to the flat as follows:

Entrance Lobby:

- Move stud wall to create larger room

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- Block existing entranceway to communal hallway to form new room.
- Remove false ceiling.
- Existing cornice to be carefully protected. No fixings into cornice.
- All new skirting and corning to match existing.

Bedroom:

- Add a partition wall to create a new lobby.
- All new skirting and corning to match existing.
- Existing area of bedroom is 12m² which will be reduced to 9m² in the new arrangement

Communal hallway:

- Replace existing front door into the flat with high quality 6 panel door in keeping with the heritage of the building.
- All new skirting and corning to match existing'

The alterations were re-worded by the Council's Conservation Officer to describe the alterations more specifically:

Internal works including constructing stud walls within the existing hallway to create an Office and lobby. Communal hallway alterations - removing and blocking up existing entrance door within landing and relocation, creating a new entrance within the landing. No original fabric proposed to be altered. No external alterations proposed.

The Key Issues of assessment under the legislation are considered to be:

(a) Whether the alterations meet the legislative tests within Sections 16(2) and 72(1) of the Planning (Listed Buildings and Conservation Areas) 1990 Act as amended in terms of - the special regard to be had to the desirability of preserving the listed building, its setting or any features of special architectural or historic interest which it possesses and - the special attention to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area and finally if the aims of the National Planning Policy Framework (NPPF) 2019, Chapter 16 has been considered.

(b) Whether the proposal causes any undue harm to those areas to be altered, or to the overall significance of the building.

1no. objection received from the Ground Floor neighbouring property - the comments were outlined in 14pages and duly noted. The applicant requested to note and a provide response to address the objection - comments received on 23.2.21 and outlined in 10pages.

Both responses are respectfully considered as part of the Conservation Officer assessment.

The Listing Description has been noted. The property was constructed c1891 and granted permission for the conversion to flats in November 1972, under permission ref: 72/04697/U_U. Similar conversion was approved for the attached no.23.

The property is a two-bedroom first floor flat, with shared walls with the communal landing (c. 2no. walls are noted here); the walls to be altered are noted as part of the 70s stud wall partitioning that created the flat.

Taking into consideration the above background and legislation, the conservation assessment is whether the proposed alterations would preserve the listed building, any features of special architectural or historic interest which it possesses, and the character and appearance of the Downs Conservation Area. In terms of special interest, the listing description describes the building as 'double-depth plan. Queen Anne style.' Almost the entire street has been similarly designed and also listed at Grade II. These buildings are distinctive in character, contributing positively to the setting and

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appearance of the conservation area. No external alterations are noted as proposed, therefore no undue impact is considered to be caused to the conservation area.

The proposed internal partition to create the Office space would be served by an existing window which formed part of the landing before the building was converted to flats, now forming the internal entrance hallway to the flat.

Concerns are duly noted from the objection regarding the use of the office as a bedroom, thus changing it to a three bedroom property. The applicants have not submitted plans here for a bedroom and there is no other evidence to suggest this, the applicants also confirm this in their response (23.2.21), therefore only what is submitted can be assessed. As a result of constructing the wall to create the office, the existing front door would be relocated, the wall here made good and a new front door created to the side of the communal landing. The immediate existing bedroom to this area would be decreased in size (from approx. 12m² to 9m²) with the creation of storage and a new lobby.

It is acknowledged the proposal would introduce a modern and antiquated sub-division of the internal space to create the office room and by reducing the existing bedroom, incrementally altering the plan form. However, it should be noted there is some alteration from the original plan form by the 70s conversion, the use of some rooms have also changed from this conversion as currently noted and these changes are often overtime, typical and reversible without causing harm to significance.

Overall, and despite the 70s conversion, the original layout can still be read. It is considered that the proposed treatment to create the office space, including the relocation of the door, on balance would not cause undue harm to the integrity of the internal plan form, or to the significance of the building to warrant a refusal in this specific case. The fabric to be altered is noted as later, linked to the 70s conversion, including the current point of entry of the main door to the flat and the proposed wall for the relocated entrance door - in this respect, the proposed alterations here are not considered to have undue impact on the historic fabric or integrity beyond what has already happened to warrant a refusal.

No original features or fabric are proposed to be removed or altered. On any approval this will be strictly conditioned. In this regard, the internal and communal landing alterations to enable the alterations would be considered reversible. Before any alteration, it would be necessary to assess if any walls to be altered are structural, or have become structural due to the natural movement of historic buildings. The alterations to the existing bedroom are not great, however, this is considered reversible and the alterations relate to later walls/fabric. All floor treatments, including noise insulation would be conditioned on any approval.

The NPPF paragraphs 193 -196 requires great weight be given to the conservation of a heritage asset when considering the impact of a proposal. It confirms that significance can be harmed by alterations to a heritage asset. In considering all the above, it is considered the alterations as proposed would have a neutral impact on the listed building, preserving features of special architectural or historic interest, causing no undue harm, therefore addressing these paragraphs.

On the basis of the information submitted and balance of Officer assessment made regarding conservation objectives to enhance and preserve heritage assets, on this specific occasion, the proposed application can be supported, subject to conditions that requests further information and ensures alteration only occurs to later fabric as proposed and executed carefully to ensure no undue or unintentional harm is caused.

It must be noted that this is not a precedent and the application is assessed on its merit and specific circumstances.

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There is a duty under Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, when considering whether to grant listed building consent for any works, is to 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. It is therefore considered that the proposed work will preserve the character and historic fabric of the listed building and duly recommended for consent subject to conditions.

There is duty under Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the preservation or enhancement of the surrounding conservation area. Here it is considered that the proposal would not unduly cause harm to the external appearance of the building.

The following historic environment policies have been given due consideration: Bristol Core Strategy Policy BCS22 (adopted June 2011) states that development proposals should safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including Conservation Areas.

Policy DM31 in the Site Allocations and Development Management Policies (adopted July 2014) express that alterations to buildings should safeguard and preserve or enhance historic settings. The National Planning Policy Framework (NPPF) 2019, Chapter 16: Conserving and Enhancing the Historic Environment, in particular paragraph numbers 193 and 194 have been applied and considered in assessing this application.

CONCLUSION

In the context of the entire building, the proposals would not unduly impact on the character and special interest of the Grade II Listed heritage asset. The requirements of Section 16(2) of the Planning (Listed Buildings & Conservation Areas) Act 1990 are therefore met by this application.

Conservation Officer Recommendation is for APPROVAL.

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 this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

RECOMMENDED GRANTED subject to condition(s)

Time limit for commencement of development

1. Listed Building Consent or Conservation Area Consent

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

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Reason: As required by Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by Section 51 of the Planning and Compulsory Act 2004.

Pre commencement condition(s)

2. Listed Building - Final Details (Structural Confirmation and Method Statement)

Notwithstanding the approved plans full details of the below shall be submitted to and approved in writing by the Local Planning Authority before any works commence and thereafter the work carried out in accordance with the approved details:

(a) Before any alteration a structural assessment confirming no unseen structural elements which may rely on the wall/s to be altered has occurred shall be submitted.

b) If any part of the wall/s or related areas proposed for removal is found to be structural they shall be fully assessed by a professionally qualified person/Chartered Structural Engineer for advice and a Method Statement and Structural Report submitted to support the works before full removal.

(c) Method Statement - detailing how the walls to be altered will be treated, finished and detailed to enable and complete the alterations.

Reason: To safeguard features of special architectural and historical interest and preserve the character and appearance of the building.

3. Listed Building - Further Details (Flooring and Noise Insulation, Entrance Door) and Final Inspection of Work

Notwithstanding the approved plans full details of the below shall be submitted to and approved in writing by the Local Planning Authority before any works commence and thereafter the work carried out in accordance with the approved details:

1. Further Details

(a) Flooring and Noise Insulation

Full details of the proposed floor finishes and any noise insulation to be installed, including any specifications and manufacturer brochure/technical documents.

(b) Entrance Door

Full details including materials, design, colour and finish.

2. Final Inspection of Work

Notwithstanding the approved plans on any completion the below shall be carried out, submitted to and approved in writing by the Local Planning Authority and thereafter the work carried out in accordance with the approved details/inspection:

(a) Photographs of the finished work, showing all making good of walls, new door/location and full/final finished details.

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(b) Inspection by the Council's Conservation Team/Conservation Officer of the finished work for final approval.

Reason: In order that the special architectural and historic interest of this Listed Building is safeguarded.

Pre occupation condition(s)

4. Listed Building - Variation from approval (Use restriction)

Any material variation to the detail, layout and Office use in the submitted documents and plans approved or that may be approved pursuant to conditions of this consent arising from further investigations into the building's condition or structure, or from a review of detailed elements shall be submitted to the Local Planning Authority for written approval prior to the varied work being undertaken. Any other use requires further assessment to determine if Planning Permission is required.

Reason: In order that the special architectural and historic interest of this Listed Building is safeguarded.

5. Listed Building - Structural Alterations and Historic Floorboard Care

Notwithstanding the approved plans the work shall be carried out strictly in accordance with the below unless otherwise approved or agreed in writing by the Local Planning Authority:

Structural Alterations

- (a) There is no undue overloading to any part of the floors/beam/s or walls making them structurally compromised or unsound;
- (b) No further notches shall be cut, or drilling or 'cutting' made to any floor or ceiling beams/joists without structural appraisal/assessment, and;
- (c) Historic fabric is only removed if expressly approved in writing by the Local Planning Authority.

Historic Floorboard Care

- (a) Any original floorboard that requires lifting shall first be recorded/photographed, numbered, carefully removed, stored and then carefully reinstated to their original position.

Reason: In order that the special architectural and historic interest of this Listed Building is safeguarded.

6. Listed Building - New works to match and Internal features, Partitions/Installations and Reversible Alterations

New works to match

All new external and internal works and finishes, and any works of making good, shall match the original fabric in respect of using materials of a matching form, composition and consistency, detailed execution and finished appearance, except where indicated otherwise on the drawings hereby approved.

Internal features

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All existing internal decoration features, including plaster work, ironwork, fireplaces, doors, windows, staircases, staircase balustrade and other woodwork, shall remain undisturbed in their existing position, and shall be fully protected during the course of works on site unless expressly specified in the approved drawings.

Partitions and Installations

All new partitions/installations shall be carefully scribed around any existing ornamental plaster mouldings, other mouldings, panelling, cornices, architraves and original features.

Reversible Alterations

All measures shall be put in place to ensure due care in inserting any new partition or alteration and/or altering any original fabric or features and that all alterations are carefully and sensitively integrated to avoid disturbance or insensitive placement next to or directly into any historic feature, material or decoration to ensure reversibility and no undue harm to those areas of the building to be altered.

Reason: In order that the special architectural and historic interest of this Listed Building is safeguarded.

Post occupation management

List of approved plans

7. 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.

Location plan, received 4 January 2021
1020-010 Block plan, received 4 January 2021
1020-001 Existing first floor plan, received 4 January 2021
1020-002 Proposed first floor plan, received 4 January 2021
1020-005 Existing section, received 4 January 2021
1020-006 Proposed section, received 4 January 2021
1020-007 Proposed floor plan, received 4 January 2021
1020-008 Alteration plan, received 4 January 2021
Design and heritage statement, received 4 January 2021
Email Response to Objection , received 23 February 2021

Reason: For the avoidance of doubt.

Advices

Case Officer: Trisha Jean-Marie

Authorisation: Peter Insole

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