

**WARD:** Bishopston **CONTACT OFFICER:** Angelo Calabrese  
**SITE ADDRESS:** 43 Nevil Road Bristol BS7 9EG

**APPLICATION NO:** 15/06068/F Full Planning  
**EXPIRY DATE:** 5 February 2016

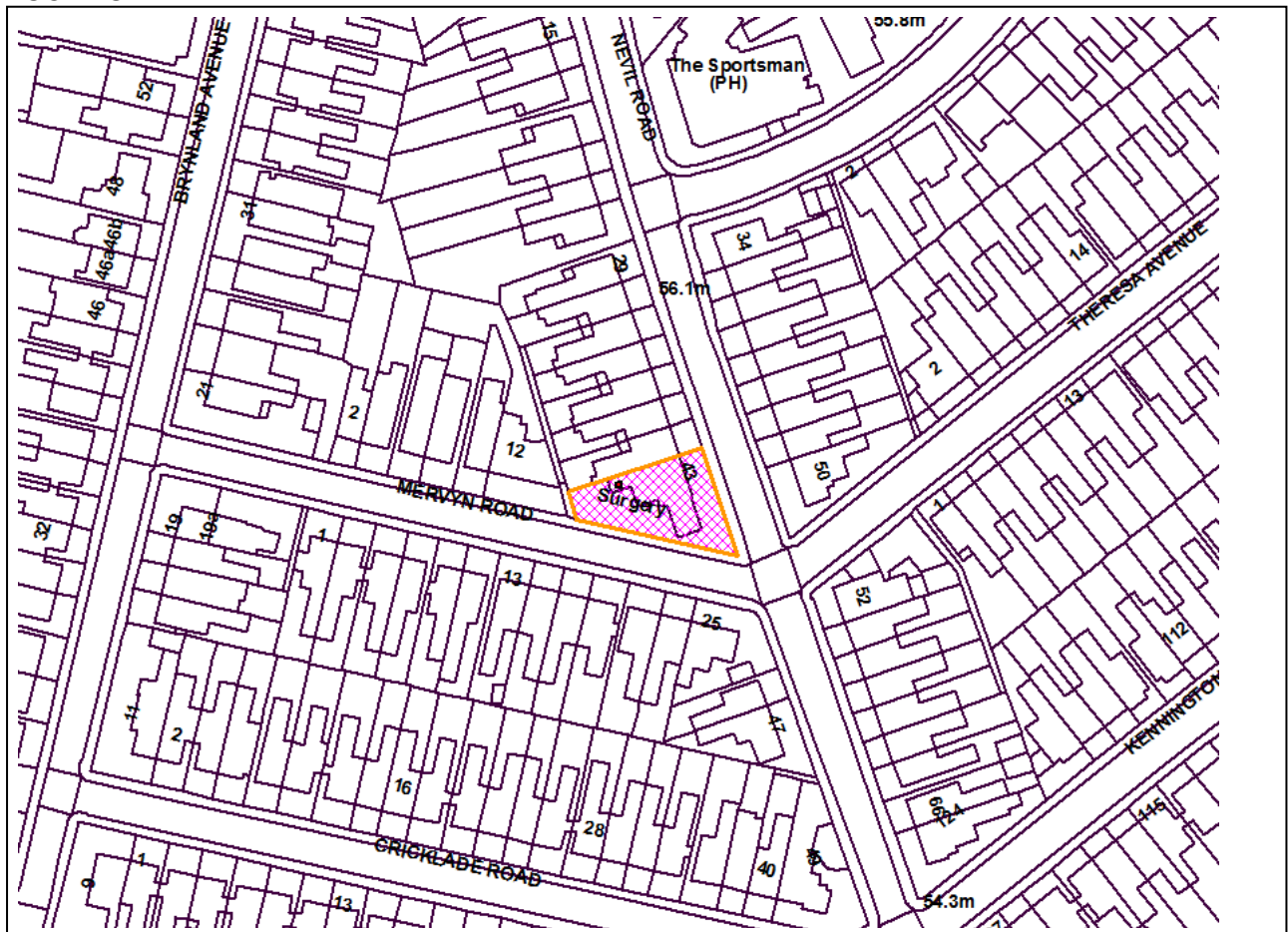
*To install 1 no two storey temporary Portakabin building to the rear of the site and 1 no single storey temporary Portakabin building to the front of the existing building. To be used as medical treatment rooms and a staff office and hired from Portakabin Ltd for a period of 3 years.*

**RECOMMENDATION:** Grant subject to Condition(s)

**AGENT:** Portakabin Ltd  
Portakabin Ltd Total Solutions  
Bennett Road  
Highbridge  
TA9 4PW  
**APPLICANT:** Bishopston Medical Practice  
43 Nevil Road  
Bristol  
BS7 9EG

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

**LOCATION PLAN:**



**Development Control Committee B – 16 March 2016**  
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#### COUNCILLOR REFERRAL

Cllr Radice has referred the application to committee because of the applicants request for a 5 year consent, which she considers is too long and a two year permission should be adequate to safeguard the visual amenity of the area for the long term.

Please note, following discussions with the applicant a 3 year period is now proposed.

#### SITE DESCRIPTION

The application site refers to an extended two-storey end-of-terrace property located on the junction of Nevil Road and Mervyn Road. The property is currently in use as a doctor's surgery, which has been shut for a temporary period since November 2015. The site is located within a predominantly residential area, with Gloucester Road located to the northwest and the County Cricket Ground located to the southeast. The site does not fall within a conservation area.

#### RELEVANT HISTORY

14/00899/F: Conversion of existing doctors surgery into 5 residential apartments along with associated extensions and modifications. Granted permission by Committee on the 3rd December 2014.

15/02733/X: Variation of condition No.9 for planning permission ref.14/00899/F - Conversion of existing doctors surgery into 5 residential apartments along with associated extensions and modifications - to allow for (i) additional door in the Mervyn Road (south) elevation, (ii) enclosed courtyard, (iii) retention of parking space off Nevil Road, and (iv) railings and Juliet balcony in rear elevation. Granted consent 05.11.2015

#### APPLICATION

Planning permission is sought for a temporary period to install a two storey cabin on the Mervyn Road frontage and one single storey cabin on the Nevil Road frontage within the grounds of the surgery. This will provide additional medical treatment rooms and an open plan office for the proposed expanded surgery. A 5 year consent was initially sought, but following negotiation with officers this has been reduced to 3 years.

#### Applicant Justification for the development

'Nevil Road surgery recently merged with the Spence Group Practice based at Logan Road surgery approximately 0.8miles away at 48-50 Logan Road to become Bishopston Medical Practice in 2013 with the intention to operate from one site.

It was initially intended that the practice would vacate both properties at Logan Road and Nevil Road and relocate to the former Bristol North Baths building which is currently undergoing a large renovation originally expected to complete in 2013. The delays of the Bristol North Baths project have been widely published and have still yet to be completed; this has resulted in both financial and legal complications for the Bishopston Medical Practice who have had no choice but to pull out of the development.

An agreement was made that the lease for the Logan Road would be terminated in 2013 and the property vacated however due to the issues at the former Bristol North Baths this has been delayed

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by almost 24 months. Operating from this site for an extended period has resulted in the practice receiving a final termination notice that they must leave not later than February 2016. Therefore there is an immediate need for patients and staff to move into the Nevil Road site. However due to limited space, there is an urgent requirement to provide additional treatment rooms to accommodate the patients and staff from Logan Road, hence the proposed Portakabin buildings. The practice now faces a dilemma, it must provide for all patients from one site whilst being limited by its current premise size. Until a permanent site can be sought, the surgery has no alternative but to provide the essential floor area by installing temporary provision, hence the critical need of the proposed Portakabin buildings

As of the 16th November 2015, the Nevil Road surgery will be closed temporarily and all patients will be seen at the Logan Road Surgery. The expense of operating from two sites has become too costly. In addition, the logistics of ensuring medical staff and equipment is choreographed between the two sites means that the patient experience is compromised.

It is intended that all patients are transferred to the Nevil Road site following the installation of the buildings which will allow Logan Road to be vacated.

Additional comments from the applicant:

'We are a victim of the two and a half year delay at the swimming bath site and the fact we do not own Logan Rd. The landlord has waited over 2 years for possession and can wait no longer. We have been looking for land/ new premises options during that whole time and nothing has been available (we have to look within a 1 mile radius of the current practice). '

## RESPONSE TO PUBLICITY AND CONSULTATION

Site notice erected and neighbouring properties consulted. 32 representations received. 3 supporting the proposal and 29 objecting. The following issues are summarised below and all objections can be found on the public access website:

### Principle of development (Key issue A)

No need assessment has been carried out for this site.  
 Development is not sustainable.  
 Proposal could result in the loss of a community facility on Gloucester Road

### Impact on character of the Area (Key Issue B)

The proposed cabins will have a negative impact on the area  
 Loss of a tree.

### Impact on amenity (Key issue C)

The proposal would increase air pollution due to increased number of patients visiting by car.  
 Overlooking from cabins  
 Increase noise and disturbance

### Highway safety and Transport (Key issue D)

Lack of cycle storage  
 Increase demand for on street parking  
 Increase traffic congestion

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Points raised in support

Important to ensure continued provision of health care services  
This is only a temporary measure.

Potential closure of practice if permission is not granted.

Parking problems would predominately be during the day.

Ward Councillor Radice has made the following comments:

'I understand why the Bishopston Medical Practice is intending to move to this site and install portakabins, and that this is a temporary proposal, however I think that five years is too long, and therefore I object to the application for a five year permission.

The application should be for no longer than two years, this should allow plenty of time for the surgery to find a permanent home in this area whilst providing continuity of care to the residents of Bishopston.

I think it is important that we retain a medical practice within walking distance of many people in the ward.'

**Air Quality** has commented as follows:-

The fact that not all these journeys will take place by car and the wide range of route options that people can use to get there if they do drive, the likely increase in annual average daily traffic flows at any one location is not going to trigger the threshold level for requiring assessment. As a result, I would not have concerns with regards to the potential air quality impacts with this proposal.

**Transport Development Management** has commented as follows:-

The development is not considered to pose any highway safety but would like to see more cycle storage, but acknowledge the lack of space on the application site and the temporary nature of the proposal. I note that there are a high number of objections from local residents, and therefore a travel plan giving advice to patients on ways to access the location without using private vehicles would be reasonable.

**Pollution Control** has commented as follows:-

Whilst the provision of further treatment rooms will inevitably increase the use of the surgery I feel it would be difficult to show any significant increase in harm to local residents from the increased use.

Doctor's surgeries do not usually give rise to noise complaints and any noise created should be contained within the building especially if any windows facing onto other properties are kept or fixed shut.

Although no details of any mechanical ventilation or air conditioning are shown I would ask for standard pre-commencement noise conditions.

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RELEVANT POLICIES

**National Planning Policy Framework – March 2012**

**Bristol Core Strategy (Adopted June 2011)**

BCS12	Community Facilities
BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS12	Community Facilities
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS21	Quality Urban Design
BCS23	Pollution

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

DM5	Protection of community facilities
DM1	Presumption in favour of sustainable development
DM7	Town centre uses
DM14	The health impacts of development
DM17	Development involving existing green infrastructure
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM29	Design of new buildings
DM32	Recycling and refuse provision in new development
DM33	Pollution control, air quality and water quality

KEY ISSUES

(A) IS THE PRINCIPLE OF DEVELOPMENT ACCEPTABLE?

Policy DM7 states that main town centre uses should be located within the designated centres allocated on the Bristol Local Plan. Doctors surgeries are considered town centre uses, but this application involves the expansion of an existing doctors surgery which has been serving the local community for number of years. As this proposal involves an existing doctors surgery it is considered that the requirements of policy DM7 are not relevant.

Policy DM14 requires development to contribute to reducing uses of ill health, improving health and reducing health inequalities within the city. In particular, the policy requires development to provide good access to health facilities and services.

The application includes a statement of the reasons behind the need for the relocation of the health care services from the Logan Road site, which appears to have occurred due to the issues with the delivery of the Gloucester Road swimming bath development in a timely fashion, and no further potential for the applicant to extend the lease agreement with the owners of the Logan Road.

The applicant has advised officers that there are concerns that if permission is not granted for this application the practice may have to close as the applicant has advised that there are no other options within the area to accommodate the surgery.

It is considered that the continued provision of a local health care service to the community is an important material consideration in the determination of the application, and as this application is only

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seeking consent for a 3 year period, the temporary impacts are outweighed by the short term benefits of providing urgent continuous health care for the area and the development is considered to be compliant with policy DM14 which promotes good access to health facilities and services.

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

Policies BCS21, DM26, DM27, and DM29 require development should contribute positively to an area's character and identity, creating or reinforcing local distinctiveness.

The surrounding area, whilst not a designated Conservation Area, has strong character of Victorian terraced houses, with traditional materials dominating. The proposed cabins are clearly different to the overall vernacular and style of architecture found in the area and the proposal would have a negative visual impact on the streetscene and the area.

To address this issue the applicant has proposed the application of vinyl wrapping to hide the appearance of the cabins, but officers do not consider that the overall visual impact of the cabins and temporary nature of the proposal is sufficient to require vinyl wrapping. The use of a neutral finish/colour to the cabins (grey) rather than a vinyl wrap would be less visually intrusive. If members feel that this would help reduce any impact, details of vinyl wrapping can be controlled by condition.

Following further negotiation, the applicant has also agreed to install trellis and climbing plants to both cabins, which is considered to be an improvement to the appearance of the scheme and will help soften the visual impact of the development.

To conclude on this issue, officers consider that while there would be a negative visual impact from the cabins, the temporary nature of the development would insure that the proposal would not result in permanent significant harm to the character of the area.

**(C) WOULD THE PROPOSAL UNACCEPTABLY AFFECT THE RESIDENTIAL AMENITY OF THE AREA?**

Policies BCS21 and DM29 require development to have an acceptable impact on neighbouring amenity.

A number of local residents have raised concerns that the development would increase noise and disturbance issues, and also result in overlooking from the proposed cabins.

**Noise and disturbance**

The proposal would increase the number of patients that visit the site. The increase in numbers of patients is unlikely to result in significant noise issues, as most doctors surgeries are not known to create significant noise and disturbance issues. The Environmental Health team has raised no objections as this is an expansion of an existing facility within a built up residential urban area.

There may be an increase noise impact from additional cars visiting during the opening hours (8:30am-18:30 until 20:00 on Tuesday and Thursday), but the opening hours are daytime hours which would ensure that there should be no significant noise impact during unsociable hours (after 8pm).

The use of a travel plan condition which will promote alternative modes of transport to the site would also have the potential to reduce the number of vehicular movements to the surgery which will reduce any potential noise impact. The use of 12 parking spaces at the cricket club would also help reduce vehicle trips to the surgery.

It is likely that the cabins will require heating and cooling, which would result in the installation of plant.

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The Environmental Health Officers has advised that the installation of any plant which may create noise can be satisfactorily addressed by the use of pre-commencement conditions.

#### Overlooking

To ensure that there is no significant overlooking from the cabins. The applicant will be required to apply obscuring to the all windows facing neighbouring properties to remove any potential for overlooking. The staircase proposed for the two storey cabins will also include trellis screening to reduce any overlooking to neighbouring houses.

#### Impact on Air Quality

A number of objections have raised concerns that any potential increase in traffic to the area and this impacting on air quality. The City Air Quality officer does not consider that the temporary development is likely to trigger the threshold level for requirement any assessment of this as no all journeys to the surgery will take place by car.

Subject to conditions it is considered that the proposal would not have a significant impact on amenity.

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

Policy BCS10 and DM23 seeks to ensure that new development is accessible by sustainable transport methods such as walking, cycling and public transport. Development should also not give rise to unacceptable traffic conditions.

#### Traffic and parking

The development will increase the number of patients to the Nevil Road surgery, and this in turn could increase the demand for on street parking and traffic to the area. A number of site visits were carried out by the case officer and it was noted that during the day, roads around the surgery were heavily parked but there was spaces found on roads off of Nevil Road. It is likely that parking in the evenings would be more difficult due to residents returning from work (after 6pm).

All of the submitted objections have raised concerns with the potential increase in traffic congestion and further demand for on street parking, and it is acknowledged that parking is difficult on surrounding streets, but this is a common problem within high density parts of the city. It should be noted that the Highway Development Management Team have raised no objections on the potential traffic generation or lack of parking for patients and staff. The applicants have advised that the Gloucester Cricket Club have agreed to rent 12 spaces to the surgery, which will assist with the parking requirements for members of staff and patients.

The Highways officers have also advised that it would be reasonable for the surgery to prepare a travel plan to advise patients of the alternative options to travelling to the site. It is recommended that this be a condition of approval.

#### Cycle Storage

The Highways Development Management team did initially request an increase in provision of cycle storage on the site, but there is insufficient space to accommodate any more cycle storage on the site and therefore the existing cycle stands to the front of the site are deemed acceptable in the circumstances.

The proposal may result in an increase in traffic to the site and increased demand for on street parking, but as the proposal is for a temporary 3 year period, it is not considered the impact would be

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significant to warrant a refusal of temporary permission.

**(E) WOULD THE PROPOSAL RESULT IN A LOSS OF TREES?**

The proposal would result in the removal of one small tree to the front site. The City Tree officer has said that this tree has limited amenity value, therefore there is no objection to its removal but a replacement tree would be expected under the Bristol Tree Replacement Standards set out under policy BCS9 and DM17. To address this issue a condition will be attached to the permission which requires a tree to be planted following the removal of the cabins in 3 years.

**(F) DOES THE PROPOSAL ADDRESS THE CLIMATE CHANGE AND SUSTAINABILITY POLICIES OF THE CORE STRATEGY?**

Policies BCS13-BCS16 require development to have regard to mitigating climate change, reducing energy use and incorporate water management measures.

As the development is only for a temporary period of 3 years the submission of a sustainability statement and the incorporation of onsite renewables is not required for submission.

**CONCLUSION**

The proposal is considered to assist in the provision of essential health care facilities for the local community as required by policy DM14 and ensure that these facilities are available for the local community for a temporary period while the applicant seeks permanent accommodation.

It is acknowledged that the proposal will have some impact on the area but the urgent need for provision of suitable health care facilities outweighs the temporary impact of the development on the character of the area, potential parking and traffic issues and any negative impact on local residents. Based on the above assessment officers are of the opinion that a three year consent is acceptable.

**COMMUNITY INFRASTRUCTURE LEVY**

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

This development is liable for CIL, however the CIL rate for this type of development, as set out in the CIL Charging Schedule, is £nil and therefore no CIL is payable.

**RECOMMENDED GRANT subject to condition(s)**

**Time limit for commencement of development**

1. Limited period buildings

The building(s) hereby permitted shall be removed and the land restored to its former condition on or before 17 March 2019.

Reason: In accordance with the application and because the proposed building(s) would otherwise prove unacceptable in this location.



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**Pre commencement condition(s)**

2. 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 been 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".

Reason: In order to safeguard the amenities of adjoining residential occupiers. The details are needed prior to the start of work so that any mitigating measures can be incorporated into the build.

3. Prior to the occupation of the development, details of the specification of the proposed trellis screening for the staircase shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be installed before occupation of the buildings and retained thereafter, until the cabins are removed.

Reason: To protect the amenity of neighbouring properties from overlooking.

4. Obscure glazing and fixed shut windows

The proposed windows on the south elevation of the two storey cabins and the south east and east side of the single storey cabin shall be obscure glazed to the satisfaction of the Local Planning Authority and all windows shall be fixed shut.

Reason: To protect the amenity of neighbouring properties from overlooking and

**Pre occupation condition(s)**

5. Completion and Maintenance of Cycle Provision - Shown on approved plans

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

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

6. 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.

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**Post occupation management**

7. Replacement tree

Following the removal of the cabins from the site, details of a proposed replacement tree (including details of species, size and location) and planting and maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority. The proposed tree shall be planted within the first available planting season following the removal of the cabin from the site.

The planted tree shall be maintained for five years and any trees or plants removed, dying, being damaged or becoming diseased within that period shall be replaced in the next planting season with others of similar size and species to those originally required to be planted unless the council gives written consent to any variation.

Reason: To ensure the development provides a replacement tree as required by the Bristol Tree Replacement Standard.

8. Travel Plans

Within 3 months of occupation of the cabins, a Travel Plan comprising immediate, continuing and long-term measures to promote and encourage alternatives to single-occupancy car use has been prepared, submitted to and been approved in writing by the Local Planning Authority. The approved Travel Plan shall then be implemented, monitored and reviewed in accordance with the agreed travel Plan Targets to the satisfaction of the council.

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

9. Noise from plant & equipment affecting residential

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the pre-existing background level as determined by BS4142: 2014 Methods for rating and assessing industrial and commercial sound.

Reason: To protect the amenity of neighbouring occupiers.

**List of approved plans**

10. 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.

HDLP0902 Two storey titan elevations and staircase, received 23 February 2016  
 TS231115 TN104 Room Layouts - Ground Floor and Upper Floor, received 11 December 2015  
 GE0001 REV Y Single Storey Titan Elevation, received 23 February 2016

Reason: For the avoidance of doubt.

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BACKGROUND PAPERS

Air Quality  
Transport Development Management  
Pollution Control

26 February 2016  
28 January 2016  
25 February 2016



NEVIL ROAD

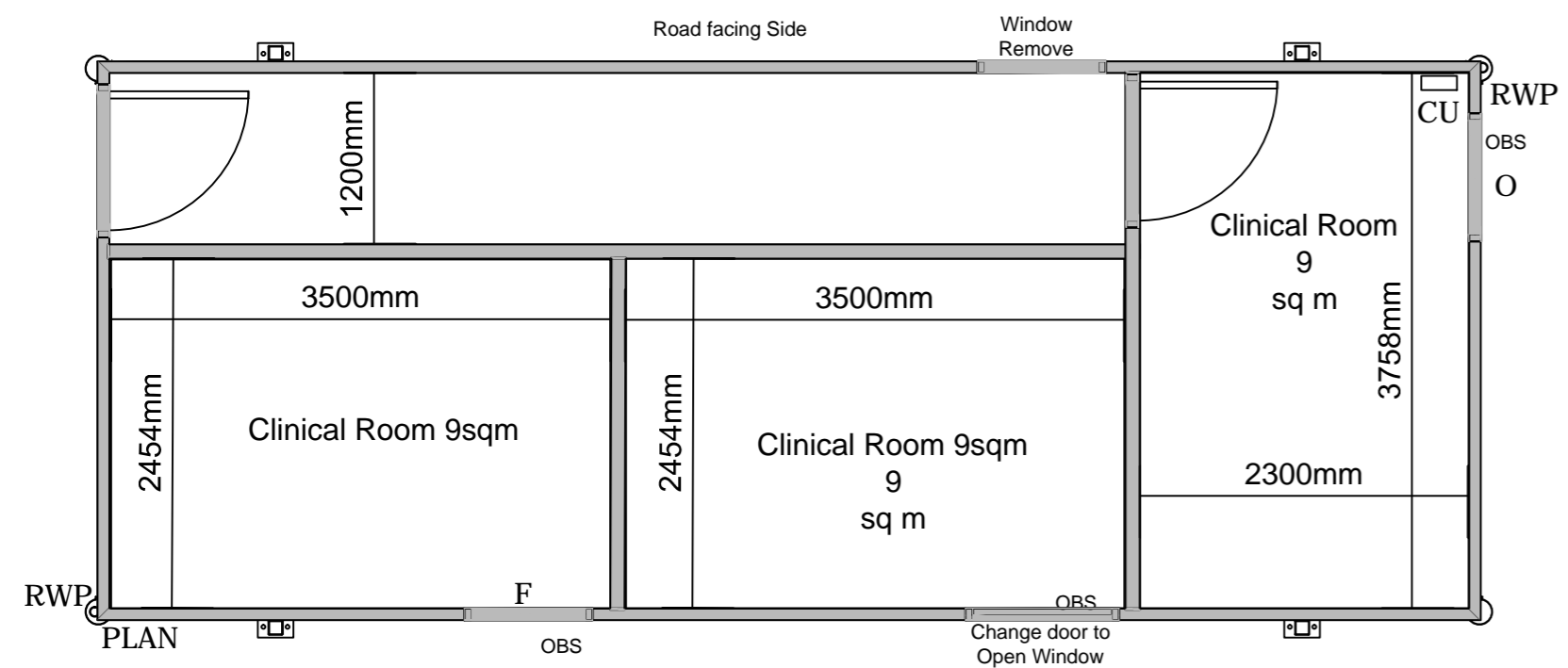
CP54 ANF

HN06 NCU

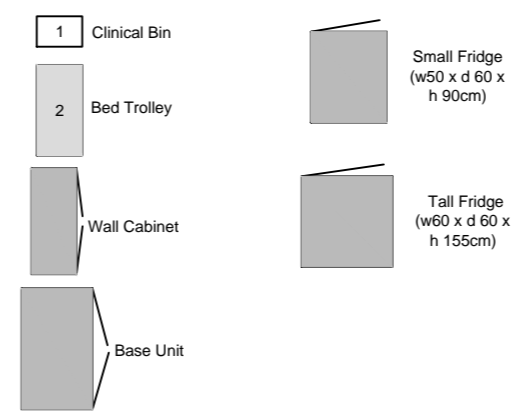
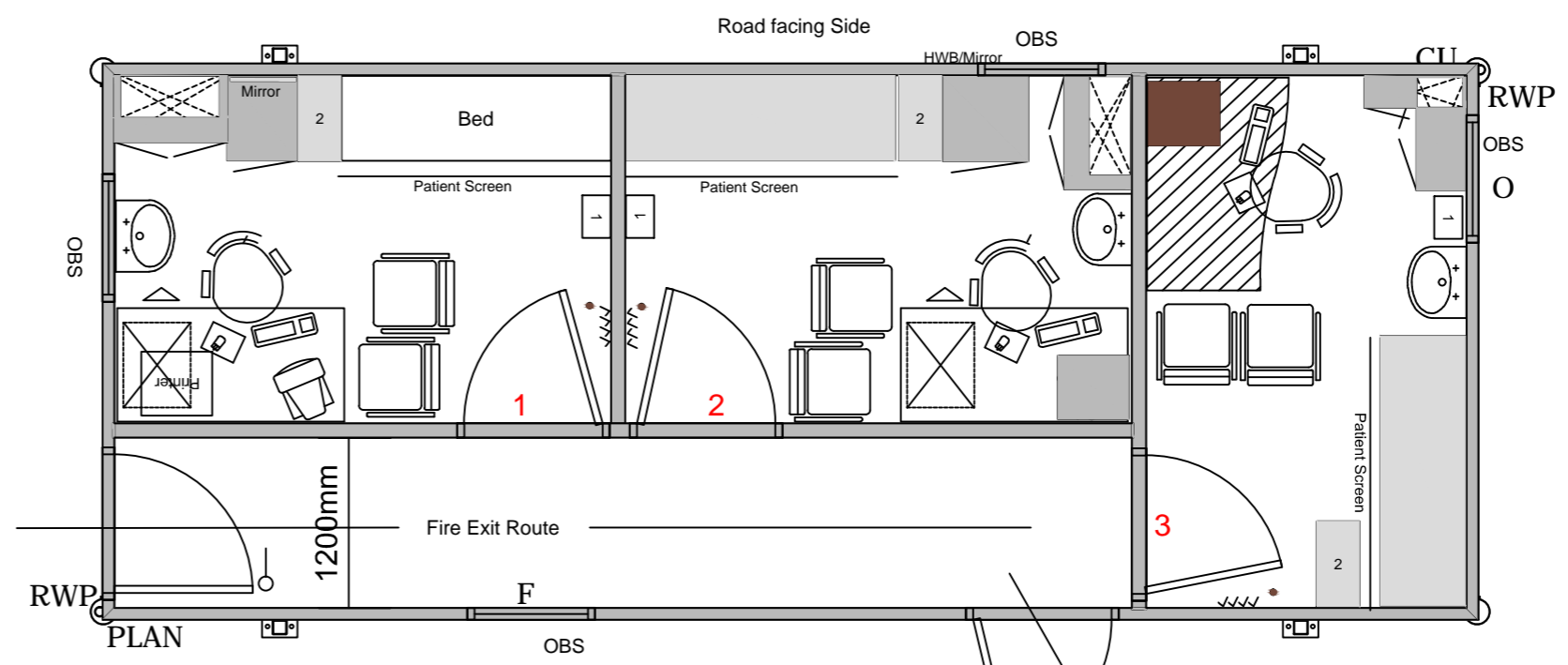
P161 EUT

Rev.	Date	Description	By
-	DDMMYY	First issue	XXX

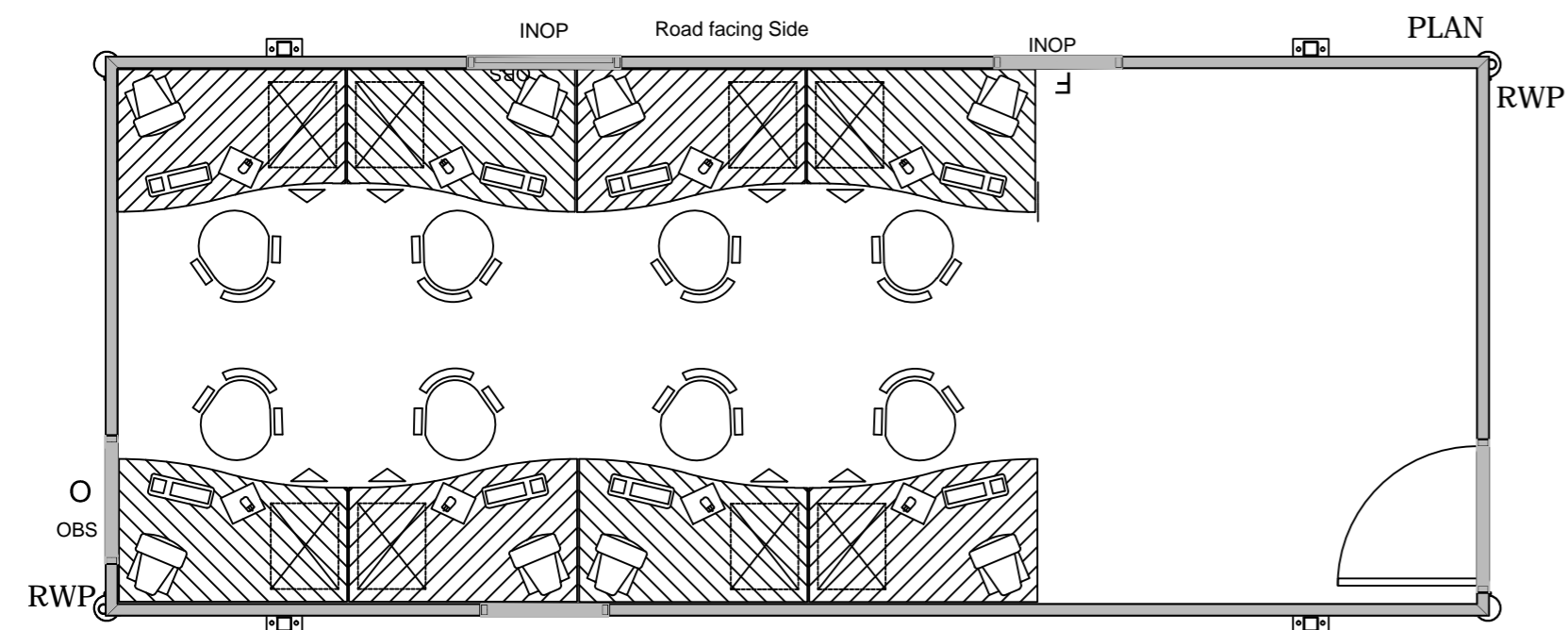
Single Storey Portakabin (front of site)



Two Storey Portakabin ground floor (rear of site)

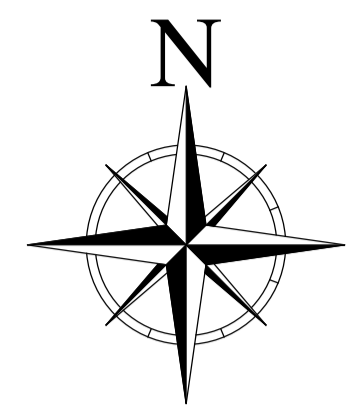


Two Storey Portakabin - upper floor (rear of site)



**Portakabin** Portakabin Hire  
 Huntington  
 York YO32 9PT  
 Quality - this time - next time - every time  
 T:01904 611655  
 www.portakabin.co.uk

Client: Bishopston Medical Practice		
Project: Temporary Portakabin Ltd Buildings		
Title: Internal Layouts		
Scale: 1:50 @A2	Date: 24.11.15	Drawn By: HDLT
Drawing Number: TS231115	Rev: -	



Proposed location of  
2 storey and single  
storey Portakabin  
Building.



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**LOCATION PLAN**  
scale 1:1250

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**BLOCK PLAN**  
scale 1:200

<b>Portakabin</b>	<b>Total Solutions</b>
Proposed Temporary Portakabin Consultation Rooms for <b>Bishopston Medical Practice</b> at 43 Neville Road, Bristol, BS7 9EG	
Date: 8th February 2016	
Scale : 1:200 & 1:1250	
Drawing Number	TSLP220123310 rev6

**FOUNDATIONS**

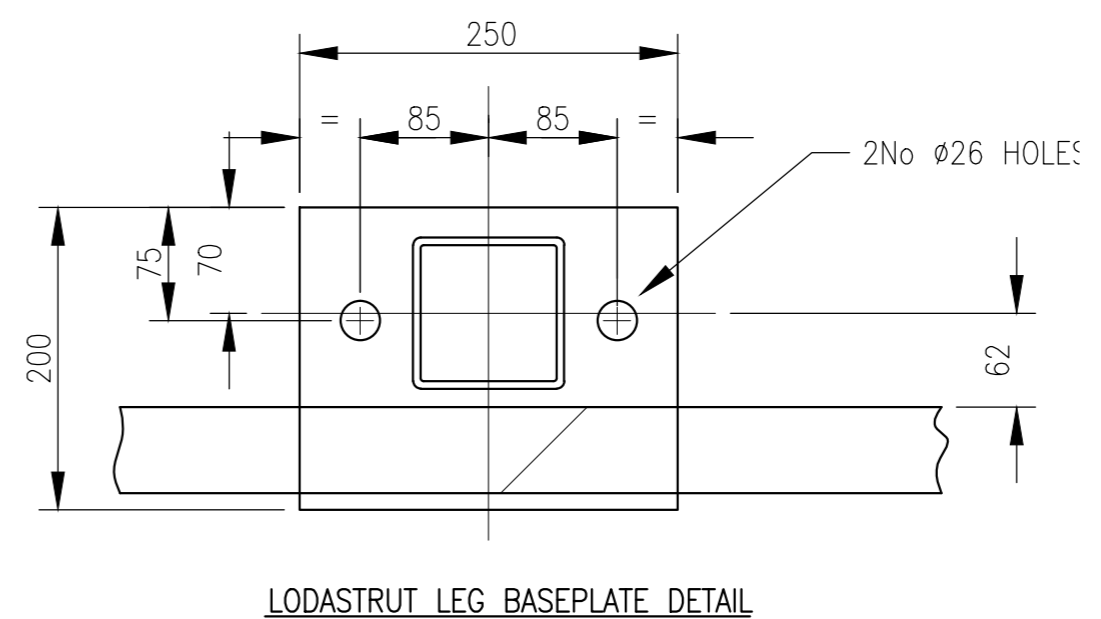
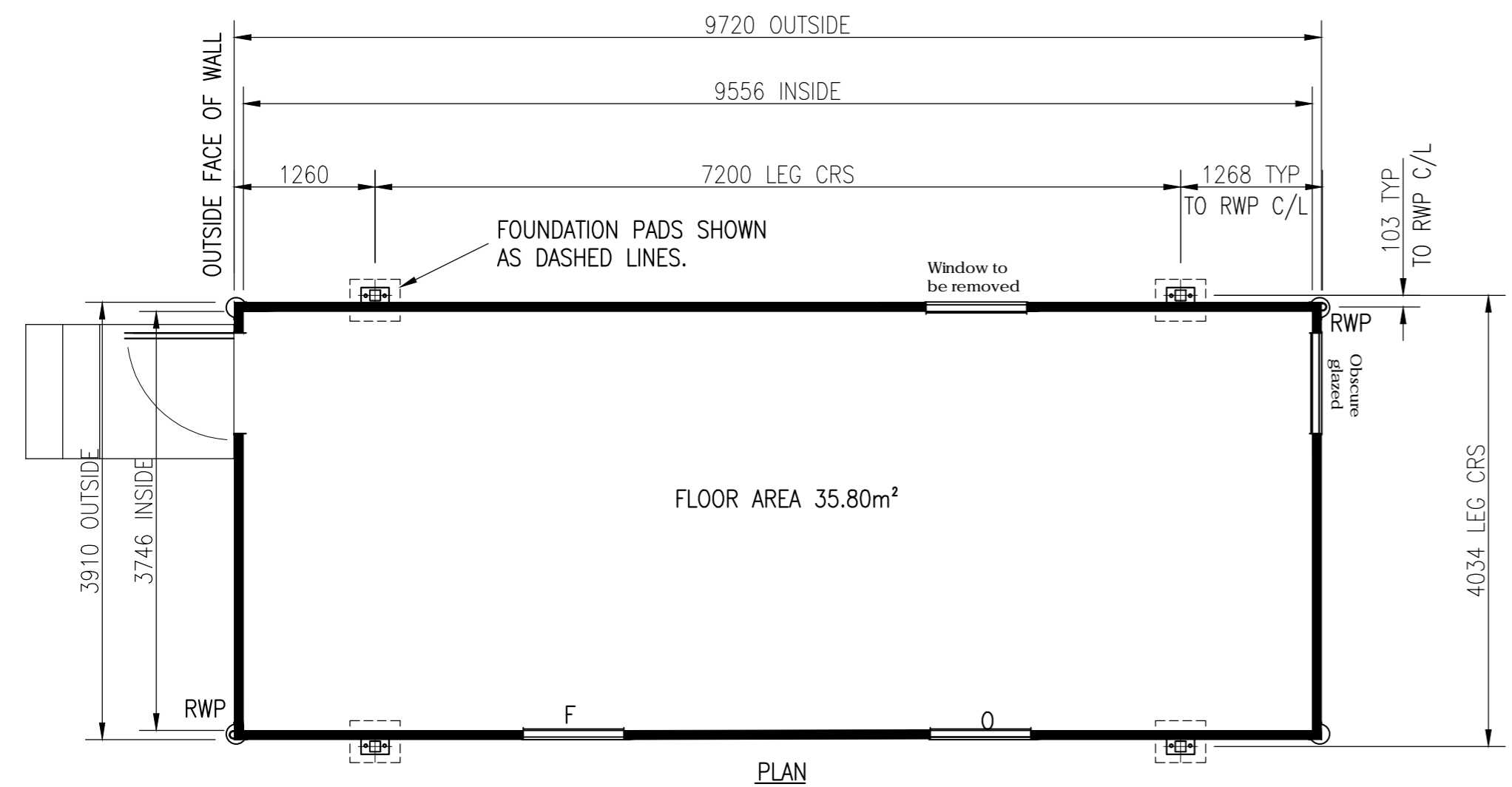
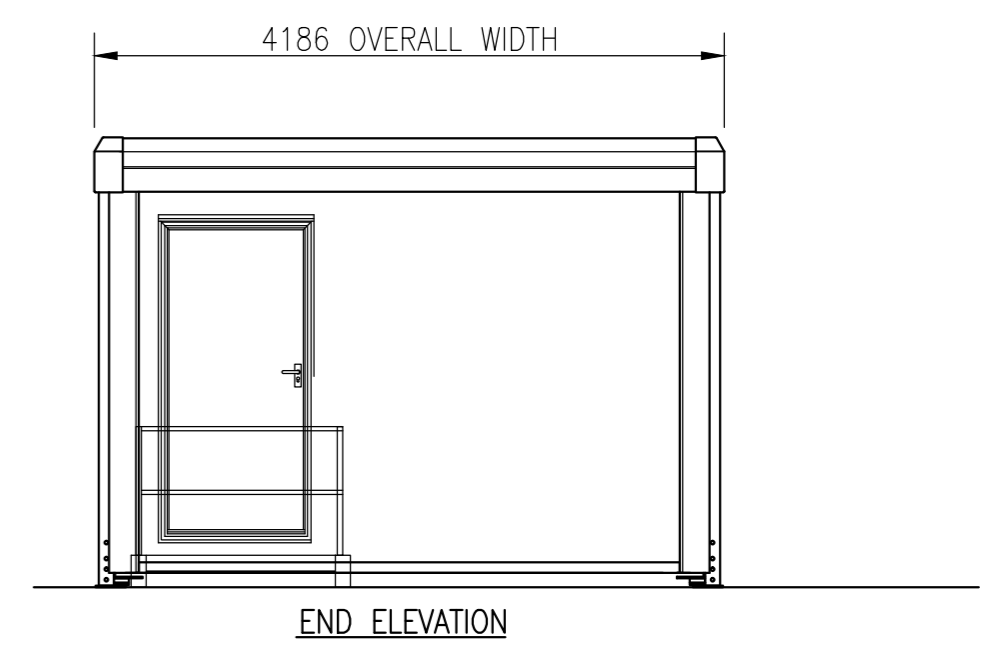
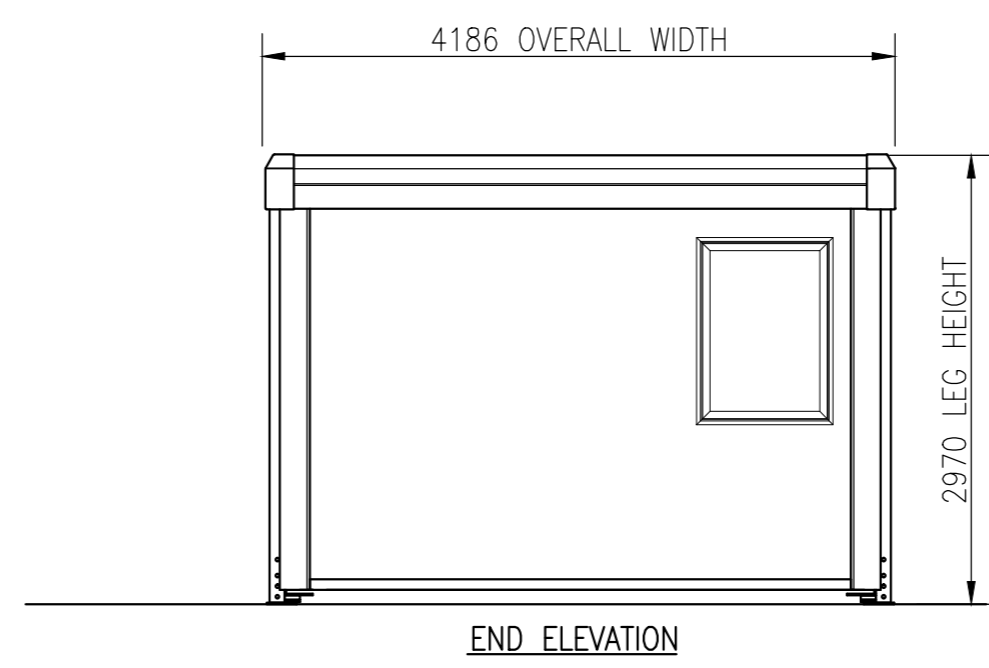
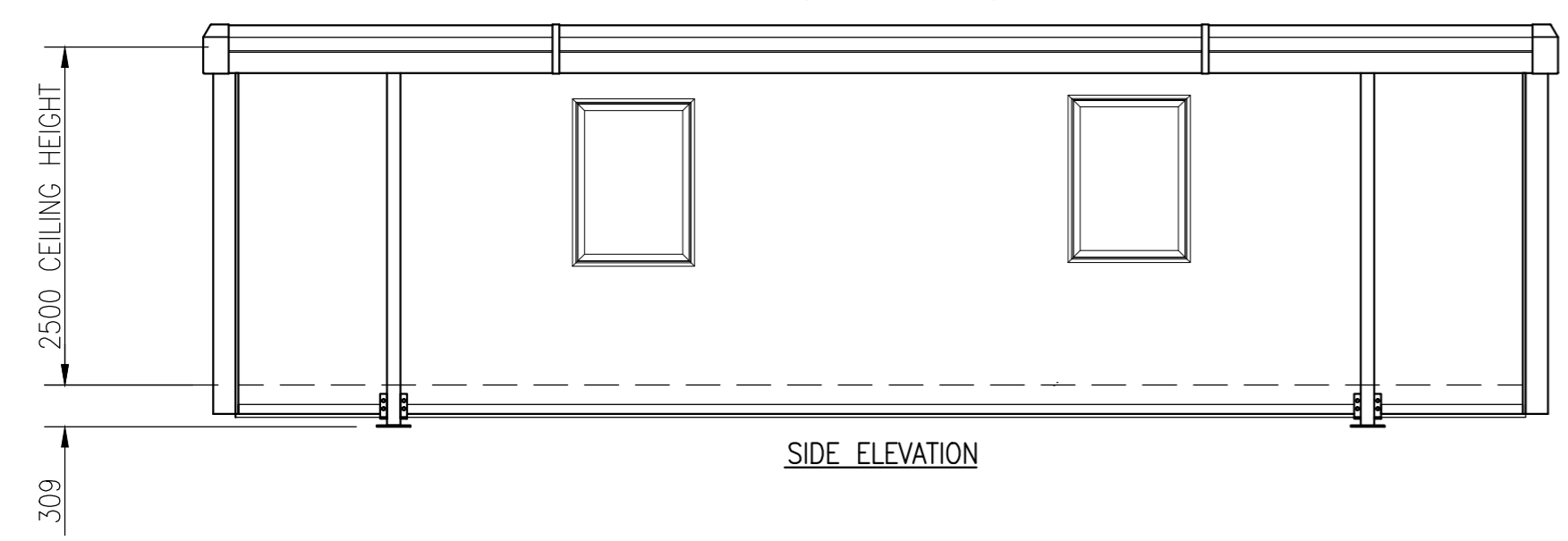
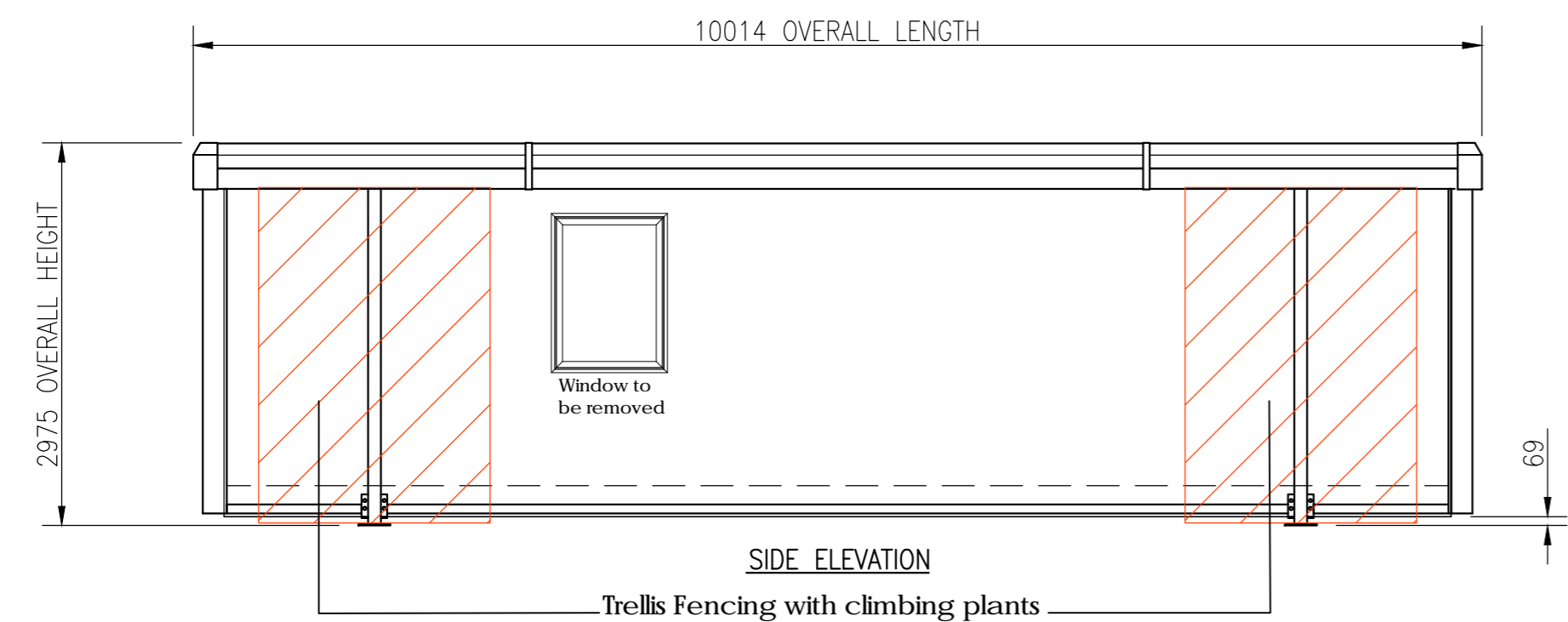
Simple foundations or level hardstandings are required to be capable of taking the foundation design load at each Lodastrut leg position of 47 kN, which includes the dead weight of the unit, imposed floor load of 3 kN/m<sup>2</sup>, imposed roof load of 0.75 kN/m<sup>2</sup> and wind loads based on a basic wind speed of 25 m/s (BS 6399:part 2:1997) It is recommended that professional advice is obtained for the design.

Foundations shall be constructed with level tops with a tolerance of ± 3mm.  
 On sloping sites the top level of the foundations must ensure a clearance between the ground and the underside of the building.

All Lodastrut legs should be fully retracted onto the safety stops with the leg pins fitted through the outer legs and secured by pulling the chain tight and securing on the hook adjacent to each leg.

All buildings are to be anchored to the foundations, unless it can be established that no climatic or other forces are likely to be applied so as to exceed the intrinsic stability of the building in its unloaded state.  
 It is recommended that the buildings are secured via the leg baseplate using M20 anchor bolts.

Foundation point load – 47 kN



Portakabin Limited Huntington York YO32 9PT  
 Telephone 01904 611655 Fax 01904 611644

Project  
**TEMPORARY OFFICE ACCOMMODATION.**  
 Client  
**NCH HILLINGDON YISP**

Title  
**TITAN TN104 SPECIFICATION DRAWING**

Date  
**18/05/94**  
 Drawn  
**C.GURDEN**

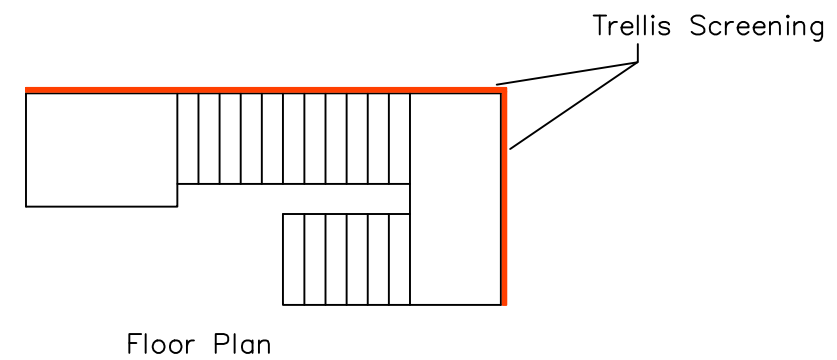
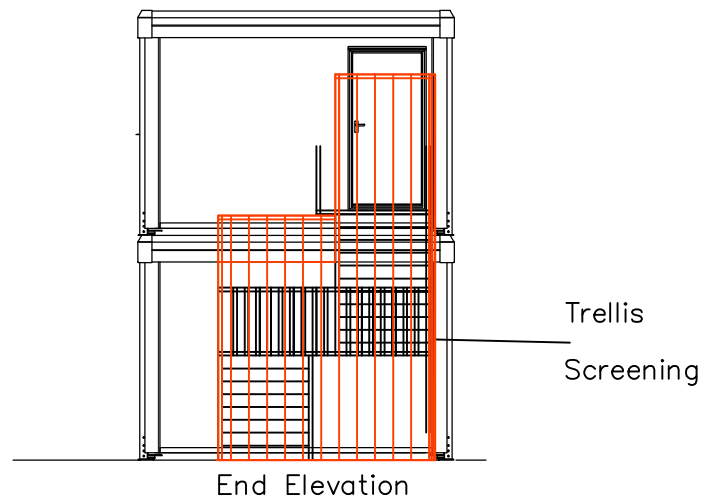
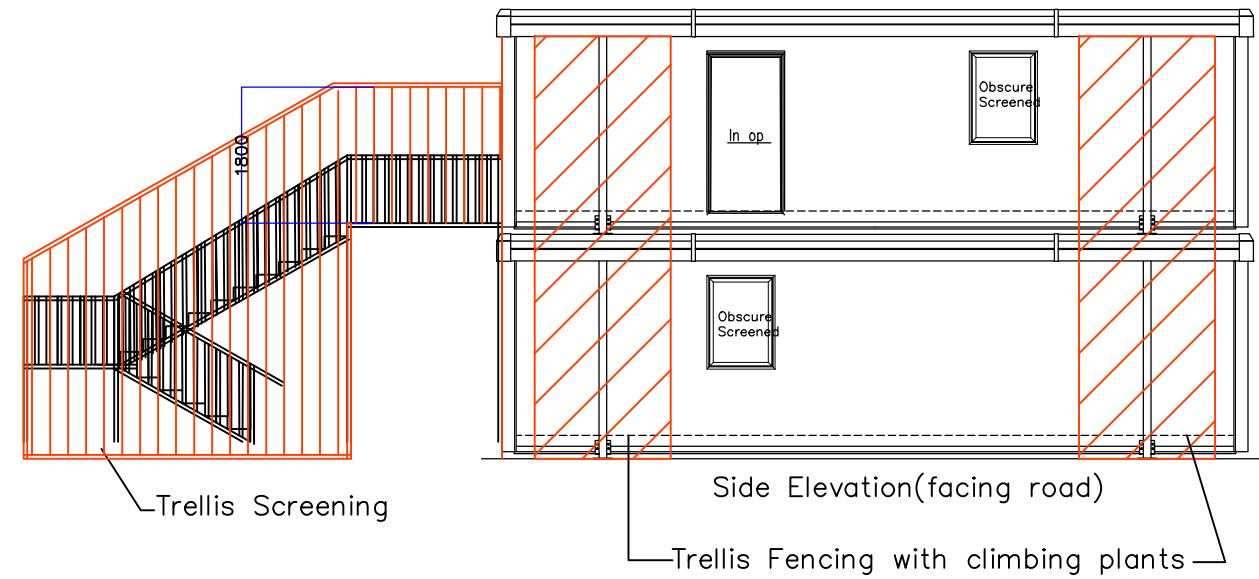
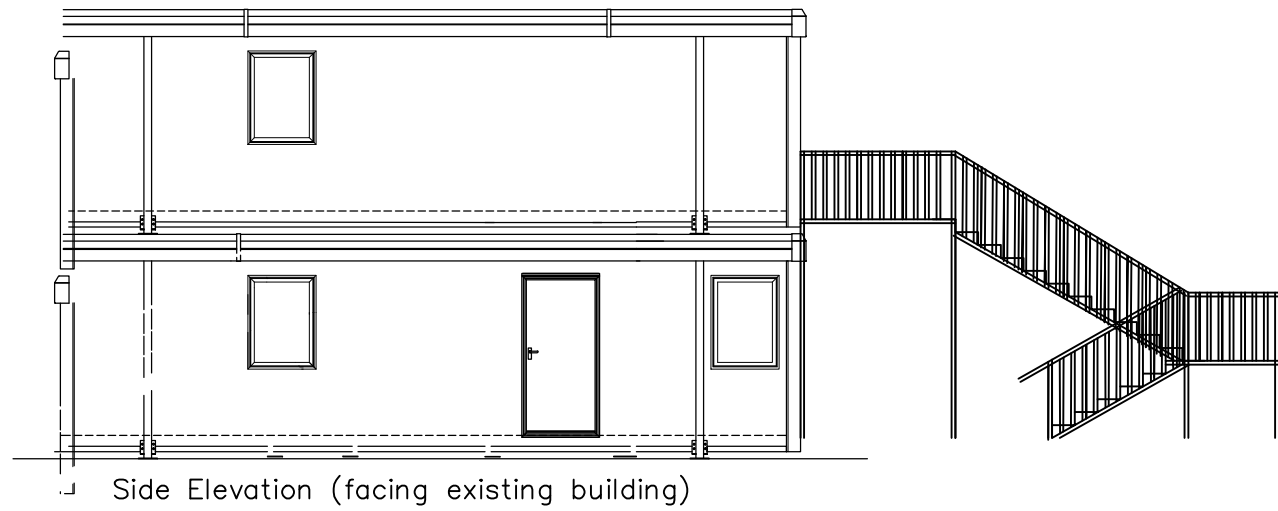
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**1:5 & 1:50**

Drg. No.  
**GE0001**  
 Rev.  
**Y**

**STANDARD COLOURS**

- |           |                      |   |  |
|-----------|----------------------|---|--|
| External: | Walls and wall trims | - | Goosewing grey nearest BS ref 10 A 05                  |
|           | Corner trims         | - | Silver   |
|           | Roof                 | - | White nearest BS 4800 ref 00 E 55                      |
|           | Lodastrut legs       | - | Grey BS 4800 ref 00 A 05                               |
|           | Doors                | - | Goosewing grey nearest BS ref 10 A 05                  |
|           | Fascia               | - | Grey RAL 7042  |
|           | Windows              | - | Blue foil wrapped ref. Renolit – Werke GmbH 515005-167 |

- KEY**
- O OPEN WINDOW
  - F FIXED WINDOW
  - RWP RAIN WATER PIPE



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 Telephone 01904 611655 Fax 01904 611644

Project		2 Storey Titan	
Client		Bishopston Medical Practice	
Title	Date	Drawn	
	09.02.16	HDLAP	
	Scale	1:100 @ A3	
Staircase Screening	Drg. No.	Rev.	
	HDLP0902		