Development Control Committee A - 3 December 2014

ITEM NO. 1

WARD: Lawrence Hill CONTACT OFFICER: Lewis Cook

SITE ADDRESS: Site ND5 3 Glass Wharf Bristol BS2 0EL

APPLICATION NO: 14/04758/F Full Planning

EXPIRY DATE: 31 December 2014

Seven storey Class B1 office building over ground floor (Classes A1, A3 and B1 uses) with semi-basement car parking, rooftop plant, and ancillary soft and hard landscaping. (Major application).

RECOMMENDATION: GRANT subject to Planning Agreement

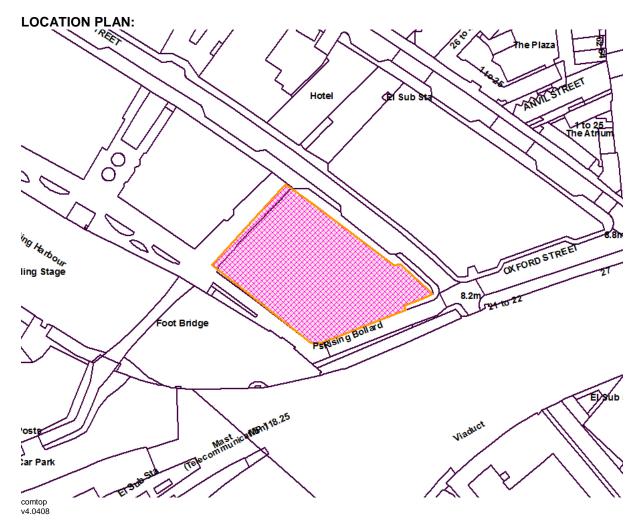
AGENT: Planning Perspectives LLP

SE1 8ST

Waterloo Court 10 Theed Street London **APPLICANT:** Salmon Harvester Properties

Limited C/o Agent

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



21/11/14 14:16 Committee report

SITE DESCRIPTION

The application site is located within the Temple Quarter Enterprise Zone, to the east of Bristol City Centre, in an area known as Temple Quay North. It is bounded by Avon Street to the north east and Oxford Street to the south east, which runs parallel to the railway line as it runs into Bristol Temple Meads. To the south west of the site is the floating harbour. To the North West is a pedestrianised area that links the foot bridge crossing the harbour with the Dings railway path. The site is currently vacant, although it appears that some archaeological assessment has been undertaken, and the site has become partly overgrown.

The area was historically used as an industrial area, although much of the industrial infrastructure was removed towards the end of the 20th century. The site itself appears to have previously housed the lower midland transport yard, railway sidings and a small dock. Since then the area has been subject to significant redevelopment, which originated in planning permission no 01/01606/P. This established the masterplan for the area, dividing the area into 13 plots (known as ND1 to ND13). Plots ND1 to ND5 were located along the floating harbour, and were designated primarily for office use. Plots ND6 to ND9 were located in the area between Anvil Street and Avon Street, and were designated for a mixture of residential and commercial (again primarily offices). The area to the north of Avon Street was designated primarily for residential uses. This masterplan has been subject to a number of variations since originally approved (see history below). However, so far this has delivered a significant residential and office development to the north west of the site (The Eye and the Burgess Salmon building); a hotel development to the north of the site (Ibis hotel on ND8) and residential development to the north east (ND10 - ND13). An office building is also under construction at ND4; a current application is being considered on site ND6 and planning permission has recently been granted for a residential led development on site ND7, subject to the completion of a section 106 agreement.

In the previously adopted local plan (1997) the site was designated for B1 use (offices, research and development or light industrial). However, the local plan policy that this designation relates to (policy EC3), is not amongst those policies that are still saved and therefore this policy does not hold any weight. The Core Strategy and adopted site allocations do not designate areas in the City Centre, so there is no adopted policy which designates this site. However, in the emerging Bristol Central Area Plan it is proposed to designate the site for mixed use, employment led development, as part of the Enterprise Zone (BCAP35).

RELEVANT HISTORY

01/01606/P: Redevelopment to provide a mixed use scheme comprising business (including offices), residential, leisure, retail, financial and professional services, food and drink, and community facilities (Use Classes B1, C3, D2, A1, A2, A3 and D1), public and private open space, a pedestrian/cyclists' bridge over the floating harbour, car parking, roads and footpaths and other associated infrastructure and landscaping - Planning Permission granted: 06/05/2003.

Development of the mainly residential element to the north of the site has been delivered as a result of this outline permission (ND10 to ND13), as well as much of the infrastructure.

05/04336/F: Construction of a building comprising Class B1 office (6,145 sqm) and Class C1 hotel (5,344 sqm) with car parking, associated infrastructure and public realms works to NP3, NS3, and NS4 - Planning Permission granted: 26/01/2006.

This application relates to site ND8, immediately to the north of this site. The permission grants full planning permission, and does not directly relate to the original outline permission. This development has been constructed on the site.

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07/01858/P: Outline application for redevelopment to provide a mixed use scheme comprising business (including offices), residential, retail, leisure, financial and professional services, food and drink, and leisure uses (Classes B1, C3, D2, A1, A2, A3, A4 and A5), public realm, car parking, roads and footpaths, landscaping and other associated infrastructure - Permission granted: 16/11/2007.

This application relates to the development of the row of units fronting the floating harbour (ND1 to ND5, although this application removed ND1). Whilst in outline, this application included full details of ND2 (The Eye), ND3 (the Burgess Salmon building) and ND4 (which has been varied and is currently under construction). Therefore only this plot (ND5) required the submission of a reserved matters application.

10/04889/M: Reserved matters application pursuant to outline app. no. 07/01858/P dated 16.11.07 for layout, appearance and landscaping of 9 storey mixed use building known as ND5 - Permission granted: 11/02/2011.

This permission expired in February 2013, and as such there is no extant planning permission that relates to this site.

12/02482/X: Variation of conditions 5, 6, 7, 9, 41 and 47 for planning permission 01/01606/P to allow New Kingsley Road alignment between plots ND6 and ND7 to remain unchanged - Redevelopment to provide a mixed use scheme comprising business (including offices), residential, leisure, retail, food and drink, and community facilities, public and private open space, a pedestrian/cyclists bridge and car parking (Major application) - Permission granted: 01/05/2013.

This permission related only to plots ND6 and ND7, allowing a change to the road layout. The permission expired on 06/05/2013.

It is also material that a reserved matters application for application no. 12/02482/X was submitted, relating only to plot ND6, as follows:

13/02010/M: Reserved matters approval in respect of Application. No. 01/01606/P, as varied by App. No. 12/02482/X. - a 6/7 storey building comprising 76 flats (75 no two bedroom and 1 no. 1 bedroom) with an associated 40 basement car parking spaces, 6 motor cycle spaces, cycle parking, plant room and associated public realm (based upon existing road alignment). (Major Application).

This application is yet to be determined.

APPLICATION

The proposal is for full planning permission for a seven storey, predominantly office building, on the ND5 site. The proposal also includes provision for A1 or A3 uses at ground floor level. A total of 15,102 square metres of floorspace is proposed. Of this, one ground floor unit of 481 square metres is shown as being for A1 or A3 use, and one ground floor unit of 305 square metres for A1, A3 or B1 use, although amended plans have been submitted to show that units can be subdivided to less than 200 square metres.

The proposed building itself would be seven storeys high, with the addition of a basement, used for car parking and cycle parking. In addition to this it is proposed to include a plant room at roof level, which would form the 8th floor. The south west elevation of the building would be predominantly glazed, with strong horizontal balcony features at second floor and above. The other elevations would be clad in a mixture of glazing and aluminium cladding. Entrances to the building are shown on the north east and south west elevations. Given that the site is located within Flood Zone 2, and therefore at risk of flooding, the ground floor is raised, with the entrance being shown from a raised podium.

The plans indicate that the basement would accommodate 39 car parking spaces and 160 cycle parking spaces. This would be accessed from a ramp on the south east elevation of the building, from Oxford Street. Oxford Street is shown in this location as being a private road, but is existing.

The application also includes the provision of a public space to the south west, fronting on to the floating harbour. This is broadly at the existing public realm level to the north west of the site, but the public realm falls away to the south, such that there is a stepped access further to the south. The plans indicate a linear planting area along the south west boundary, with tree planting to the north west and south east.

PRE APPLICATION COMMUNITY INVOLVEMENT

a) Process

A Statement of Community Involvement has been submitted with the application. This highlights two main elements to the pre-application consultation, consultation with the Local Planning Authority, and consultation with the Bristol Urban Design Forum (BUDF). In addition, prior to the submission of the application an advertising board was erected at the site and a website set up inviting comments on the application.

In respect of consultation with other groups, it is noted that the applicant was contacted by the Bristol Civic Society following the BUDF meeting. Concern was expressed that the Civic Society had not been involved in the process. A presentation was offered to the Civic Society, but this offer was declined.

Whilst this does not meet with our usual requirements in respect of public consultation, the applicant does note that the proposal is similar in form to the previous permitted scheme on the site, and any commentary would need to be consistent with that permission.

The response of the BUDF was as follows:

The site is in an important location, completing the Glass Wharf frontage, and is prominent within the emerging Enterprise Zone spatial plan. The current proposals take a different approach to the existing planning permission, although it is noted that height profile is less than the existing.

The main visual interest from this part of the floating harbour lies in the landscaped walkway, the new bridges and the distinctive design of the 'Eye' building. Other than the rectilinear form there is little architectural congruity that might influence the design of this building. It is also noted that rotating the form of the building will emphasise the end location, and provide a visual 'stop' to glass wharf.

The panel supports the ground floor plan with access on either side. The reception desk would enjoy supervision of both entrances as well as the internal security barrier to the lift lobby. Active ground floor uses have proved difficult in this area but the Panel felt that the proposed commercial space might well attract a brasserie or similar use. Such a use would add vitality to the area, although the servicing should not prejudice the pedestrian environment on Avon Street.

However, there was less confidence about the current suggested layout of the public space. The layout could better recognise that as a public area, public access close to the perimeter would maximise the advantages of the southerly outlook

The layout of the upper floors is considered to work well, with the vertical access and service core located at the back of the floor plate. This maximises the floor area with views out over the floating harbour. However, it is suggested that the solid wall area should be moved further north to integrate with the core and service structures. The external accessible area associated with the office is an

interesting and attractive feature. The Panel noted that the overhang created by the floor slab will also create beneficial solar shade, although we were not convinced this would be very effective in the afternoon.

The proposal envisages floor to ceiling glazing with glass balustrades, with wall surfaces and soffits faced with etched aluminium panels. To be successful the detailing will have to be of the highest quality, with a minimal visual intrusion from glazing bars and jointing strips. The Panel supports your view that a 'cool' neutral colour would be most successful. There was some concern about the design of the external overhang at both ends of the harbour elevation. This appears rather insubstantial and a bolder approach to how the balcony 'wraps round' the return elevation is advised.

Concern was expressed regarding the extension of the metallic panel around the roof plant, which is not considered to provide a solution consistent with the architectural language adopted for the remainder of the building.

The proposal envisages a number of welcome features such as the use of harbour water for heat exchange and photovoltaics on the roof. The Panels suggests that BREEAM excellent should be targeted.

As currently illustrated, the proposal would be just visible over the 1878 Temple Meads building when viewed from lower down the station ramp, which is less intrusive than the existing planning permission. Any visual intrusion on the view of the Grade I listed buildings is regretted. In this case, it is located as a distant element marginally above the lower crenellations and below the 'busy' detail of the existing buildings, which is likely to be considerably less intrusive than if it were to be seen over the Digby Wyatt train shed, for example.

b) Outcomes

It is noted that the design of the proposal has sought to address some of the issues raised by the BUDF, and this outlined in the main report and in the comments from the City Design Group.

RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised by site notice, advertisement in a local newspaper and by writing to 63 neighbouring properties.

At the time of writing no objections have been received from **neighbours** of the site, although the consultation is still ongoing. The consultation period will expire before the committee meeting, and should any consultation responses be received Members will be updated in the amendment sheet.

An objection has been received from the **Bristol Tree Forum**, on the basis that the proposal does not meet the requirements of policies BCS9, BCAP25 or DM15, and more trees need to be planted.

A further objection has been received from the **Bristol Civic Society**, which states as follows:

'The Bristol Civic Society is disappointed that the proposal does not take advantage of the prominence and location of this site to achieve a more distinctive contribution to the townscape of this locality. The Society is supportive of the views of the Bristol Urban Design Forum and the Council's Urban Design team regarding this. Development opportunities in this location afford a rare opportunity to forge a new townscape of interest and quality and so it is particularly important that the proposal meets the objectives of Core Strategy Policy BCS21 - Quality Urban Design. The Society, therefore, urges the Council to seek appropriate design improvements. In so doing, every effort should be made to eliminate entirely the intrusion of the proposed building on the silhouette of Bristol Temple Meads as viewed from the Station Approach.'

OTHER COMMENTS

Transport Development Management has commented as follows:-

Principle

The submitted proposal comprises a B1 office development of 12,459sqm and 762sqm of retail. This will generate an increase in movement when compared to the previously consented development (ref: 07/01858/P).

On the basis of an assumption of one employee per 15-20sqm GFA (HCA Employment Density Report, 2010), this will increase the maximum number of staff that the ND5 office development could accommodate from 616 employees up to 830.

As a result, the current proposal results in a material increase in the level of activity generated by this site when compared with the previous consent and this is confirmed in the applicant's submitted Transport Statement which confirms an additional 419 daily one-way movements to/from the site. In line with the SPD policy and Part 11, Paragraph 122 of the CIL Regulations contributions to mitigate the office development would be considered to be:

- a) Necessary to make the development acceptable in planning terms
- b) Directly related to the development, and
- c) Fairly and reasonably related in scale and kind to the development

It is considered by TDM that the CIL payment associated with the retail unit will therefore not adequately cater or provide for accessibility and connectivity improvements for the level of additional movement generated by this development, as demonstrated by the applicant.

Net impact / off-site improvements

The applicant's submitted Transport Statement confirms an additional 765 daily trips over and above the existing consent. These equate to an additional 221 pedestrian movements, 84 cycle movements and 419 public transport movements and 31 less vehicle movements as a result of the reduction in parking. The increased floorspace generates a significantly increased reliance upon more sustainable modes of transport for employees and visitors to the site. Whilst this fits well with current policy, the infrastructure to serve an office development with up to 830 employees rightly deserves to be served by high quality non-motorised infrastructure in order to accommodate those movements safely.

On this basis it is considered justifiable to expect off-site improvements/contributions to be sought as follows:

National Cycle Network route

Current safety problems exist at the metal pedestrian/cycle bridge over the floating harbour directly adjacent to the ND5 site. The surfacing when wet is slippery and is of considerable danger to cyclists and pedestrians. Given the increase in movement generated by ND5 over and above the existing consent and particularly from the direction of Temple Meads station and the bus rail routes that serve it, it is considered directly related to the development for a financial contribution to be provided to BCC to address the current issues.

Current estimates suggest that to remedy this issue could cost in the region of £60-£90,000 although it is recognised that other interests will also be asked to contribute. In this respect, a contribution of £30,000 is requested which would be refunded were BCC unable to spend it.

Avon Road/Feeder Road/Albert Road/Cattle Market Road junction BCC are currently progressing a scheme to provide a segregated cycle lane along the northern side of Feeder Road, utilising current footway in order to achieve safe and attractive segregation between non-motorised users and vehicular traffic. Whilst funding is secured as part of the RIF (Revolving Infrastructure Fund) for the off-road link, further investment is required in order to facilitate this linkage at the signalised junction of Avon Street/Feeder Road/Albert Road/Cattle Market Road.

It has been calculated by BCC that to undertake these works would cost in the region of £40,000 and to this end a contribution is sought to deliver these works in order to provide adequate safe cycle linkage between the site and a large residential catchment to the east of the development.

Off-site works

Perimeter Footway

The ND5 development will be expected to provide an improved footway/cycleway surface around its entire perimeter by delivering a block pavioured surface to tie in with existing finishes as implemented by neighbouring developments within the TQ Enterprise Zone. The current blacktop surface around the site perimeter was always implemented as a temporary measure until this site was delivered. This will need to be subject to a condition to be delivered under s278 where it contains highway and delivered as part of the public realm improvements along the site frontage.

Avon Street crossing

It is imperative that a safe crossing is available over Avon Street in this vicinity, given that it carries an NCN cycle route which links towards the Bristol and Bath cycle path to the north via the shared surface of Chimney Steps.

Highway officers have concerns regarding the speed of traffic along Avon Street and whilst a toucan crossing is currently installed in this location, this does not address speeding issues along what is a straight and isolated road with little active frontage, to the point where the street feels neither safe nor adequate for non-motorised users.

Following assessment of a recent speed survey, which confirmed eastbound average speeds along Avon Street in excess of 30mph (despite the 20mph limit) and a recent, it is considered reasonable to request the provision of a raised table at the current crossing to address this matter to be delivered by the developer as part of their footway improvement works along the Avon Street frontage, in view of the increase in movements generated by the development over and above the existing consent.

Layout / Access

Adoption

The access proposed is from a private road that does not fall within the highway but appears to be a continuation of Oxford Street. It was raised during pre-application discussions how this would be surfaced, treated and managed, although our primary concern remains that this section of road may be used for drop off movements, generating undesirable turning manoeuvres in what is effectively a cul-de-sac as a result of the rising bollards at its western end. This would cause safety concerns in particular for cyclists and pedestrians along this route, which currently functions safely as a shared surface. It may therefore be necessary to relocate the bollards further east to avoid this situation occurring in the future as TDM's view is that the temptation to use this area will be too great once the development in occupied.

Under no circumstances will it be acceptable to permit through movements along Oxford Street that continue along the harbourside walkway. As part of the off-site works the adoption around this area will require to be rationalised and therefore it will be necessary to enter into the necessary legal condition to ensure that the footway is reconstructed to the satisfaction of BCC's adoption engineer.

Car Park Access/Barrier

Our main concern with this at the pre-application stage was that any queuing that would occur at this access could cause a highway safety concern in view of the propensity for a barrier entry system to hold traffic and cause backing out onto the highway along Avon Street. Unfortunately no details are shown of where an access barrier may be located so we have no surety that this will not cause a hazard on Avon Street were a motorist to become delayed upon entering the car park.

Basement Layout

Cycle provision

For a development housing up to 800 employees at any one time the facilities for cyclists are deficient for the following reasons:

- * Cycle parking: whilst compliant in number, the basement cycle parking is not secure and open to the street therefore encouraging theft and discouraging cycle use. These should be accessed via a lockable entry. The visitor spaces fronting the cycle route are welcomed and sufficient in number. Subject to the travel plan a further area of cycle parking will need to be identified should it be clear that the current provision is inadequate in future years.
- * Showers: The provision of 10 showers is inadequate to cater for the demands of 800 employees, which, based on a 16% would result in 128 cyclists accessing this site, many of whom would be arriving in the peak hour. A standard between 16 and 20 would be more practical and encourage a greater level of cycling.
- * Lockers: Likewise, TDM are not convinced that the provision of just 32 lockers is adequate to encourage cycling or walking to work and the area to the northern corner of the basement requires redesigning.

Car Parking

We would not insist upon car parking for the retail unit although flexible uses may require a minimum of one disabled space, which we would expect to be fulfilled within the basement. In terms of numbers, the proposals are well within the maximum standard, with one space provided per 319sqm. However, following our recommendations provided above, the parking would reduce to one space per 346sqm.

Electric Vehicle charging and disabled parking

TDM welcome the provision identified for these spaces and are satisfied that what is shown fulfils BCC's requirements. As part of the Travel Plan, however, it would be reasonable and helpful potentially if pool cars were used or shared throughout the development.

Travel Plan

A travel plan has been submitted as part of this application. BCC would wish to see the following matters progressed in a timely manner to ensure users of the development benefit from the greatest possible opportunity to maximise the sustainability of the site:

- * Secure cycle parking, showers and lockers as above prior to occupation
- * Welcome Information pack to be distributed from the first occupation providing travel information, bus/rail routes and timetables, car-share database links and useful contacts.

- * Travel Plan co-ordinator (TPC) to be appointed at the marketing phase of the development, to become part of the TQEZ Area Travel Plan Group.
- * Issuing of cycle equipment to businesses within the development.
- * Travel Notice boards within the development to be implemented prior to occupation and regularly updated to include cycle routes, bus timetable, cycle shop and bus fare information.
- * Regular liaison between the TPC and other groups, including public transport operators, cycle user groups and BCC City Transport as part of an annual requirement to monitor the travel habits of all users.
- * Inclusion of sustainable travel information within sales literature and websites associated with the developer/end occupiers.
- * Confirmation of targets, monitoring mechanism and back-up measures to be applied where the travel plan is not meeting its targets. A Travel Survey to be undertaken within six months of occupation and annually thereafter.

The above measures will be required over a five-year period following occupation and a budget will need to be set aside by the developer to undertake these requirements in addition to an agreed list of further measures should targets not be met.

Archaeology Team has commented as follows:-

This site was part of a wider area of excavation, carried out on sites ND3, 4 and 5 in 2007 but never published. This is an important piece of work and included the former dock, previously Cuckold's Pill as well as associated buildings and parts of the railway that was built to connect with the dock. The 18th and 19th century glassworks were also a major element of the work. No further on-site works will be required but work will be needed to ensure that the previous work on this site, as well as the neighbouring sites, is fully analysed and published. A bespoke condition will be required to ensure that these works are fully completed.

Air Quality has commented as follows:-

The vehicle movements generated by this development are not large enough to result in any significant impact upon air quality. There are no plans to utilise site specific CHP at the site and therefore I do not have any concerns related to air quality.

City Design Group has commented as follows:-

Many of the issues relating to the broader urban design issues of massing, scale and general arrangements (active use on to Avon Street rather than ground floor plant area) have been resolved to our satisfaction. Certainly the height issues relating to the station tower are improved from the previous consent, and the architects have taken on board our previous recommendations to repositioning the rooftop plant area. Likewise the waterfront elevation has been improved preapplication with the introduction of the double storey ground treatment and rationalisation of the balcony design.

The remaining issues therefore relate to the more detailed issues. On the building there are aspects of the solid cladding panels to resolve. I would advise that the two angle profile designed panels shown on the submitted plans take away from the clean lines of the building that was presented so convincingly at the BUDF meeting. My recommendation is that the stairwells are faced in a more neutral profile cladding, but that there is some subtle degree of stepping in or out to add interest through form and three dimensional qualities.

The other weaker element of the elevational design highlighted at the meeting, relates to the cladding of the roof top plant. This needs to be considered both in terms of its appearance from the Temple Meads ramp to further reduce visual interest, and how it ties in or relates to the stairwell treatment onto Avon Street.

The only other matter that has arisen from the design point of view is in response to the landscape proposals. At the front of the building the raised space has been improved by reducing the planters of the previous version, creating a more open and simple space which will better encourage and accommodate the proposed restaurant use. However, alternative tree planting is suggested to provide better canopy cover.

Contaminated Land Environmental Protection has commented as follows:-

The applicant needs to return to the original site investigation and provide a site specific assessment of the risks at this site in relation to contamination. This can be based on the original site investigation works undertaken by Arup around 2007. Some guideline values have changed since the site investigations were undertaken therefore we recommend this information is collated and re-assessed to present day accepted criteria.

We hold a "Contamination Discussion" document produced by Arup for ND5 in c2007. This includes specific remediation measures for protection of controlled waters, protection against ground gases and for future end users of the site. We have no objection to these measures being adopted for the build but it may be cost effective for the applicant to undertake the re-assessment of the existing data first as some of the measures may not be required (in particular with respect to ground gas as a basement is proposed).

A foundation works risk assessment is also recommended given the underlying archaeological features and concerns raised about controlled waters within the report, especially if piling methods are to be adopted as part of the build.

Overall I recommend the following conditions are applied to any future planning consent:

- 1) Contamination Risk Assessment
- 2) Contamination Remediation Mitigation
- 3) Reporting Unexpected Contamination
- 4) Foundation Works Risk Assessment

Crime Reduction Unit has commented as follows:-

The following recommendations should be included in the design of the development:

- _ Previous developments have shown that the basement area within commercial properties is one of the most vulnerable to unauthorised access and theft. Access to these areas should be restricted by way of vertical opening shutters certified to LPS1175 SR2 accessed by proximity card or similar preferably at the top of the ramp to avoid the creation of a recess. The operation speed should be as quick as possible to avoid tailgating:
- _ The cycle racks / storage stands should ideally be within a lockable cage again with access via a proximity card;
- _ Any external pedestrian access doors to the basement should be certified to PAS 24 'Doors of enhanced security' controlled by Key fob or similar;
- _ Lighting levels within the basement area should be at the levels recommended by BS5489-1, walls and ceilings should have a light colour finish, to maximise the effectiveness of the lighting, this will reduce the luminaires required to achieve acceptable light levels. Fittings and service wiring should be vandal resistant and located to minimise vulnerability to vandalism;
- _ The lighting should be compatible with any CCTV system installed;
- _ All internal doors that give access to the facilities in the basement and upper floors via the stairs or lifts must have an access control system by key fob or similar;
- _ Any doors that give access to any of the building utilities must also meet PAS 23/ 24 'Doors of enhanced security' standard with controlled access.

- _ To aid natural and formal surveillance the building line needs to be as straight as possible.
- Doors in recesses of more than 600mm should be avoided.
- _ External doors to comply with BSI PAS 24 'Doors of enhanced security'.
- _ Escape doors and frames should be manufactured from steel, without visible ironmongery and fitted with hinge bolts.
- _ The landscaping design of any seating/street furniture should be considered to prevent misuse.

English Heritage has commented as follows:-

We welcome the reduction in scale of the scheme over that previously proposed. Although the proposed development would be visible, across the vacant TCN site, over roofline of the Grade I listed Joint Station in View A3, when this site is built out it is unlikely that it would be visible.

We recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

Environment Agency (Sustainable Places) has commented as follows:-

The Environment Agency has no objection in principle to the proposal subject to the following conditions and advices being included on any permission given: - see conditions 15 and 16

Nature Conservation Officer has commented as follows:-

There are known European Protected Species within about 20 metres of the application site. Accordingly, prior to commencement of development a method statement will need to be produced setting out how disturbance from construction activities will be avoided. This may require monitoring, and obtaining a European Protected Species licence.

The adjacent site is a designated Wildlife Network Site. The production of a Construction Environmental Management Plan is recommended in the preliminary ecological appraisal. This should be secured by condition.

The following conditions are also recommended:

- 1) Prior to the commencement of development, details for any proposed external lighting shall be submitted and agreed in writing by the Local Planning Authority.
- 2) Prior to the commencement of development details shall be submitted of built-in bird nesting and bat roosting opportunities to be incorporated into the development.

The preliminary ecological appraisal recommends that black redstart surveys are made between mid April and the end of June. However, this bird species typically nests on ledges on buildings or crevices in holes in rocks and walls and occasionally in underground pipes. Because this site does not include existing buildings this recommendation is given less weight.

However, there is Buddleia on the site, and so a pre-construction check for nesting birds should be conditioned, and no clearance should be permitted between 1st March and 30th September, without prior written approval.

The provision of a living roof is welcomed.

Landscaping of the site should predominantly employ native species of local provenance, including berry and fruit-bearing tree, hedgerow and shrub species for birds and nectar-rich flowering plants, and this should be secured by condition.

A brownfield invertebrate survey has also been recommended, but is not considered essential given the provision of a living roof.

Network Rail has commented as follows:-

No objection in principle to this proposal subject to the applicant being advised of the requirements for the safe operation of the railway and the protection of NR's land.

Pollution Control has commented as follows:-

BREEAM requirements mean there are enhanced building thermal fabric standards, high air tightness standards and the offices are also heated and cooled via Water to Water Heat Pump with Heat Recovery and mechanical ventilation. In effect this improves the acoustic insulation of the offices.

The design and access statement at 4.12 includes: 'The site is located adjacent the railway viaduct, to minimise noise intrusion heavy weight laminated double glazing will be employed.'

With this in mind and the fact that office use is not sensitive in comparison for example to residential or hospital use I am not concerned regarding potential impact of noise from the main railway lines on the office use.

I can also confirm that there would be no impact on the viability of the use of the railway as a result of the development with regards to complaints of noise under relevant legislation. Railway uses are protected against enforcement by statutory defences within the Railway Act.

As such I do not have any objection to the application in its current form.

Flood Risk Manager has commented as follows:-

The proposals for surface water drainage of the site are acceptable.

RELEVANT POLICIES

National Planning Policy Framework – March 2012

Bristol Core Strategy (Adopted June 2011)

BCS2	Bristol City Centre
BCS7	Centres and Retailing
BCS8	Delivering a Thriving Economy
BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS11	Infrastructure and Developer Contributions
BCS13	Climate Change
BCS14	Sustainable Energy
BCS16	Flood Risk and Water Management
BCS15	Sustainable Design and Construction
BCS20	Effective and Efficient Use of Land
BCS21	Quality Urban Design
BCS22	Conservation and the Historic Environment
BCS23	Pollution

Bristol Site Allocations and Development Management Policies (Adopted July 2014)

DM1 Presumption in favour of sustainable development

DM7 Town centre uses

DM10 DM14	Food and drink uses and the evening economy The health impacts of development
DM15	Green infrastructure provision
DM19	Development and nature conservation
DM22	Development adjacent to waterways
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM28	Public realm
DM29	Design of new buildings
DM31	Heritage assets
DM33	Pollution control, air quality and water quality
DM34	Contaminated land
DM35	Noise mitigation

Bristol Central Area Plan (emerging)

BCAP1	Mixed-use development in Bristol City Centre
BCAP5	Development and flood risk
BCAP6	Delivery of employment space in Bristol City Centre
BCAP13	Strategy for retail development in Bristol City Centre
BCAP14	Location of retail development in Bristol City Centre
BCA15	Small scale retail developments and other related uses in Bristol City Centre
BCAP20	Sustainable design standards
BCAP21	Connection to heat networks
BCAP22	Habitat preservation, enhancement and creation on waterways
BCAP25	Green infrastructure in city centre development
BCAP29	Car and cycle parking in Bristol City Centre
BCAP30	Pedestrian routes
BCAP31	Active ground floor uses and active frontages in Bristol City Centre
BCAP32	Quayside walkways
BCAP34	Coordinating major development in Bristol City Centre
BCAP35	Bristol Temple Quarter

KEY ISSUES

(A) IS THE PROPOSAL ACCEPTABLE IN LAND USE TERMS?

As referred to above historically the site was included in a masterplan for the area, which was established by planning permission no. 01/01606/P. Whilst this did not direct specific uses to specific plots, it did establish a range of uses for a range of plots. As stated above, the riverside buildings (ND1 to ND5) were designed to be predominantly in office use (including nearly 38,000 square metres of office, and 3,500 square metres of leisure space), and units ND10 to ND13 predominantly residential. The zone in-between was identified for a mixture of uses, comprising residential, office and leisure uses. However, this permission has now expired as far as it relates to this site, and with it the parameters set by the accompanying masterplan. The masterplan still has some relevance insofar as it discusses the relationship between buildings and uses, but the acceptability of the current uses has to be assessed against the current planning policies.

Again, as stated above the site is not currently designated for any specific use in the adopted planning policies, except that it is identified as being within the area covered by the Bristol Central Area Plan. Whilst the site was previous designated for office and associated uses, in the absence of an adopted designation for the site, consideration has to be given to the loss of historic land uses from the site, given that planning policies seek to retain important employment land (notably BCS8). However, in this case the application seeks to replace the historic industry with predominantly office uses. The

impact on employment uses was also considered in planning application no. 01/01606/P, which established the masterplan for the area. This concluded that the development of the masterplan area would provide an overall benefit to employment opportunities in the area, given that it would provide around 2,500 jobs. This was based on the provision of over 60,000 square metres of office floorspace, and given the expiry of the outline permission it is unlikely that all of this floorspace will be delivered. However, given the developments that have been constructed, it does appear that a substantial proportion of that floorspace will be delivered (over 40,000 square metres). This conclusion is still considered relevant to the current proposals.

In addition, the Bristol Central Area Plan has reached an advanced stage of preparation, with the examination taking place in October 2014. This identifies the site as being within Bristol Temple Quarter, and therefore policy BCAP35 applies. This establishes the aims for the Temple Quarter Enterprise Zone, as an employment-led mixed use regeneration area. Amongst the specific developments allowed for in the zone include:

- o At least 100,000m² of net additional high quality office and flexible workspace;
- o Up to 2,200 new homes including live/work space;
- o Complementary retail and leisure uses, particularly within and adjacent to Bristol Temple Meads station:
- o New walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods;
- o Green infrastructure and public realm enhancements including the improvement of open space to serve the new developments.

Clearly, this allows for considerable flexibility in the delivery of development across the zone, although establishes a minimum provision of office floorspace and a maximum provision for residential accommodation. Ultimately, all of the uses proposed as part of this application (A1, A3, and B1(a)) are allowed by this policy. Therefore, the acceptability of this application against this policy falls to be decided on the basis of the mix of uses proposed.

For office uses, it should be noted that given the site is located within the area of the Central Area Plan, it constitutes a city centre site for the purposes of the NPPF designation, and therefore office uses are considered appropriate. In addition, draft policy BCAP35 sets an ambitious target of providing 100,000 square metres of office floorspace. In allocating this area for office development the history of office permissions in this area was clearly a material consideration, and the development of office accommodation on sites such as this are essential in meeting the policy targets.

This proposal also includes flexible commercial floorspace at ground floor, which could at its maximum provide 762 square metres of A1 or A3 floorspace, or a further 293 square metres of B1(a) floorspace. Whilst A1 and A3 uses are allowed by the draft policy, it should also be noted that the site is within the central area, but not within the Primary or Secondary Shopping frontages. In accordance with the NPPF and policy BCS7 of the Core Strategy, whilst other town centres uses can be located anywhere within the central area, retail uses should be directed to the Primary Shopping Frontages. However, policy DM7 and BCAP14 do allow for small scale retail units outside of those frontages for local needs, and this specifies that a small scale use is below 200 square metres. The current proposals have the capacity to exceed these limits. However, the plans have been amended to show the potential for the units to be subdivided to units of less than 200 square metres, and the applicant has confirmed that a condition requiring no single retail unit to exceed 200 square metres would be reasonable, and subject to such a condition the application would conform with the relevant policy.

Finally, the other potential alternative uses are food and drink uses, which need to be considered against policy DM10. This policy permits such uses, subject to the development not harming the character of the area, residential amenity or public safety, either individually or as a result of the concentration of uses. These issues are dealt with specifically in the key issues below. However, in respect of the concentration of uses, it is noted that there are currently no other A3 uses in the

surrounding streets. However, there are a number of vacant units, which could potentially be but to these uses, and other planning permissions relating to this use. Currently, this could amount to around 1000 square metres in units ND2 to ND4, a maximum of 1,594 square metres in ND6 (although it is unlikely that the all of this floorspace would be provided as part of this development), a maximum of 334 square metres in ND7 and 122 square metres in ND11. Whilst this is a substantial amount of floorspace, it does represent a relatively small proportion of the overall floorspace, with much of that space provided on the ground floor of commercial buildings.

Whilst there is some concern about the concentration and scale of A1 and A3 uses in this area, it should be noted that policy BCAP31 encourages the provision of active ground floor uses, and these uses would help to deliver these. Clearly the different uses proposed would result in different levels of activity, and A1 and A3 uses would be particularly beneficial in this regard. It is considered particularly important to secure activity along the south west elevation, fronting on to the landscaped public space and floating harbour, and it is noted that only A1 and A3 uses are proposed fronting this element. Whilst it is also desirable to increase the level of activity fronting on to Avon Street, in this location this is a relatively busy road (with activity likely to increase given other developments in the area), and the site has no break out space here. It is therefore recognised that this area is likely to be less desirable for 'A' class activities, and as noted by the BUDF active ground floor retail uses have not been particularly successful in this location. The proposals would increase the chances of the unit being occupied, and as such would give the best opportunity to provide activity on the ground floor to meet the policy requirements.

(B) WOULD THE PROPOSED DEVELOPMENT PRESERVE OR ENHANCE THE HISTORIC ENVIRONMENT, INCLUDING THE SETTING OF LISTED BUILDINGS?

Policy BCS 22 of the Core Strategy requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed.

The application site does not contain any heritage assets, and there are no identified assets which adjoin the site. However, the site is in close proximity to the Grade I listed Temple Meads Station complex, including Brunel's Old Station and Digby Wyatt shed. There are also grade II listed buildings in the area, including other buildings in the station complex and buildings on Silverthorne Lane. However, the key issue here is that the station complex is located in a raised position, such that when it is viewed in the approach to the building, no other buildings compete with the rather ornate parapet of the building. This is particular relevant in this case, given that the proposed building would be located directly behind the Old Station, when viewed from the approach ramp. In support of the application a Views Impact Assessment has been submitted, which shows the impact of the building from various positions, including from the approach ramp. This shows that ND5 would not be visible from the approach ramp, but it would be visible from Temple Gate, at the bottom of the approach ramp.

Whilst there is no extant planning permission for the site, it is material that there is a previous planning permission for the site, which would have been taller than the current proposal. It was concluded that this proposal would have had an acceptable impact on the historic environment. In relation to this proposal at pre-application stage English Heritage originally objected to the element of the proposal that would appear behind the listed building. Discussions were held with English Heritage regarding the maximum height of the building, which resulted in the tallest part of the building, the plant room, being located in the least sensitive location.

Therefore, whilst the proposal would still be visible above the grade I listed buildings, this would be at some distance from the affected view point. The station complex is clearly a very sensitive receptor, and the proposal will have some impact on this, but in accordance with the tests in the NPPF, the proposal would result in less than significant harm. As such, consideration can be given to the benefits of the proposed development, including the economic and social benefits. As stated above the site has been identified as a key location for economic development, and the proposal would

contribute to delivering those identified benefits. English Heritage has also removed their objection on the basis that the proposal would have less of an impact than the previous scheme on the site. Therefore, it is considered that the benefits of developing the site would outweigh the less than significant harm that would result from the impact of the proposal on the setting of the Temple Meads complex.

(C) WOULD THE PROPOSED DEVELOPMENT HARM THE CHARACTER OR APPEARANCE OF THIS AREA?

Policy BCS21 of the Core Strategy promotes high quality design, requiring development to contribute positively to an area's character, promote accessibility and permeability, promote legibility, clearly define public and private space, deliver a safe, healthy and attractive environment and public realm, deliver public art, safeguard the amenity of existing development and future occupiers, promote diversity through the delivery of mixed developments and create buildings and spaces that are adaptable to change. The adopted development management policies reinforce this requirement, with reference to Local Character and Distinctiveness (DM26), Layout and Form (DM27), Public Realm (DM28) and the Design of New Buildings (DM29). The design policies in the draft Central Area Plan refer to issues that specifically relate the City Centre. Of particular relevance to this application is BCAP31, which requires active ground floor uses adjacent to the public realm.

The area around the application site has been subject to substantial redevelopment over recent years, and as such the character of the area is of large modern blocks. Those blocks on the waterfront are large scale blocks, with a rather corporate identity, largely faced in cladding panels and glazing, with a rectilinear form. Those buildings to the north of the site, whilst large, are more modest in character, with more use of brickwork and render. The buildings on the waterfront, apart from the 'The Eye', are predominantly 6 to 7 storeys - although it should be noted that these are commercial storeys, which are larger than the residential stories to the north of the site. The residential parts of the area tend to be 4 to 6 stories, where they front on to Anvil Street, with the scale reducing in parts away from the road. The buildings in the area tend to be rectilinear in form, with the residential blocks being formed of perimeter blocks, with open space in the middle. This results in the apparent form of the buildings filling the blocks, with the buildings being located directly on the back of the footpath. In addition to this there are also a number of vacant plots in the area.

The original masterplan for the area included the following urban design objectives:

'To create a distinctive and memorable quarter of the city based on an attractive public realm of lively, well-proportioned streets and spaces, a mix of residential, commercial and leisure uses and a critical mass of development and activity. All new buildings and public spaces should be designed to the highest quality thresholds and meet the principles of Sustainable Development.'

This site is considered to constitute a critical location within the overall masterplan for the area. Not only will it form an 'end stop' to the development fronting the floating harbour, but it will also be highly visible at the entrance to the city, when viewed from the railway line. In terms of 'book ending' the waterfront development in the area, it should respond to 'The Eye'. Whilst this would normally be achieved through mirroring the height of the building, given the potential impact on the setting of the listed Temple Meads complex, this would not be possible on this site. However, the masterplan approved by application no. 07/01858/P envisaged a public space at the front of the site, and a taller element of the building to the south. Whilst this proposal has a more uniform height, the public space to the front of the building, which would be south west facing, would be retained, albeit in a different form. This is considered to be of significant benefit to the local environment, and will provide some relief in the waterfront street scene. In addition, the form of the building has been reoriented from the position in the masterplan, such that it has more presence in views down the floating harbour.

In respect of elevational treatment, the proposal shows a rather simple and crisp treatment, with heavy use of glazing. This is in contrast with the busier treatments of Burgess Salmon building and

neighbouring ND4, but has much in common with the treatment of 'The Eye'. The most prominent design feature would be the strong balcony features, which would provide depth and articulation to the façade. In addition, the balconies turn the corner to the south of the building, in response to the comments from the BUDF. Amended plans have been submitted showing alternative cladding panels, to address the concerns raised by the design team regarding the contrasting treatment of these elements, and these are currently being reviewed.

The other issue that requires consideration is the interaction between the building and the surrounding public realm. As stated above policy BCAP31 requires active uses alongside pedestrian routes, and the plan particularly identifies the area to the north west of the site in this regard. In addition policy BCAP32 also identifies the quayside walkways as being an important element of the public realm. The success of the public square, which fronts on to both of these assets is therefore considered to be very important. It is critical, therefore, that the proposal includes scope for a large A1/A3 use fronting the public space. With regard to the other elevations, whilst they would clearly benefit from active uses, this is seen as less critical. As stated above, the provision of active uses fronting Avon Street has been accounted for, but given concerns about occupying such a unit, provision has also been made for an office use in this location. The Oxford Street elevation includes the access to the basement, and does have limited levels of pedestrian movements in comparison with the rest of the public realm. However, Oxford Street is likely to have very limited activity, and given that it is adjacent to the raised railway line, would have limited impact on the public realm. Whilst the building does not benefit from a traditional rear elevation, it is considered reasonable to include the less active usages on this frontage.

It is noted that much of Oxford Street and the riverside public realm are not within the application site, and are not adopted highway. These are currently covered in a temporary tarmac surface, and the outline planning permission included a public realm handbook, and the requirement to provide the public realm with each phase of building that came forward. The continuation of the public realm in accordance with this is considered appropriate, but unfortunately this area is not in the ownership of the applicant. The applicant is currently in negotiations with the applicant about how this area can be delivered, but for the purposes of this application it is necessary to ensure that this area is delivered by a condition or clause in a section 106 agreement.

An objection has been received from the Bristol Tree Forum that the proposal does not include adequate tree planting. It is noted that the site is currently a cleared site with the only green infrastructure being self seeded scrub. However, policies BCS9 and BCAP25 require the inclusion of green infrastructure, including trees, within development sites. In response to this the development does include tree planting along the north west elevation of the site, as well in the landscaped area to the south west of the site. This is considered to be an appropriate response, given the dominance of formal, hard landscaping within the surrounding area.

It is noted that given the scale and the prominence of the development it is considered that it is reasonable for the development to contribute to the public realm through the provision of public art. The applicant is in negotiations with a number of public art consultants regarding commissioning a piece, which would sit on the south east elevation of the proposal. This elevation would have particular impact when viewed from the railway line, and has the potential to contribute positively to the legibility of the area.

As such, the proposal is considered to have a positive impact on the character of the area, and would successfully bookend the waterfront environment. Therefore, the proposal is considered to be in accordance with the policies listed above.

(D) WOULD THE PROPOSAL UNACCEPTABLY AFFECT THE AMENITY OF THE AREA?

Policy BCS21 of the Core Strategy, as well as requiring development to be of a high quality design, also requires new development to safeguard the amenities of existing residents. In addition, policy

BCS23 also requires development to be designed so as not to have a detrimental impact on the surrounding environment. Included within this is the requirement that development should not impact on the viability of surrounding uses through its sensitivity to noise or other pollution.

With regard to the impact on the existing residential environment, the site is not directly adjacent to any residential properties, and given that the nearest residential properties are some distance away, there would be no direct impact on residential amenity.

The direct neighbour to the site, which is currently under construction, is an office building, and therefore a conforming use to the current proposal. With regard to the site to the north east, whilst the original masterplan showed this as a mixed use development, and there is a previous planning permission for residential at this site, there is no extant planning permission, so this should not be given any weight in the decision on this application.

The site is directly adjacently to the railway line, and clearly there are high levels of noise and vibration associated with this use. Whilst not the most sensitive use, offices do have a degree of sensitivity to such pollution. However, the relationship is with an established transport route, and the location of the use would not impact on the operation or viability of the railway. The developers will need to ensure that the internal environment is reasonable, but given that it would not impact on the surrounding uses, it is not considered that there is any contradiction with the relevant policies.

(E) WOULD THE PROPOSED DEVELOPMENT SATISFACTORILY ADDRESS TRANSPORT AND MOVEMENT ISSUES?

Development Plan policies are designed to promote schemes that reflect the list of transport user priorities outlined in the Joint Local Transport Plan, which includes pedestrian as the highest priority and private cars as the lowest (BCS10). In addition, policy DM23 requires development to provide safe and adequate access to new developments.

As referred to above the site is considered to be in a sustainable location, with easy access to the city centre, and Temple Meads station, given that this is within walking distance. This is a focus for public transport, not only the railway, but also busses and ferries. The location of the site therefore means that the development would be accessible by multiple modes of transport, other than the private car, and this meets with the above policy aims.

However, it should be noted that in order to make the most from the sustainable transport modes available, appropriate infrastructure needs to be provided. This includes both internal infrastructure within the building, and external infrastructure in the wider environment. In this regard, the highway officer has raised concerns on both grounds. Whilst the number of cycle spaces is considered to be adequate, as originally submitted they are not shown in a separate, lockable cycle store. Also concerns have been raised about the number of showers and lockers provided internally. Clearly there is a need to provide adequate facilities for cyclists in the building given the high proportion of cyclists that are expected at the development. However, there is a high degree of flexibility in the floorspace for the development, and this can be secured by condition.

With regard to the wider area, there will be additional pedestrian and cycle movements as a result of the application, and it is considered reasonable to provide some improvements to the infrastructure in the area. In this respect, it is considered reasonable to secure a raised table at the existing crossing to the north of the site. With regard to the financial contributions requested by the transport development management team, it is noted that this includes a contribution to a piece of private infrastructure (the 'cheese grater' bridge). Whilst it is acknowledged that the bridge is in need of upgrading, to reduce the slipping hazard, neither the Council nor the applicant are in a position to deliver the improvements. However, officers are currently in negotiations with the applicant regarding whether any of the improvements identified by the highways team are deliverable as a result of this application. Members will be updated on the results of the negotiations at the meeting.

With regard to the car facilities for the development, the provision of car parking spaces is below the maximum that would be supported for an office development in this location. The access is considered adequate, and whilst highway officers have raised a concern about the potential position of a security barrier resulting in vehicles having to queue on the highway, this can be controlled by condition, so this is not considered a reason to refuse the application. As such, subject to resolving the issue of whether or not there are highway improvements that could reasonably be delivered as a result of the development, it is not considered that a refusal on highways grounds would be sustainable.

(F) WOULD THE PROPOSED DEVELOPMENT BE AT RISK FROM FLOODING, HAS A SEQUENTIAL APPROACH BEEN TAKEN TO LOCATING THE DEVLEOPMENT, AND WOULD IT INCREASE THE RISK OF FLOODING ELSEWHERE?

Although policy BCAP35 proposes to designate the site for a mixed use development, that policy is not yet adopted, and currently the site is undesignated. It is, however, within floodzone 2, as identified by the Environment Agency. The NPPF and policy BCS16 requires that a sequential approach is taken to the location of development, locating developments in areas with the lowest risk of flooding first.

The application is supported by a sequential test, which assesses the site against other sites within the Enterprise Zone. This identifies the site as a major regeneration area within the city, in accordance with BCS2, and BCAP5, and clearly the site is a highly sustainable location, both in terms of its connections with the rest of the city and the region as a whole. As such, not only is the development of the Enterprise Zone required to deliver the housing and commercial floorspace targets set out in the Core Strategy, but it would also offer wider benefits for the development of the economy. As a result of this it has been identified that the search area for completing the sequential test is the rest of the Enterprise Zone. This is in accordance with the proposal to designate the site in the Central Area Plan, which has also been through a thorough sequential test process. Much of the Enterprise Zone is potentially at risk of flooding. Whilst the policy requires that sites within floodzone 1 are considered for the development, in order to meet the policy aims those sites in floodzone 1 do need to be the focus for more vulnerable uses, including residential. As such, consideration of sites within floodzone 2 for less vulnerable uses, such as this, is necessary in order to meet the policy aims, and some weight should be given to the emerging policy. The application should therefore not be refused on this basis.

In respect of the risk of flooding the site benefits from flood protection, and the Environment Agency currently advise that the potential flood level for a 1 in 200 year event for a 60 year return period would be 9.4 metres AOD, should the flood defences be overtopped. As a result, it is proposed to set the ground level of the development at 10.4 metres AOD, to ensure that it is clearly above the water level in a flooding event. Any areas below 9.4 metres AOD, including the basement, will need to be protected in a flood event, and it is proposed to include flood barriers at the access. It is also recommended that the site be connected to the Environment Agency early warning system, and be subject to an evacuation plan.

With regard to the surface water drainage, it is noted that the proposal would result in the introduction of additional permeable areas to the site. However, it is recommended that any surface water should be discharged straight into the floating harbour, and this will prevent any additional surface water flooding. This approach has been agreed with the Council's flood drainage team.

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

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

expected to demonstrate that a development would meet those standards by means of a sustainability statement. A sustainability statement has been submitted with this application, which includes a number of measures to improve the environmental performance of the buildings.

The Sustainability Statement submitted with the application demonstrates a number of measures to improve the performance of the building. This includes improvement to the fabric of the building, in comparison with building regulations, as well as renewables in the form of water to water heat pumps, using water from the floating harbour, and the provision of photovoltaic panels on the roof. The use of renewable technologies will result in a reduction of 30% of CO2 emissions, which exceeds the requirements of the policy. In addition, it also states that BREEAM 'Excellent' has been targeted for the development. This would meet the specific requirements in the emerging Central Area Plan (BCAP20). As such, the proposal complies with the relevant policies in this regard.

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

An ecological survey of the site has been carried out. Whilst no protected species were found on site, there are known protected species in the area, and habitats within the site than may be suitable for protected species, particularly nesting birds. As such, the ecology report recommends the provision of mitigation as part of the development. This has been reviewed by the Council's Ecological Officer. Given the largely cleared nature of the site it is not considered that all of the measures listed in the report are necessary, but it is particularly important that relevant protective measures are put in place during construction. A number of conditions have been suggested to satisfy this, and subject to these conditions the development is considered acceptable in this regard.

CONCLUSION

The application is for the development of an office building on a site which has a history of allocation for office use, within the Temple Quay Enterprise Zone. Whilst the site is not currently allocated for this purpose, the site is one which is considered appropriate for office use, is sustainable, and would not be harmful to the amenities of existing development. The site is considered at medium risk of flooding, but officers are satisfied that the development is needed, and that it could not be reasonably be located on a site at a lower risk of flooding within the Enterprise Zone. It has also been designed to mitigate the risk of flooding. It is considered that the design of the proposal would have a positive impact on the character of the area, and whilst a small element of the building would have an impact on views of the Grade I listed Temple Meads Station, the harm would be less than substantial, and the benefits of the development would outweigh the potential harm. It is also notable that the proposal would exceed the policy requirements in regard to sustainability measures.

It is noted that the highway officer has raised some concerns, and negotiations are ongoing regarding the potential for improvements to the cycling infrastructure around the site, the substantive concerns can be overcome with conditions or a section 106 agreement, and therefore do not merit the refusal of the application. Subject to this being resolved, therefore, it is considered that the proposal accords with the relevant policies and is recommended for approval.

COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

The CIL liability for this development is £99,793.93.

RECOMMENDED GRANT subject to Planning Agreement

The Head of Legal Services is authorised to conclude the Section 106 Planning Agreement within a period of six months from the date of the committee, or any other time as may be reasonably agreed with the Service Director, Planning and Sustainable Development.

On completion of the Section 106 Planning Agreement, planning permission is granted, subject to conditions.

Heads of Terms to follow.

Time limit for commencement of development

1. Full Planning Permission

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

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre commencement condition(s)

2. Approval of road works necessary

No development shall take place until details of the following works to the highway have been submitted to and approved in writing by the Local Planning Authority:

1. To follow on amendment sheet

The building hereby permitted shall not be occupied until these works have been completed in accordance with the approved details.

Reason: To ensure that all road works associated with the proposed development are to a standard approved by the Local Planning Authority and are completed before occupation.

3. Construction management plan

No development shall take place including any works of demolition 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 construction period. The statement shall provide for:

- * Parking of vehicle of site operatives and visitors
- * routes for construction traffic
- * hours of operation
- * method of prevention of mud being carried onto highway
- * pedestrian and cyclist protection
- * proposed temporary traffic restrictions
- * arrangements for turning vehicles
- * the impact of the development on protected species, as a result of pilling, and other sources of pollution, including noise, dust, lighting etc
- * provision of protective fencing around the site

Reason: In the interests of safe operation of the highway and the impact of the development on protected species.

4. Noise from plant and equipment

No development shall take place until an assessment to show that the rating level of any plant & equipment, as part of this development, will be at least 5 dB below the background level has been submitted to and approved in writing by the Local Planning Authority.

The assessment must be carried out by a suitably qualified acoustic consultant/engineer and be in accordance with BS4142: 1997- "Method of rating industrial noise affecting mixed residential and industrial areas". The development shall be implemented in accordance with the approved details.

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

5. Further details of To Follow before relevant element started

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

a) To Follow

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

6. Sample panels before specified elements started

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

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

7. Sample panels before specified elements started

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

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

8. BREEAM

No development shall take place until evidence that the development is registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted indicating that the development can achieve the stipulated final BREEAM level. No building shall be occupied until a final Certificate has been issued certifying that BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme) rating Excellent has been achieved for this development unless the Local Planning Authority agrees in writing to an extension of the period by which a Certificate is issued.

Reason: To ensure that the development achieves BREEAM rating level Excellent (or any such equivalent national measure of sustainability for building design which replaces that scheme) and assessment and certification shall be carried out by a licensed BREEAM assessor and to ensure that the development contributes to mitigating and adapting to climate change and to meeting targets to reduce carbon dioxide emissions.

9. Flood evacuation plan - commercial property

No development shall take place until the applicant has submitted to and had approved in writing by the Local Planning Authority a Flood Warning and Evacuation Plan (FEP). This Plan shall include the following information:

- * command & control (decision making process and communications to ensure activation of FEP):
- * training and exercising of personnel on site (H&S records of to whom and when);
- * flood warning procedures (in terms of receipt and transmission of information and to whom);
- * site evacuation procedures and routes; and
- * provision for identified safe refuges (who goes there and resources to sustain them).

The FEP shall be reviewed at intervals not exceeding 3 years, and will form part of the Health & Safety at Work Register maintained by the applicant.

Reason: To limit the risk of flooding by ensuring the provision of a satisfactory means of flood management on the site.

10. Contaminated Land - Risk Assessment and Remediation

Prior to the commencement of development the following shall be submitted to and approved in writing by the Local Planning Authority, unless otherwise agreed in writing by the Local Planning Authority:

- _ Assessment of the previous site investigations taking into account updated guidance and accepted criteria.
- _ A conceptual site model identifying all pollutant linkages at the site
- A risk assessment to quantify the risk from contamination and
- _ A written method statement detailing how contamination will be remediated.

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

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

11. Contaminated Land - Verification of remediation

The decontamination/remediation works will be carried out in accordance with the approved remediation scheme, unless otherwise agreed by the local planning authority. Following the completion of the remedial works and prior to occupation a verification report should be submitted to and approved by the local planning authority.

Reason: To demonstrate the contamination has been successfully remediated, In the interests of the health and safety of future occupiers at the site.

12. Foundation works risk assessment

Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To protect controlled waters.

13. Bat and Bird boxes

Prior to the commencement of development details shall be submitted providing the specification, orientation, height and location for built-in bird nesting and bat roosting opportunities. The bat and bird boxes shall be provided in accordance with the approved plans prior to the occupation of the development hereby approved.

Reason: To help conserve legally protected bat and birds which include priority species.

14. External Lighting

Prior to commencement of development, details for any proposed external lighting shall be submitted and agreed in writing by the Local Planning Authority. This shall include a lux level contour plan, and should seek to ensure no light spill outside of the site boundaries. External lighting shall only be provided in accordance with the approved details.

Reason: To conserve legally protected bats and other nocturnal wildlife.

15. Flood Risk Assessment

The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) dated September 2014 produced by Cole Easdon Consultants and the following mitigation measures detailed within the FRA:

- 1. Identification and provision of safe route(s) into and out of the site to an appropriate safe haven.
- 2. Flood-resilience measures detailed in sections 3.9 to 3.12 on page 7 in the FRA.
- 3. Finished ground floor level to be set no lower than 10.4m above Ordnance Datum (AOD).
- 4. Any part of the building below the flood level of 9.4m AOD should either be physically protected from flooding up to 9.4m AOD and/or should be constructed using flood resistant and flood resilient techniques (more detail in section 3.11).

Reason: To reduce the risk and impact of flooding on the proposed development and future occupants. Also to ensure safe access and egress from and to the site.

16. Flood barrier

The development hereby permitted shall not be commenced until details of a flood barrier/gate on the entrance to the basement car park have been submitted to, and approved in writing by, the local planning authority. The flood barrier/gate should provide effective flood protection up to a level of 9.4m AOD.

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

17. Public Art Condition

Following the approval of the development a Public Art Plan shall be submitted to the Local Planning Authority for formal approval. The Plan shall include the detailed design for the public art commission developed for the Eastern Elevation of the ND5 building (facing railway), as outlined in drawing number (< insert drawing number >). The Public Art Plan; which shall provide details of the artist, the design, schedule of works, and completion, together with detail for the care and maintenance of the work.

Following the approval of the Public Art Plan, and prior to the commencement of the development, the approved public art works shall be installed in accordance with a programme to be agreed in writing by the Local Planning Authority, and thereafter retained as part of the development, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that public art is integrated into the design of the development.

Pre occupation condition(s)

18. Reporting of Unexpected Contamination

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 and where remediation is necessary, a remediation scheme must be prepared and submitted for the approval of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme 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.

19. Implementation/installation of refuse storage and recycling facilities - shown on approved plans

No building or use hereby permitted shall be occupied or the 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 public highway or pavement, except on the day of collection.

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

20. Completion of vehicular access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of vehicular access has been constructed and completed in accordance with the approved

plans and the said means of vehicular access shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

21. Completion and maintenance of car/vehicle parking - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the car/vehicle parking area shown on the approved plans has been be completed, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development

Reason: To ensure that there are adequate parking facilities to serve the development.

22. Completion and maintenance of cycle provision

Prior to the occupation of the development hereby approved details of cycle facilities, including adequate cycle storage, to be provided in a secure, lockable structure, and relevant facilities, including showers, shall be submitted to and approved in writing by the Local Planning Authority.

No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision and associated facilities, thereby approved, have been completed, and thereafter, they shall be kept free of obstruction and available for their designated purpose only.

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

23. 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.

24. Installation of vehicle crossover - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the vehicular crossover(s) has been installed and the footway has been reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety and accessibility.

25. Reinstatement of redundant accessways - shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the existing accesses to the development site has been permanently stopped up and the footway reinstated in accordance with the approved plans.

Reason: In the interests of pedestrian safety.

26. Details of extract/ventilation system - not shown

No ground floor unit shall be occupied as an A3 use until details of the means of ventilation for the extraction and dispersal of cooking smells/fumes, including details of its method of construction, odour control measures, noise levels, its appearance and finish have been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be installed before the use hereby permitted commences and thereafter shall be permanently retained.

Reason: These details need careful consideration and formal approval and to safeguard the amenity of adjoining properties and to protect the general environment.

27. To ensure the completion of a programme of archaeological works

No building within the area of development shown on plan no 11064 PL(03) shall be occupied until the post investigation assessment, specialist analyses, archive production and deposition and an acceptable publication of the results have been completed in accordance with the submitted document '3 Glass Wharf, Temple Quay, Bristol: Summary Report of Archaeological Works' (Oxford Archaeology North, September 2014 - issue no 2014-15/1558).

Reason: To ensure that the record of previously excavated archaeological remains and features are suitably published and the archive deposited with the local museum

28. Sustainability

The development hereby approved shall be completed in accordance with the Energy Statement, dated 06/11/2014, submitted by Flatt Consulting in support of the application. All measures outlined in the statement shall be provided on site, and shall be operational prior to the occupation of the development hereby approved.

Reason: To ensure that the development complies with the sustainability and climate change goals of the development plan.

Post occupation management

29. Travel plans - submitted

The Approved Travel Plan shall be implemented in accordance with the timescales specified therein, to include those parts identified as being implemented prior to occupation and following occupation, unless alternative timescales are agreed in writing with the Local Planning Authority. The Approved Travel Plan shall be monitored and reviewed in accordance with the agreed Travel Plan targets to the satisfaction of the Local Planning Authority.

Reason: To support sustainable transport objectives including a reduction in single occupancy car journeys and the increased use of public transport, walking and cycling.

30. Limitation of Uses - A1 uses

No single unit on the ground floor used for the purposes of A1 (retail) shall exceed 200 square metres.

Reason: In order to protect the vitality of existing identified centres.

List of approved plans

31. List of approved plans and drawings

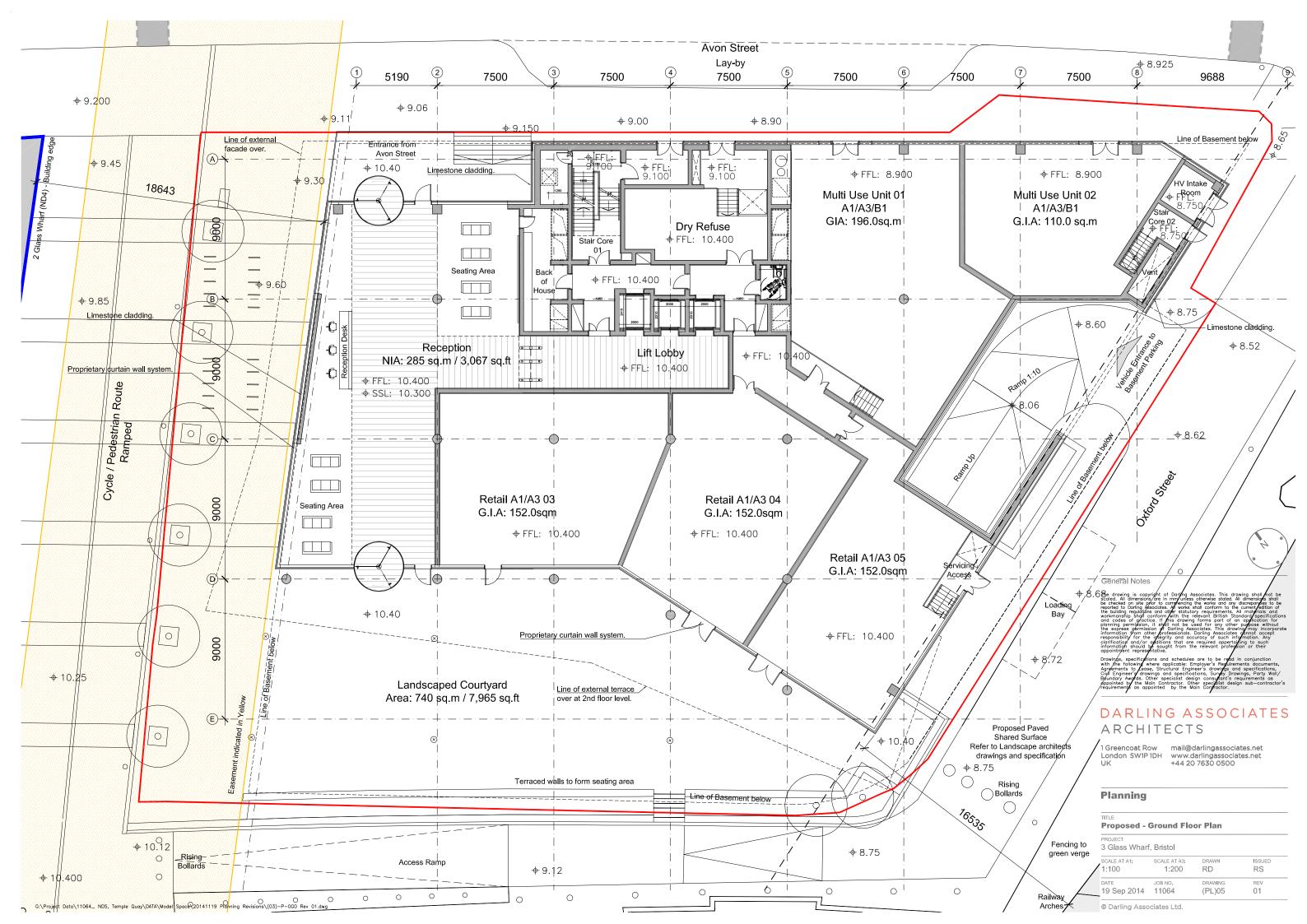
The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

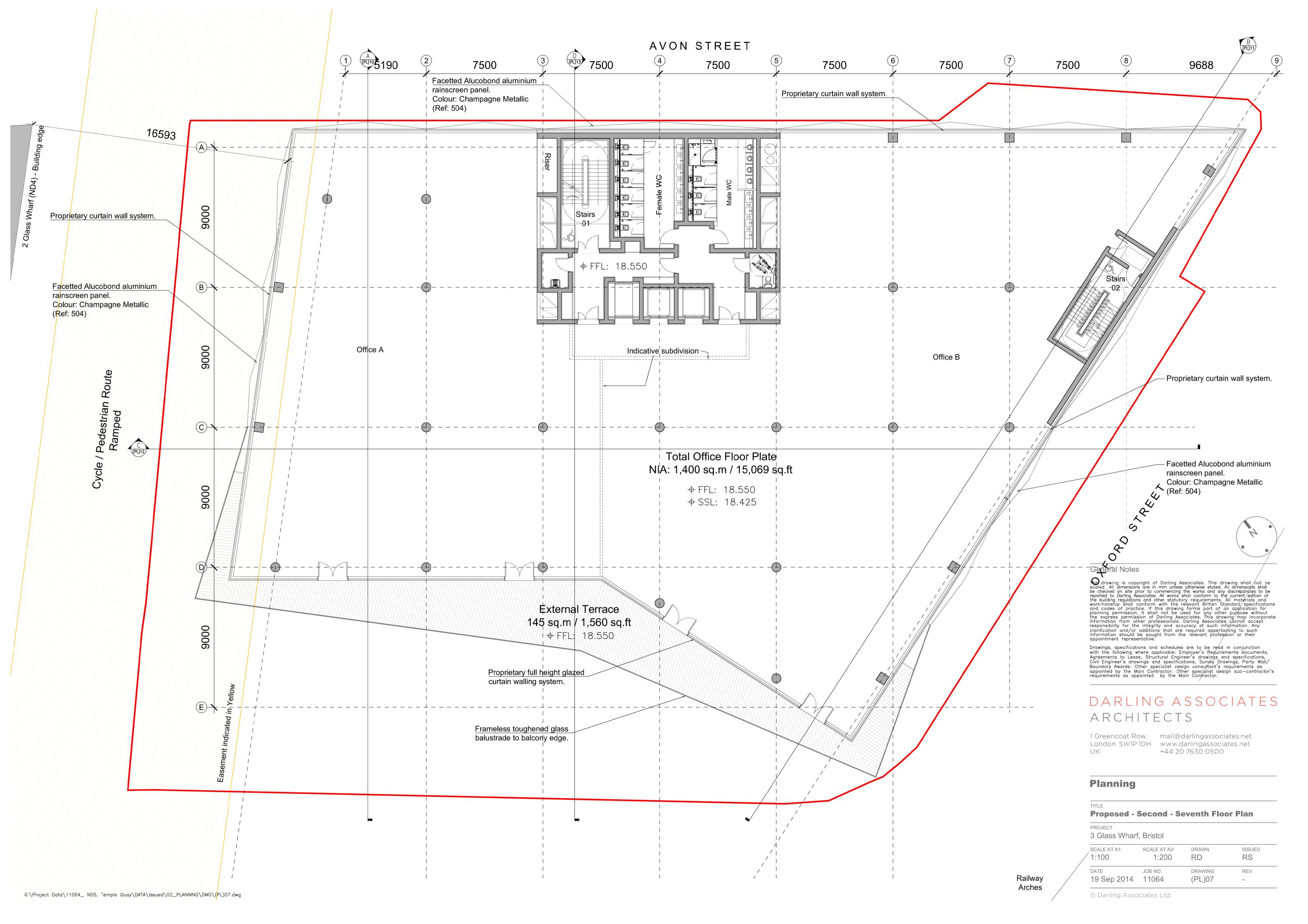
Reason: For the avoidance of doubt.

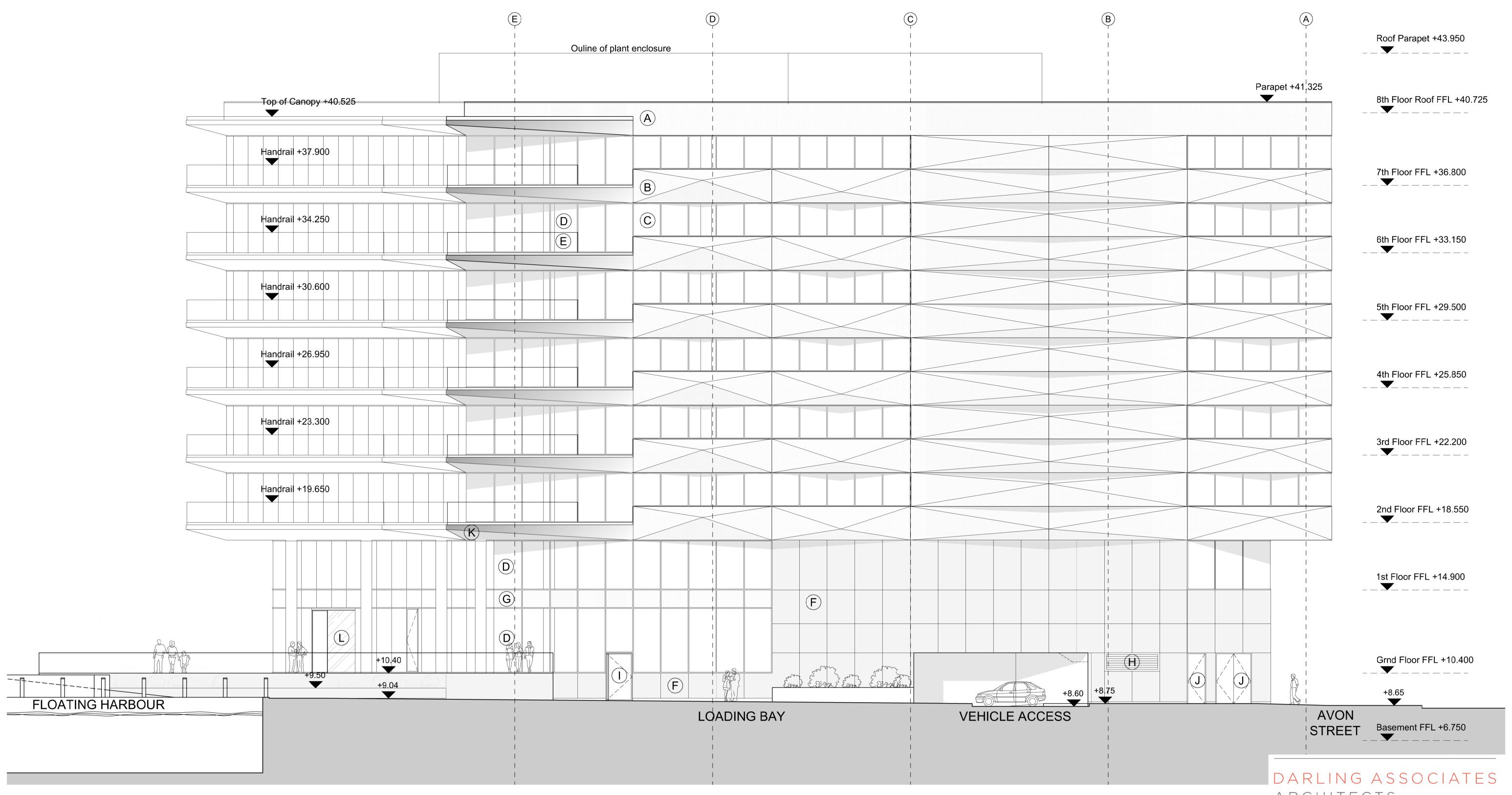
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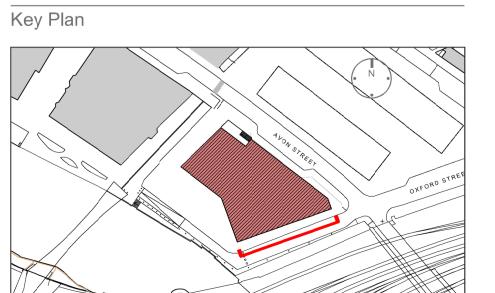
BACKGROUND PAPERS

Archaeology Team	15 October 2014 30 October 2014
Air Quality	
City Design Group	21 November 2014
Contaminated Land Environmental Protection	3 November 2014
Crime Reduction Unit	17 October 2014
English Heritage	7 November 2014
Environment Agency (Sustainable Places)	28 October 2014
Nature Conservation Officer	29 October 2014
Network Rail	31 October 2014
Pollution Control	18 November 2014
Transport Development Management	3 November 2014
Flood Risk Manager	30 October 2014









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Material Legend

- A Flat Alucobond aluminium rainscreen cladding panel.
 Colour: Champagne Metallic (Ref: 504)
- B Facetted Alucobond aluminium rainscreen panel.
 Colour: Champagne Metallic (Ref: 504)
- (C) Proprietary curtain wall system.
- D Proprietary full height glazed curtain walling system.
- (E) Frameless toughened glass balustrade to balcony edge.
- F Limestone cladding.

- G Back painted glazed spandrel panel within curtain walling system.
- (H) Aluminium linear ventilation grille.
- (I) Full height glazed door in curtain walling.
- J Aluminium doors.
- K Flat Alucobond aluminium cladding to underside of balcony. Colour: Seafoam green metallic (Ref: 604)
- Full height glazed revolving door.

- M Signage extent and design tbc.
- N Aluminium louvered plant enclosure to match cladding system.
- O Future tenant plant enclosure.
- (P) Photovoltaic's located at roof level.
- Q Alucobond cladding to columns. Colour: Anodised Look (Ref: C31)

ARCHITECTS

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ROJECT Glass Wharf,	Bristol		
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3 Glass Wharf, Bristol

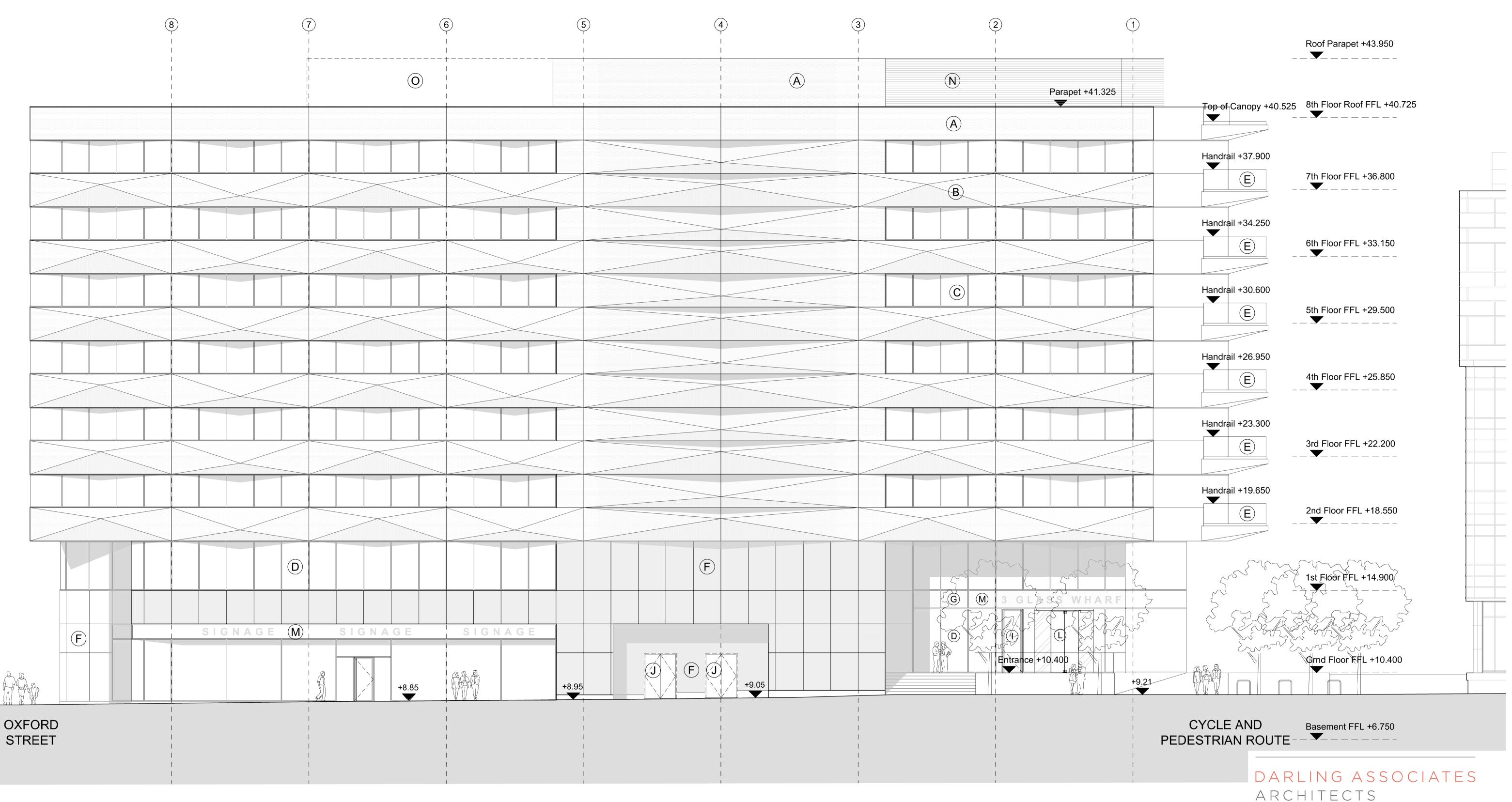
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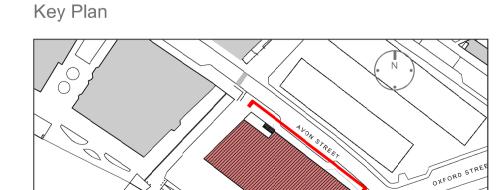
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19 Sep 2014 11064 (PL)17 -

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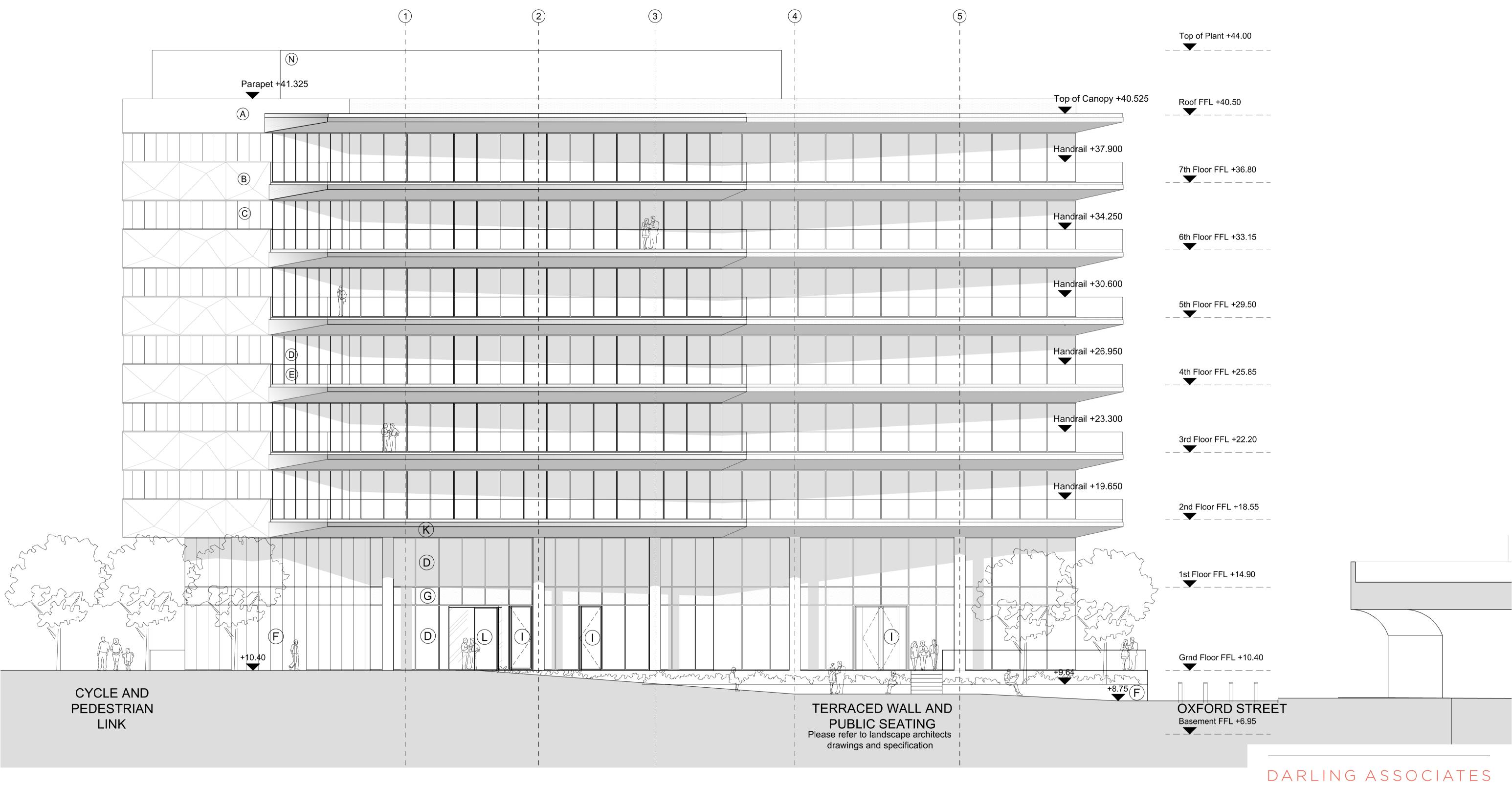
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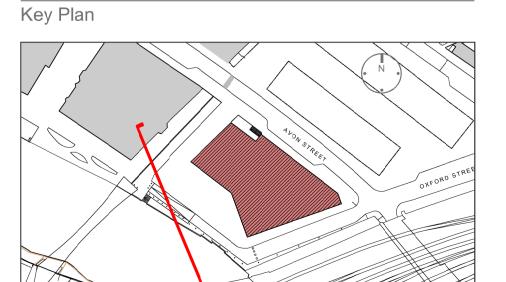
Planning

Proposed - North Elevation				
PROJECT 3 Glass Wharf, Bristol				
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19 Sep 2014	JOB NO. 11064	DRAWING (PL)14	REV -	

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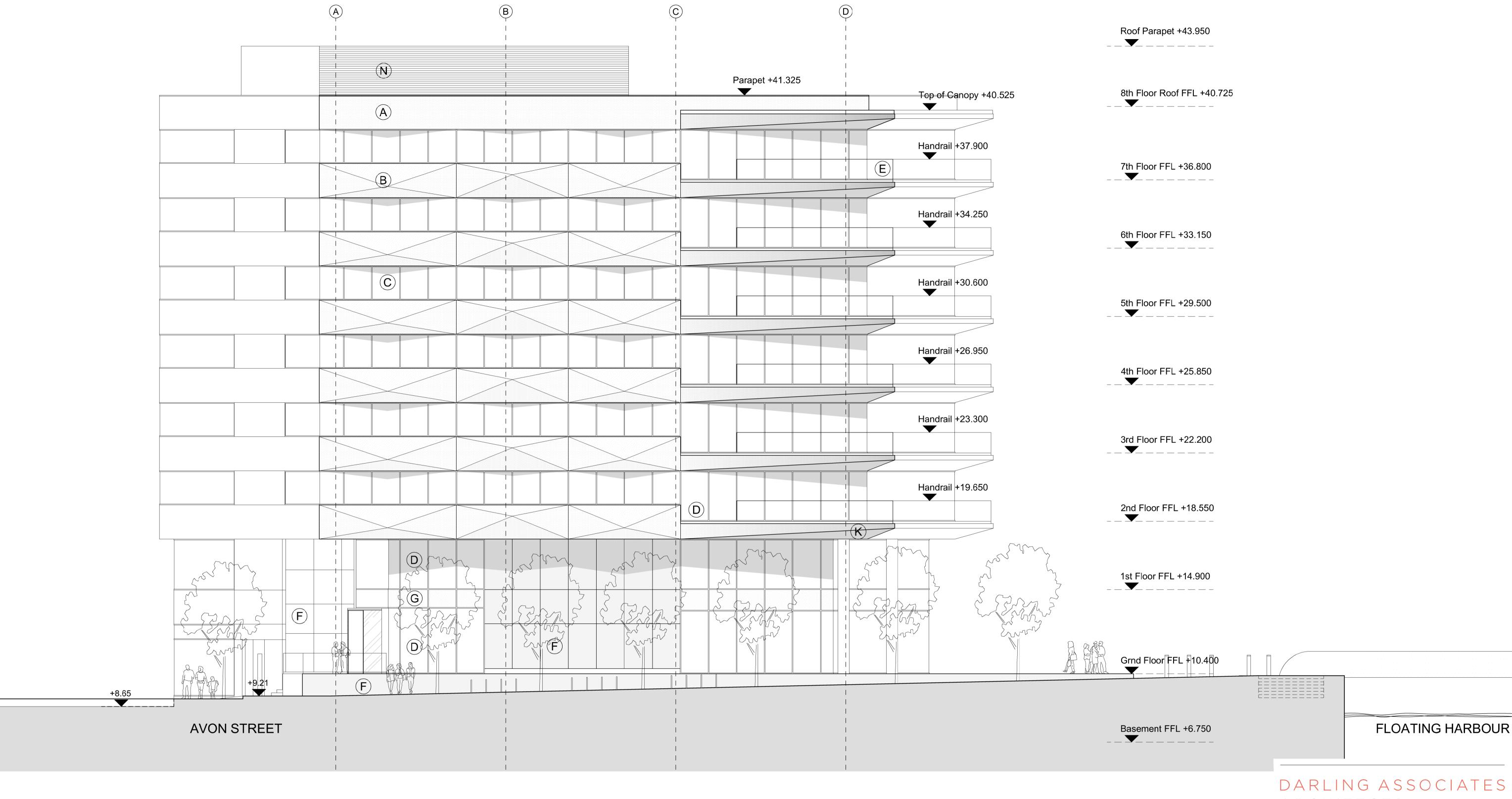
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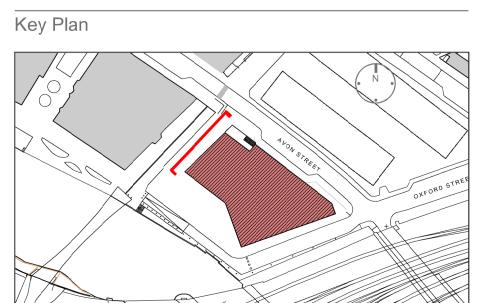
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Proposed - West Elevation PROJECT 3 Glass Wharf, Bristol			
19 Sep 2014	JOB NO. 11064	DRAWING (PL)18	REV -

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