

WARD: Lawrence Hill **CONTACT OFFICER:** Peter Westbury
SITE ADDRESS: Land Of Former Post Office Depot Cattle Market Road Bristol BS1 6QW

APPLICATION NO: 17/06459/P Outline Planning

DETERMINATION DEADLINE: 21 February 2018

Outline application for a new mixed use University Campus (Use Classes A1,A2,A3,A4,A5,B1(a),D1,D2) to comprise of up to 82,395sq m (GIA) of floor space including up to 1,500 students beds with all matters reserved except access. Alterations to Cattle Market Road & provision of an Energy Centre (to consider Access).

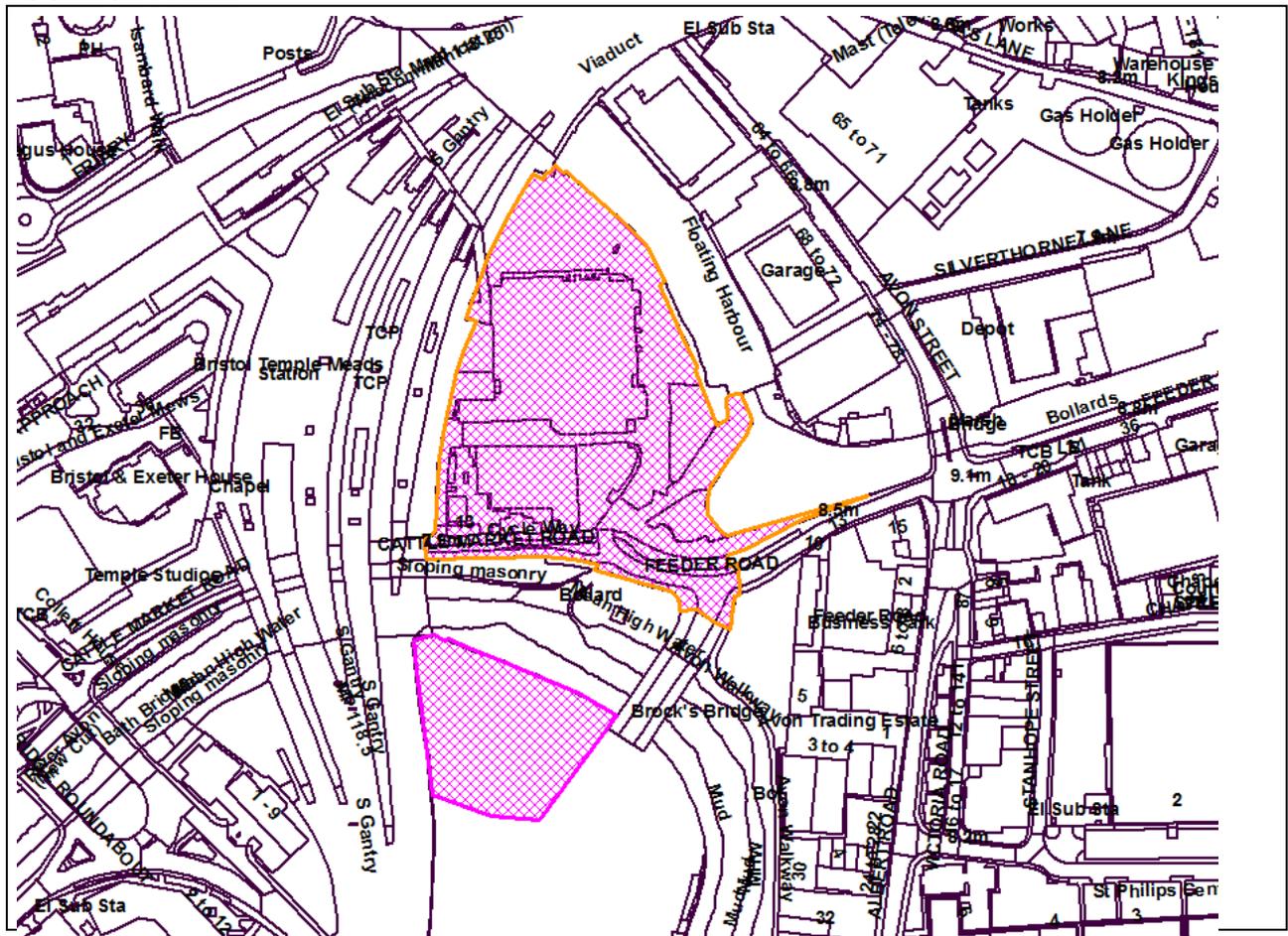
RECOMMENDATION: Other

AGENT: Jones Lang LaSalle Ltd
 31 Great George Street
 Bristol
 BS1 5QD

APPLICANT: University Of Bristol
 C/O Agent

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

LOCATION PLAN:



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- 1.1 This application is brought to Committee on account of the scale of development proposed and its importance to the future of the University of Bristol and the city overall. There has been no member referral.

2.0 BACKGROUND

- 2.1 This is an application for outline planning permission submitted by the University of Bristol for the redevelopment of the former Post Office Sorting Office at Cattle Market Road and the land to the south accessed by Brock's Bridge. All matters are reserved for subsequent approval with the exception of the access to the site. Development parameters are proposed, which would be covered by conditions and reserved matters submissions would be expected to comply with these parameters. The application site is located within the Temple Quarter Enterprise Zone (TQEZ).
- 2.2 As the LPA considered that the development proposals could have significant environmental impacts, the proposals have undergone an Environmental Impact Assessment (EIA). The application is therefore supported by an Environmental Statement (ES).
- 2.3 As part of the application process, neighbouring residential areas have been consulted. Network Rail, Highways England, Historic England (amongst others) have also all been consulted.
- 2.4 This application must be seen in the context of the wider aspiration for the University of Bristol's growth. In support of their application, the University refer to the following:
"The University Strategy 2016 sets out a vision that would reimagine the role of a civic University in the 21st Century. This includes a rethink of the traditional University activities providing a Campus that plans for its spatial requirements for decades to come. The campus will encompass in the widest sense; innovation, enterprise (commercial and social) and engagement. The University aspires to a campus that is welcoming and inclusive, to create a porous campus that will be shared with local communities, visitors to the city and to business and industrial partners alike.
- 2.5 The Campus (known as Temple Quarter Enterprise Campus or TQEC) brief includes for:
- Predominantly postgraduate activity in teaching and research in digital technologies;
 - Major expansion of the School of Economics, Finance and Management;
 - Major expansion for the School of Computer Science, Electrical and Electronic Engineering and Engineering Maths with a particular focus on digital innovation;
 - Provision for the recently established Centre for Innovation and Entrepreneurship;
 - A new Engine Shed 3;
 - Space to be shared with business and industrial partners and members of the local community;
 - Student accommodation for predominantly postgraduate students. Many of these are likely to be working and studying on the campus;

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- Support and infrastructure for students and staff; and
 - Commercial space to support both the activities on campus and the wider community.
- 2.6 The University state that they are “committed to providing a development which both reflects its status as a world class University and provides an open and welcoming campus to the people and city of Bristol. It will not only serve the University but also provide facilities for the public including a Centre for Public Engagement, a training and skills facility for use by the local community as well as the use of facilities for community groups.” (Taken from the Application Planning Statement)
- 2.7 The University also has a strong desire to make the campus an attractive destination or through route with provision for a range of commercial retail and catering outlets.
- 2.8 The campus will be an exemplar of sustainable development, will be car free and aim to be carbon neutral in operation by 2030. It also has a positive economic impact in the provision of new jobs, additional student accommodation, regeneration of the area and new commercial facilities.
- 2.9 The TQEC will represent a £300 million investment into the future of Bristol (Information taken from the Application Planning Statement)
- 2.10 The intention is to create a new city centre campus to accommodate significant expansion of the overall University over the next 5-10 years. The University’s growth strategy aims to increase student numbers from 20,000 to 26,000 across the University estate.
- 3.0 SITE AND SURROUNDING AREA**
- 3.1 The application site is located to the south-east of Bristol City Centre. It has an overall area of 3.3ha and is located within the Lawrence Hill ward of the city. It is bounded to the west by the Temple Meads railway station complex, to the north by the Floating Harbour and operational railway lines, and to the south by land which has the benefit of planning permission for an Arena (15/06069/F). The River Avon and Cattle Market Road run through the site in a roughly east to west direction. They are both outside the application boundary red line.
- 3.2 The application site is located within the Temple Quarter Enterprise Zone (TQEZ). As set out in the Bristol Central Area Plan, the vision for the TQEZ is embedded in Policy BCAP35. It is to see the area developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, an exemplar for new initiatives and a hub for all creative minded businesses. There is a policy requirement to deliver (alongside a major indoor arena and complementary leisure uses), at least 100,000 sqm. of net additional high quality office and flexible workspace, and up to 2,200 new homes (including live/work space).
- 3.3 The application site is divided in two. The northern part of the site is the location of the former Post Office Depot and the southern part of the site is immediately adjacent to land which has the benefit of planning permission for an arena. There is currently no public access to any part of the application site.

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- 3.4 The northern parcel of the application site is occupied by the derelict remains of the Former Post Office Depot building, the former Cattle Market Tavern (now abandoned) and the former Wood Recycling Project on Cattle Market Road. It has an area of 2.6 hectares.
- 3.5 The southern part of the site was historically used for a range of industrial activities, including a colour works, gas works and a former diesel depot in association with the railway. For the latter use, the site contained engine sheds and tracks that merged with the adjoining railway line. Since the cessation of the use of this land, the site has been cleared and partially remediated.
- 3.6 The site is in close proximity to two main waterways: the Floating Harbour to the north, and the River Avon. The Environment Agency flood mapping and Strategic Flood Risk Assessment (SFRA), prepared for BCC, indicates that Arena Island North and the north part of Cattle Market Road site are situated in Flood Zone 1 and are at low risk of flooding. The southern part of the Cattle Market Road site is situated within Flood Zone 2 and 3a.

4.0 APPLICATION PROPOSAL

- 4.1 This is an outline planning application with all matters (appearance, landscaping, layout and scale) reserved for subsequent approval except access for a new mixed use University Campus (Use Classes A1, A2, A3, A4, A5, B1(a), D1, D2) to comprise of up to 82,395sq m (GIA) of floor space including up to 1,500 students beds. The proposal includes alterations to Cattle Market Road and the provision of an Energy Centre.

Access to the site

- 4.2 In support of their application the Applicants have submitted an Access Strategy which includes the following key elements:
- Proposed route through to Temple Meads Station
 - Proposed strategic cycle routes through the site
 - Proposed public footways through the site (including green infrastructure and public realm enhancements including a continuous and accessible Quayside Walkway (Policy BCAP32) and the improvement of open space to serve the new developments.
 - Harbour front public realm improvements
 - Proposed transport hub on Cattle Market Road to serve bus routes to the site (including University bus services)
 - Proposed ferry route
 - Proposed vehicle access and direction
 - Proposed service vehicle access
 - Proposed ferry halt
 - Proposed cycling parking
 - Proposed coach stop that could serve an Arena
 - Proposed taxi rank in the area adjacent to Totterdown Basin
 - Proposed taxi waiting during Arena road closures
 - Temporary road closures during large Arena events

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Pedestrian Access

- 4.3 “The proposed TQEC campus has been composed with pedestrian movement and connections as a principal of design. New and existing routes from north, south, east and west converge on the campus creating a node around which the public, residents, students and staff can circulate safely and connect onwards to the city. There is also the potential for a future bridge connection across the Floating Harbour towards Avon Street” (Access Strategy (June 2018), Section 6.1.2)

Cycle Access

- 4.4 Provision of ten cycle shelters both for residents and the public across the application site (accommodating a total of approximate 1,072 cycles) is as follows:

Public Cycle Shelter – 2
Open Public Cycle Parking – 2
Separate Residents’ Cycle Parking – 4
Separate Users Cycle Parking – 2

Vehicle Access

- 4.5 In support of their application, the Applicants indicate that access to the southern part of the site will be from Brock’s Bridge. In the event that the Arena permission is implemented, this will be restricted by the Arena operator. Vehicle access to this part of the site will therefore be restricted to blue badge holders, University service vehicles, refuse collection, emergency vehicles and taxi/delivery drop-off.
- 4.6 The applicants indicate that the northern part of the site will be vehicle free, with some access to blue badge holders, University service vehicles, refuse collection, emergency vehicles and taxi/delivery drop-off.
- 4.7 The application proposals include access to the application site at the following point:
- Access for service vehicles to the west of Building CM1 from Cattle Market Road.
 - A turning area for drop off and taxis to the east of Building CM1
 - Access for servicing through Buildings AR1, AR2, AR3

Bus provision

- 4.8 The indicative masterplan for the site includes provision of a bus layby on Cattle Market Road. However, in support of their application, the Applicants indicate that they anticipate that the majority of bus passengers to the site will access the site from existing bus stops at Temple Meads Station. At Section 5.5.2 of the Applicant’s Transport Statement it states:

“It is presumed that TQEC users will travel via the existing stops in Temple Meads, however discussions will be held with the bus operators to investigate the extension of selected services along Cattle Market Road.”

Following on from this, the Applicants have held preliminary meetings with First (Bus Operator). The final details of the bus provision to the site is therefore unresolved.

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Indicative scale of the application proposals including their height

- 4.9 The indicative proposals for the site have been the subject of lengthy discussion. The current indicative masterplan that accompanies the application includes height parameters that provide a breakdown of the development as follows:

Northern part of the site:

Building CM1	7 to 8 storey University building of approximately 35,515 sqm.
Building CM2	9 storey University building of approximately 7,925 sqm.
Building CM3	12 storey student residential building of approximately 8,905sqm.

Southern part of the site

Building AR1	16 storey residential building of approximately 5,865 sqm
Building AR2	12 storey student residential building of approximately 15,695 sqm. including ground floor commercial space
Building AR3	21 storey (max. 77m AOD) student residential building of approximately 8,490 sqm.

5.0 RELEVANT PLANNING HISTORY

- 5.1 On 9th June 2017 the Council as LPA confirmed that an Environmental Impact Assessment was required: "Having regard to the above, and in particular paragraph 3 (a-e) of Schedule 3 of the Regulations, and given that the site is located within close proximity to densely populated built up areas, it is considered that the amenities of the residents in these areas could potentially be affected specifically with regard to issues of traffic. There is the potential for this to be of a sufficient extent, magnitude, probability, duration and frequency to warrant specific assessment through an Environmental Statement" (17/02649/SCR). A scoping opinion was subsequently provided on 31st July 2017(17/03554/SCO) that confirmed that the approach to the Environmental Impact Assessment was acceptable.
- 5.2 On the southern part of the site, outline planning permission (with all matters reserved) for up to 19 000sqm of mixed use development comprising retail (Use Classes A1, A2, A3, A4); offices (Use Class B1); leisure (Use Class D2); residential dwellings, including affordable housing (Use Class C3); hotel (Use Class C1) and student accommodation (Sui generis) with provision of associated hard and soft landscaping, including linkages to the plaza and HCA Bridge was granted planning permission on 11th April 2016 (15/06070/P). This outline application was submitted and was considered alongside the full application for the Arena. Because the Arena did not require all of Arena Island, this outline application was considered in order to demonstrate a comprehensive masterplanned approach.
- 5.3 This outline planning permission (15/06070/P) should be read alongside full planning permission for the remainder of the Arena island site for construction of 12 000 capacity indoor arena (Use Class D2) on the south part of the site, creation of public plaza in front of arena and landscaping of the site; permanent disabled parking (45 spaces) and cycle parking facilities, temporary surface level parking for operational staff and VIP's (200 spaces) for a period of 5 years; Pedestrian and vehicular access via bridge from Cattle Market Road (under construction) and provision of new pedestrian access and steps from Bath Road (existing vehicular access from Bath Road to be retained as a restricted access) (15/06069/F).

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- 5.4 Prior Approval for the demolition of former Post Office building (17/06332/N) was issued on 24th January 2018.
- 5.5 Planning permission for the proposed demolition of a derelict public house, with the ground to be flattened and form part of a new application for the University of Bristol development was granted on 26th January 2018 (17/06319/F).
- 5.6 In 2006 planning permission was granted for the refurbishment, change of use and new two storey roof extensions to former Post Office Sorting Depot buildings to provide a mixed use development within two buildings (A and B) comprising ground floor commercial use (A1, A2, A3, A4, A5, B1, D1 or D2) with residential units (total 107) and office/studio space (B1) above. Part refurbishment and part erection of a single storey building fronting the Floating Harbour (Building C) to provide B1 studio/office space (05/02065/F). This permission was subsequently renewed in 2012 (11/01328/R) but has now expired.

6.0 ENVIRONMENTAL IMPACT ASSESSMENT

- 6.1 In June 2017, the Local Planning Authority provided a screening opinion confirming that as the proposals had the potential to be of a sufficient extent, magnitude, probability, duration and frequency to warrant specific assessment through an Environmental Impact Assessment (EIA) (Application Reference 17/02649/SCR). Therefore in addition to the technical assessments in support of the planning applications, an Environmental Statement (ES) has been submitted.

- 6.2 The ES includes chapters on the following:
- Water Resources and Flood Risk
 - Waste
 - Ground Conditions
 - Wind Microclimate
 - Socio Economics
 - Landscape and Visual Impact Assessment
 - Cumulative Effects.

- 6.3 The Applicants' summary of the significant residual adverse effects during operation is as follows:

Topic	Receptor	Effect	Residual Significant
Socio-economic	Local workforce	1,940 Fte direct, indirect and induced jobs will be created.	Major beneficial
Socio-economic	Local student housing market	1,500 student bed space	Moderate beneficial

Taken from TQEC Environmental Statement: Non-Technical Summary (31 October 2017)

- 6.4 There are predicted to be two significant beneficial residual effects generated by the proposed development that will remain once the scheme is completed and operational: "Significant job creation will contribute to the local and regional workforce, and local student housing rental market will be largely supplemented by the additional student accommodation for registered post-graduate students. Both of which contribute to the regeneration of the Temple Quarter Enterprise Zone directly and indirectly" (EIA paragraphs 17.4.1 and 17.4.2).

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7.0 EQUALITIES ASSESSMENT

7.1 The public sector equalities duty is a material planning consideration as the duty is engaged through the public body decision making process.

“S149 of the Equalities Act 2010 provides that a public authority must in the exercise of its functions have due regard to:-

(a) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

(c) foster good relationships between persons who share a relevant characteristic and those who do not share it.

7.2 During the determination of these applications due regard has been given to the impact of the scheme upon people who share the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In their assessment of these applications your officers are satisfied that any adverse impacts can be addressed and mitigated through the detailed design of the buildings and the imposition of appropriate conditions

8.0 CONSULTATION RESPONSES

8.1 A Statement of Community Involvement has been submitted by the Applicants which sets out in exhaustive detail the various meetings that have taken place in consulting on the proposals ahead of submission.

8.2 Site and press notices were posted and 1,206 surrounding properties were consulted directly. A total of 16 representations were received (on the original proposals) and 1 representation on the revised proposal (at the time of the preparation of the Officer's Report).

Representations on revised proposals submitted on 4 June 2018

8.3 At the time of the preparation of the Officer's Report, four representations had been received following the submission of revised proposals:

“I am a near neighbour to the proposed development and a regular pedestrian/ cyclist along the adjacent Cattle Market Road. The area has for some time now been blighted by inactivity whichever land authority happened to carry ownership and I find these proposals particularly exciting and innovative.”

Concern has been raised about the density of student accommodation in this location:

“the high density of student accommodation on the site and the fact that its multi storey accommodation. Surely there is a Fire Risk based on the height of the building

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and the ability of Avon Fire Brigade to deal with a fire if it broke out on the upper storeys?”

Concern about the impact of the proposals on the amount of car parking available in Totterdown.

Concern about the absence of contributions to local infrastructure from the University.

Representations on the original proposals

Principle of the development

- 8.4 “This development will be incredibly positive for the University, links with business and for the wider Bristol region. As a UOB alumnus, I am very keen to see this built as soon as possible.”

Support for the application proposal which will complement the area well.

Design

- 8.5 Support for towers on the site:

“For such a big development, which has city pride as well as aspirations, we NEED a landmark tall tower in the vicinity. The fact we've got not one, but 2 towers above 70 metres I think will do the city proud and will make the area look like a bustling, futuristic and economically strong district.”

“Bristol City Council should have a minimum height requirement for new developments in the City Centre to avoid wasting space on seven storey developments. 94 metres for the tallest structure is still below what is built in other similar sized Cities, but is at least a start.

Transport / Parking

- 8.6 Object to the proposed development in an area which is already congested with traffic.

Concern about the impact of the proposal on the amount of available parking space in Totterdown.

It is noted that “the omission of a provision for parking for students and staff in the current plans is unrealistic.”

Amount of Housing in Totterdown and Knowle

- 8.7 Concern about the impact of additional students moving into the Totterdown and Knowle area:

“Totterdown and Knowle are well established residential areas with many family homes. The university campus in this location will make these areas attractive to students which will have an impact on the character of these areas.”

Concern about the impact on the rental market:

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“The number of students expected to study at the site exceeds that of the proposed numbers of students to be housed in student accommodation on site. The impact on the rental market of the areas surrounding the site will likely drive changes in the rental market, pricing out local families whilst landlords cash in on the more lucrative student rental market.”

Concern about noise and unsociable behaviour, which is already an issue in this area.

Concern about the impact on existing surrounding uses (including local night clubs):

“I cannot see how a proposal of this size, with a large residential element, can comfortably sit so closely beside the existing Motion and Marble Factory night club and music venue. If the development gets permission I suspect that what will happen is these venues will receive an increase in noise complaints and be forced to shut down.”

Representations received from Councillors and Members of Parliament

8.8 No comments received.

Summary of Internal Consultees' Comments**BCC City Design Group (Incorporating comments from Landscape Officer, City Archaeologist and Conservation Team)**

8.9 The combined CDG comments highlight five key issues to be addressed:

1. The scale of the proposed buildings at the norther edge of Arena Island close to Temple Meads Station
2. The relationship to, and development of, the landscape setting outside of the red line boundary, along the edge of the New Cut along Cattle Market Road and at Totterdown Lock.
3. Improved definition of private operational space and public open space, particularly to Temple Meads and Cattle Market Road.
4. The natural legibility of the public realm to encourage the movement of people within and around the site.
5. The design approach to creating areas of activity along the Floating Harbour and the relationship of buildings to the public realm along this important edge.

8.10 With regard to the issues 3, 4 and 5 above, the revised document (submitted on 4th June) goes some way in addressing the concerns and better defining the public realm areas, particularly on the main campus site adjacent to Temple Meads Station. The landscape and public realm diagram at 4.2.8 has been amended to more appropriately reflect the role of areas within the public realm as well as recognising the need for space that will have more of a functional servicing role for the new campus. Notwithstanding that the TQEZ Place Print Tool is not used as intended CDG are comfortable that the characterisation of these areas is in principle more

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representative of the qualities that we would expect to be taken forward under subsequent Reserved Matters applications.

- 8.11 Responding to our key issue 2 there is little detail to add within the revised document. The point being made in initial CDG comments was that in order to achieve better connections along Cattle Market Road for walking, cycling and public transport that the wider potential of the corridor should be more fully considered along the lines of the Temple Greenways consultation exercise in 2015. Whilst the potential to achieve this is not prevented by the outline proposals the current tensions between the proposed transport hub and the strategic cycle route remain to be resolved in detail.
- 8.12 With regard to CDG key issue no 1 regarding the scale and massing of student accommodation buildings located on the north east corner of Arena Island the primary concerns remain unresolved. In the latest iteration of the design the buildings have been arranged as a stronger perimeter block open to the new cut. The taller buildings have been reduced in scale essentially to respond to the sensitivity of the skyline associated with the Bristol and Exeter building and the Temple Meads complex. However by retaining the overall quantum of development in this area the massing of the buildings at the south of the site has increased in relative terms. Notwithstanding the reduction in height all of the proposed building are significantly taller at 12, 16 and 21 storeys than the suggested scale and massing within the TQEZ Spatial Framework, which acknowledging the relationship with Temple Meads Station in particular advocates a medium rise development of 5 to 8 storeys. This is in line with the recent outline permission for Arena Island phase 2.
- 8.13 Whilst there may be scope for some additional height and massing on this site, the buildings will be significant within the wider townscape particularly from views along Feeder Road, Redcliffe Way, and from the Totterdown Ridge, as well as within the broader Temple Meads environment. As such, although not the only factor, the architectural quality of these buildings will be an important factor with regard to determining the acceptability of any detailed proposal in urban design, heritage and townscape terms. In this respect the outline application offers little comfort with regard to the actual impact of the proposal, and as such the unrelieved massing suggested remains a significant concern. It is stated within the Design & Access statement that it is likely that the residential space will be delivered by a third party residential developer. As any third party have not been involved as part of the current negotiations any assurances or considerations linked to design quality balanced with the quantum and impact of the development would need to be explicitly addressed. Whilst outside of the current red line there does appear to be some scope for increasing the potential site of student accommodation on and close to Arena Island, even taking into consideration the current Arena proposal, which may well result in better integrating the quantum of student residential development alongside the new campus.

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BCC Transport (Development Management) Team (TDM)

- 8.14 At the time of the preparation of the report, TDM have an objection to the application and while progress is beginning to be made in resolving the following issues, they all remain outstanding:
- There is no quantified assessment of multi-modal trips to the development, other than the still flawed assumption that no car trips will occur. This assessment requires to be linked to the geographical spread of students / staff and the requirements for the RPS in order to define the scope of that intervention.
 - The unacceptable bus route from TQEZ to Clifton (via Totterdown Bridge) remains.
 - No Non-motorise audit has been submitted.
 - TDM cannot base decisions or demand s106 obligations on the continued lack of supporting assessment work and evidence.

BCC Economic Development Team

- 8.15 No comments received.

BCC Air Quality Management

- 8.16 It is noted that: “Pleasingly the development is substantially car – free with just over 100 vehicle movements a day predicted in the operational phase. These have been screened out as a significant source. The energy centre emissions have been assessed and found to be negligible in terms of impact on the hourly and annual air quality objectives for NO₂. Exposure to emissions from locomotives was also assessed and screened out as negligible. Hence I offer no objections to the development’s operational air quality aspects.
- 8.17 In terms of construction impacts I recommend that the suggested mitigation measures are appropriately conditioned and included in a CEMP.”

BCC Pollution Control

- 8.18 The EIA mainly deals with the effect of the construction and the operation of the development on existing properties in the area but only briefly covers noise from existing noise sources (and proposed future noise sources near) to the development site on the residential part of the development. Whilst a background noise survey has been carried out, a noise map developed from this and glazing/sound insulation specification given in 7.5.3 of the EIA no specific mention is made of the potential for noise from the neighbouring Motion Night Club or noise from the proposed Arena affecting the residential part of the development.

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- 8.19 An acoustic report to show how the residential parts of the development will not be affected by noise from Motion Nightclub and the Arena (if deemed appropriate) in order to make a full appraisal of this application (Officer note: this can be secured by relevant condition).
- 8.20 The recommendation made with regards to operational and construction noise is accepted and can be secured by condition.

BCC Sustainable City Team

- 8.21 Core strategy policies relating to sustainability include BCS13-16. In addition, BCS10 (Transport and Access) also has relevance to sustainability.
- 8.22 The relevant Site allocations and development management policies supporting the core strategy policies in relation to sustainability are: DM15, DM17, DM19, DM29. For developments within the centre, the Central Area Plan policies also apply. Those with relevance to sustainability include: BCAP20, BCAP21, BCAP22, BCAP25.
- 8.23 The comments below relate to compliance of the development with BCS13-BCS16. If further information has been requested, full technical guidance on how to implement the above policies can be found within Bristol City Council's Climate Change and Sustainability Practice note.

General comments

- 8.24 The approach to enhancing the environmental benefits and minimizing current and future environmental impact of this development is noted and welcome. The proposal to achieve a 35% reduction in emissions compared to the baseline development and a 13% reduction in residual emissions from on-site renewable energy generation is also noted.
- 8.25 Further Sustainability and Energy statements will be required as reserved matters as details of the design are finalized and progress through the planning process. Completed energy tables will be required for each element of the development as part of this additional information.
- 8.26 Though not a policy requirement, given the University's ambition to be carbon neutral by 2030, further explanation of how the energy strategy proposed for this development will contribute to this target, and the forward trajectory for reducing emissions on the new campus to the year 2030, would be helpful.

BCS13 – climate change

- 8.27 The approach to designing for comfort is noted and welcome. Policy BCS13 includes the need to avoid responses to '*climate impacts which lead to increases in energy use and carbon dioxide emissions*'. These include the need for mechanical cooling and air conditioning to maintain comfort during the summer as average and peak summer temperatures increase over time.
- 8.28 To show that the development is resilient to projected changes in temperature the risk of overheating should be assessed by thermal modelling, using a recognised methodology such as CIBSE TM52 or equivalent, and a high emissions scenario, to

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2050. If the analysis suggests that parts of the development are at risk of overheating (i.e. 'fail' the CIBSE criteria) the design should be amended to incorporate mitigation measures such as external shading measures to reduce solar gain.

BCS14 – sustainable energy

- 8.29 Measures to reduce emissions by 35% (compared to the baseline building) are noted and welcome. The proposal to reduce residual emissions by 13% is noted as is the information supporting this reduction.
- 8.30 Given the significance of domestic hot water consumption to total energy demand and emissions, it would be useful for any difference between modelled hot water consumption (based on assumptions in SAP/SBEM), and anticipated consumption (based on experience in other UoB buildings) to be noted in revised Energy Statements.
- 8.31 Measures to reduce hot water consumption are strongly encouraged.
- 8.32 Given that as proposed, the development does not meet the requirement within BCS14 for a 20% reduction in residual emissions, proposals for an alternative 'allowable solution' elsewhere on the UoB estate should be brought forward to address the remaining 7% reduction in residual emissions¹.
- 8.33 Revised calculations will be required as the design strategy is finalized including revised calculations within the Bristol Energy Table.
- 8.34 As discussed at meetings in July and August 2017, new development should be designed in accordance with the energy and heat hierarchies described in BCS14. Therefore, we encourage UoB to maintain a dialogue with the Energy Services team to review options for connection to the proposed heat network. The use of direct electrical resistive heating (i.e. panel heaters) is not compliant with policy BCS14.
- 8.35 In line with both BCC's and the UoB's carbon reduction objectives we also encourage consideration of very low carbon and renewable sources of heat including waste (process) heat and the use of water source heat pumps. The Energy Services team have confirmed that they are happy to discuss the potential for innovative proposals as stand-alone solutions or in combination with the heat network.
- 8.36 *Ventilation* – The report includes reference to toilet and catering areas having direct extract ventilation². The use of ventilation with heat recovery is strongly encouraged particularly within kitchens and bathrooms areas in student accommodation. We recommend requesting further information on the opportunities for the use of heat recovery ventilation within the development.
- 8.37 The report suggests that approx. 35% of the roof area will be allocated to PV. Given limited options/use of green infrastructure elsewhere at ground level we recommend the use of brown/green roofs in combination with the PV arrays, to provide a range of benefits including: enhanced ecological value, rainwater attenuation and improved efficiency of the PV system (by reducing peak summer temperatures).

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BCS15 – Sustainable design and construction

- 8.38 Measures to reduce waste and recycle waste are noted and welcome.
- 8.39 Further details of measures to reduce and manage construction waste will be required as reserved matters. Measures to reduce water consumption through technologies such as rainwater harvesting are encouraged, however, revised Sustainability Statements should detail how the system(s) will be operated and maintained during the lifetime of the system.
- 8.40 Tree planting is strongly encouraged. Planting regimes should be planned such that trees have sufficient root space to reach maturity.
- 8.41 *Green/blue infrastructure* – The integration of blue/green infrastructure into the design is strongly encouraged on account of the multiple benefits it brings, particularly in relation to increasing resilience to climate change and the ability to enhance the learning environment.
- 8.42 Measures to retain dark corridors adjacent to the development are noted and welcome. Please refer to BCC Ecologist for guidance on light levels and necessary reductions in light pollution.

BREEAM and BREEAM Communities

- 8.43 Information on BREEAM and BREEAM Communities is noted and welcome, as is the pre-assessment estimate.
- 8.44 Further information will be required as the design elements are finalized.

BCC Flood Risk Manager

- 8.45 The outline sustainable drainage strategy has been formed based on consultation between the drainage consultants and BCC / Wessex Water, and is an appropriate level of detail to support the outline planning application. We have no objection on surface water drainage grounds at this stage, but will expect a detailed drainage strategy formed in accordance with the submitted outline strategy to support any future reserved matters application.
- 8.46 As the predominant risk of flooding to the site is from tidal / main river sources for which the Environment Agency have a statutory consultation duty. We request that their advice on these matters is followed.

BCC Nature Conservation Team

- 8.47 The comments of the Council's Ecologist are summarised as follows. They note that a separate bat survey of the former Royal Mail Sorting Office and Cattle Market Tavern buildings was undertaken in September 2016 and the report dated January 2017. This did not find evidence of roosting bats.
- 8.48 All species of wild birds, their eggs, nests and chicks are legally protected until the young have fledged. A relevant planning condition for this is recommended.
- 8.49 The red line planning application area includes part of the Feeder Side designated Site of Nature Conservation Interest (SNCI). The application area also adjoins the

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- River Avon (part of) SNCI and the Floating Harbour (Upper Reaches) Wildlife Corridor site. The retained landscape/no-build zone shown on the submitted proposed combined site land use plan should also be protected by robust fencing during construction works. Accordingly a relevant planning condition is recommended.
- 8.50 An artificial Lighting Impact Assessment has been submitted with the application. The Feeder Side, River Avon and Floating Harbour are key bat commuting corridors including light sensitive species such as lesser horseshoe bats which require light levels below 0.5 lux. To address this specific aspect a relevant planning condition is recommended.
- 8.51 Himalayan balsam, which is an invasive, non-native plant is present within the red line planning application area at Totterdown Basin. Again a relevant planning condition is recommended.
- 8.52 The area of wet woodland within Totterdown Basin is included within the red line planning application area. Please note that this area is designated as Important Open Space (Totterdown Basin) in the Local Plan and is partly included within a Site of Nature Conservation Interest for which Policy DM19 in the Local Plan applies. This area is shown as part of the landscape/no-build zone on the submitted proposed combined site land use plan. Wet woodland is a priority habitat and therefore a material planning consideration.
- 8.53 A landscape condition is recommended (which could form part of the Reserved Matters) which should ensure the retention and ecologically sensitive treatment of this area, which has high nature conservation value, using for example appropriate native species such as willows and alders. Management of the wet woodland area should be undertaken under a landscape and nature conservation management plan which will be conditioned.
- 8.54 A condition that takes account of the recommendations in the Preliminary Ecological Appraisal dated 18 September 2017 also forms part of the recommendation on the application.
- 8.55 In accordance with Policy DM29 in the Local Plan, the provision of living (green/brown) roofs is recommended to provide habitat for wildlife. Policy DM29 states that 'proposals for new buildings will be expected to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks.' The Preliminary Ecological Appraisal dated 18 September 2017 recommends the provision of brown roofs which are suitable for black redstarts.
- 8.56 Living roofs can be integrated with photovoltaic panels and also contribute towards Sustainable Urban Drainage Systems (SuDS). Living roofs can be provided on buildings, as well as on bin stores and cycle shelters. The following guidance applies. The roofs should be covered with local low-nutrient status aggregates (not topsoil) and no nutrients added. Ideally aggregates should be dominated by gravels with 10 - 20% of sands. On top of this there should be varying depths of sterilised

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sandy loam between 0 - 3 cm deep. An overall substrate depth of at least 10 cm of crushed demolition aggregate or pure crushed brick is desirable. The roofs should include areas of bare ground and not be entirely seeded (to allow wild plants to colonise) and not employ *Sedum* (stonecrop) because this has limited benefits for wildlife. To benefit certain invertebrates the roofs should include local substrates, stones, shingle and gravel with troughs and mounds, piles of pure sand 20 – 30 cm deep for solitary bees and wasps to nest in, small logs, coils of rope and log piles of dry dead wood to provide invertebrate niches (the use of egg-sized pebbles should be avoided because gulls and crows may pick the pebbles up and drop them). Deeper areas of substrate which are at least 20 cm deep are valuable to provide refuges for animals during dry spells. An area of wildflower meadow can also be seeded on the roof for pollinating insects.

- 8.57 The provision of areas of wildflowers and nectar-rich flowers within the development footprint (not the landscape/no-build zone), floating reedbeds on the waterfront and green walls which are designed to have low maintenance requirements on buildings is also recommended.

BCC Contamination

- 8.58 The proposed development is sensitive to contamination.
- 8.59 The cattle market site to the north has been subject to a variety of uses which have the potential to cause contamination including a railway depot, sawpits, burial grounds and use as a post office depot. Part of the site saw underground storage tanks removed in the past and there is a potential requirement for further remediation as part of the proposed development. Following demolition of the existing building a risk assessment must be produced based on the site conditions post demolition.
- 8.60 The southern part of the site was previously subject to industrial use for c150 years as a colour works and diesel engine depot. In the early 2000's a scheme of remediation was undertaken to treat groundwater and contaminated soils at the site. Whilst this went some way to treating the severity of the problem the validation report for the scheme outlined future remediation requirements for the buildings. The remediation that was undertaken only envisioned a commercial end use and could not foresee the site being intended for residential end use or for the introduction of soft landscaping at the site.
- 8.61 There is a need for a risk assessment to assess the site overall, mindful that the former post office building is to be demolished.
- 8.62 Any drainage schemes for the site will need to take into account the site conditions.
- 8.63 Once the findings are available we will be sharing them with the Environment Agency for comment with respect to controlled waters.

SUMMARY OF STATUTORY CONSULTEE'S COMMENTS**Highways England (HE)**

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- 8.64 Referring to your notification of the planning application referenced above, dated November 2017, in connection with the M32 Motorway, Outline application for a mixed use University Campus to comprise of up to 82,395sqm of floor space including up to 1,500 students beds with all matters reserved except access. Alterations to Cattle Market Road & provision of an Energy Centre (to consider access), Land at Former Post Office Depot, Cattle Market Road, Bristol BS1 6QW, notice is hereby given that Highways England's formal recommendation is that we raise no objection.

Network Rail

- 8.65 Network Rail comment as follows:

"Prior to the submission of this outline planning application Network Rail representatives had met the University and their agents and had been clear that Network Rail would be seeking a new eastern passenger access into the station, funded by a third party, for their proposed new University Campus to be a success.

It is noted that within the submitted Design and Access Statement it shows an aspirational pedestrian link through an eastern entrance.

We note that the application as currently proposed does not commit to fund or deliver a new pedestrian access to the east of the station from the existing station subway, with paragraph 2.13 stating; "... it would be the intention of the University to create a pedestrian access into Temple Meads through the station's east boundary wall, connecting with the existing platform subway below. Whilst this is the intention, it relies on agreement from Network Rail, for which discussion are on-going. Nevertheless, this Outline submission seeks to ensure this provision can be made should discussions with Network Rail progress successfully". Whilst this statement outlines the applicants potential intentions this does not go far enough to ensure it is funded and delivered and in the absence of this commitment Network Rail objects to this application.

We have kept this consultation response relatively short as our objection will easily be overcome by the legally required commitment to fund and deliver a new eastern entrance, in advance of the opening of the new campus which should be sought through both a planning condition and S.106 agreement, to enable connectivity between the new site and the station.

In addition to the issue of passenger access into the station from the proposed campus, Network Rail has a right of access through the old Post Office site to enable us to maintain our infrastructure. We are in ongoing discussions with the applicant to change the route of access across the application site and this new suggested route appears to be considered in the application.

If we are able to resolve this fundamental shortfall in the development proposals we will of course withdraw our objection and provide further detailed comments on our usual consultation responses on other matters such as safety, drainage,

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environmental issues such as noise and vibration, lighting, landscaping and construction methodology.”

Historic England

- 8.66 You will recall that Historic England had previously raised concerns about the height of the proposed development on the “Arena Island” area of the site. We considered that the taller elements of the proposed structures at this location would compromise the setting (and thus significance) of the group of Grade I and II* buildings that comprise Bristol Temple Meads Station. In a separate piece of correspondence, we also drew your attention to the potential adverse visual impact of the proposed development on the setting of the Grade I listed church of St Mary Redcliffe in specific views from the harbourside.
- 8.67 In response to our concerns and those of officers at Bristol City Council, the applicant has revised the proposals to reduce the height. The tallest part of the proposed development has been reduced by 4 storeys; approximately 17 metres. This is a meaningful alteration that could significantly reduce the visual impact of the building on Bristol’s townscape. The potential for adverse impact is not completely ameliorated though, it should be noted. Based upon the information supplied we think it likely the uppermost elements of the proposed student housing may still be visible behind the Baroque silhouette of Bristol and Exeter House (Grade II*) in views from the station approach ramp. However, this impact is likely to be much more minor than would have been the case under superseded scheme, and it may be possible to address the issue in any subsequent reserved matters application.
- 8.68 We remain of the view that much of the success or failure of this scheme will be in the detail of design and quality of its execution, and continue to regret that the outline status of the application essentially precludes an assessment of design quality, which should be a key consideration.
- 8.69 Your authority should consider whether any S106 or CIL contributions associated with the scheme could be invested in restoring the lost spire to the station clock tower. Restoration of this feature, originally removed following wartime damage, would greatly enhance the appearance of the listed station complex and could be a significant heritage benefit to weight against any harmful impacts.
- 8.70 We are pleased to note that the proposed development would not be unduly prominent in views of Temple Meads’ Brunel façade to Bath Road. These views will be of increasing importance as plans for highway alterations around the station finally come to fruition.
- 8.71 The impact of the proposed building on the setting of the spire of St Mary Redcliffe would be greatly reduced under these amended proposals. From certain key viewpoints around or near the Floating Harbour such as Princes Street Bridge, or Vauxhall (New Cut) Bridge, the proposed buildings would not be visible at all, thereby maintaining the visual primacy of St Mary Redcliffe’s spire in Bristol’s townscape.

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- 8.72 Given these potential positive impacts, it is therefore regrettable that the tallest part of the proposed buildings would still potentially coalesce with the spire of St Mary Redcliffe in views from the Lloyds amphitheatre. This impact would be considerably less pronounced than it would have been under the superseded scheme, but nevertheless a negative impact remains that should be noted. Bristol's harbourside and the church of St Mary Redcliffe are nationally - perhaps internationally - recognised symbols of the city, and the view from the Lloyds amphitheatre is of particular value; surviving historic maritime infrastructure and equipment lines the edge of the docks, flanked by warehouses repurposed as museums and galleries. Terminating the view to the east rises the slender spire of St Mary Redcliffe; its vertical drama accentuated by its isolation. The proposed 77m building would still coalesce with the upper stages of the church tower, reducing the ability of the viewer to appreciate the unencumbered silhouette of the spire set against a backdrop of open skies.
- 8.73 Within the bracket of "less than substantial harm" there are a wide spectrum of impacts, from the slight to the very serious. In the case of these proposals, we consider the "less than substantial harm" to be minor. It would of course be possible to completely remove this harm altogether by a further reduction in height. However, if, as suggested by the applicants, the quantum of development proposed is necessary, further redistributing the lost height by reducing the taller elements of the scheme and increasing the height of the lower buildings may have negative design impacts, potentially increasing the perceived massing of the buildings.
- 8.74 We are aware of the importance of these proposals to the Temple Meads Enterprise Zone and the wider city in general. Development on this site should the standard for future development in and around Saint Philips Marsh, and the better integration of the area east of Temple Meads with neighbouring districts and the wider city.
- 8.75 These proposals are likely to cause a minor degree of harm to the setting of the Grade II* listed Bristol and Exeter House, but it is probable that the harm can be mitigated through detailed design as part of a reserved matters application. However, the proposals will also permanently harm the setting of the spire of the Grade I listed St Mary Redcliffe in views from the Harbourside Amphitheatre. If you are content that the quantum of development proposed is appropriate and the buildings cannot be further reduced in height, your authority should weigh the minor harm we have identified to the setting of these highly-graded heritage assets against any wider public benefit offered by the proposals in accordance with NPPF paragraph 134.

Recommendation

- 8.76 Your authority should take these representations into account in determining the application. If there are any material changes to the proposals, or you would like further advice, please contact us. Please advise us of the decision in due course.

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Environment Agency

- 8.77 At the time of the preparation of the Officer's Report, the Environment Agency has an objection to the proposal:

"We maintain our flood risk objection to the proposed development as the updated Flood Risk Assessment (FRA) [BuroHappold Engineering February 2018 035981 Revision 2] has not demonstrated that the site can be made safe without increasing flood risk elsewhere."

- 8.78 Further work will be undertaken on this ahead of the Committee Meeting and it is anticipated that an update will be provided at the meeting.

Natural England

- 8.79 Natural England comments that:

"Based upon the information provided, Natural England advises the Council that the proposal is unlikely to affect any statutorily protected sites."

Avon and Somerset Police – Crime Reduction Unit

- 8.80 No comments received.

Avon Fire and Rescue

- 8.81 No comments received on this application, but it is noted that in respect of planning permission 15/06069/F that a request was made for the provision of fire hydrants. A relevant condition for their provision is recommended and this will be addressed at detailed design stage.

Bristol Waste Company

- 8.82 Recommend the provision of 160 bins for the collection of Plastic / Cans, Glass, Card, Paper, Food and Refuse.
- 8.83 It is noted that it is unclear who will be responsible for the collections from the student accommodation but the above is still a suitable guide for how much capacity should be allowed for. The following advice follows our own best practice assuming that we would be responsible for collections but is also likely to be relevant for a private contractor as well.

OTHER CONSULTATION RESPONSES

Bristol Urban Design Forum (BUDF)

- 8.84 The BUDF commented on the original proposal for the site as follows:

"The Panel were initially concerned that it is proposed to proceed via a 'red edge' outline application with only access being specified at this stage. The diagrams and outline illustrative proposals will not be a part of the application, although we understand a number of restrictions via conditions are expected to emerge through

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the process. It is most unusual for such a major development adjacent to a major Grade 1 building complex to proceed in this manner, indeed the significance of the sites suggests such an approach would carry considerable risk for the city and the University. A great deal will have to be taken on trust between the City Council and University.

It is clear that considerable co-operation between the parties – University, City Council and Network Rail – will be necessary to achieve a successful outcome. Part of that co-operation will lie within the ownership of different parts of the site. The Panel were concerned at the proposed planning application boundary. Currently it omits much of the harbour side to the south east of the Cattle Market site and a complete strip of land along the floating harbour frontage. Additionally, no emerging proposals were presented for the land to the south east which has great potential character and attraction for the wider public. Similarly, land between Feeder Road and the River Avon is not included even though it lies directly between the two parts of the development site. We think the conceptual solution should encompass the whole area, irrespective of the implementation body, or ownership. We believe this important initiative should be matched by ambition for the area as a whole. Given the wish of the University to create a new part of the city, the functional relationships with the waterside sites and Totterdown Basin are of crucial importance. This might suggest that the current phasing and schematic land use distribution could be purposefully reconsidered, hopefully generating the eastern public spaces and activities early in the development process so as to demonstrate the commitment to wider access and enjoyment of the area.

The practicality of access to and through the site, rather than the physical scale of the buildings will be critical to the 'visibility', operation and ultimate success of the site, a concern particularly because these are not in the control of the University, and in its current form is something of a cul-de-sac. Network Rail and Temple Meads Station are of fundamental importance and it was good to hear of the high level co-operation that is taking place. However if the site is to operate really well it is desirable that it becomes a place that people 'need' to access, rather than one they might merely wish to visit. To that end the Panel were not persuaded that the routes both from the station and across the water areas were sufficiently convincing. The provision of ferry access, rail links, bus, taxi and pedestrian desire lines appear, at this stage somewhat fragmentary. Given the nature of the location access will be crucial.

To achieve the permeability that you aspire to, the surrounding routes should link directly through the site re-creating an efficient and accessible grid. From your explanation, it seems likely that Railtrack will be encouraged by your proposals to re-open the eastern end of the access tunnel. This will give direct ground level access to the station for all users in the wider area who will find a legible (shortest) route to the trains via your site. This should be a key driver of the layout, extending to a managed pedestrian connection across Cattle Market Road. Alternatively, the Panel suggested a new pedestrian bridge linking the station entrance directly to the proposed Arena. This will equally animate the route and connect more effectively the University with the area to mutual advantage (could this be an attachment to the existing railway bridge?). Additionally, the alignment of the Silverthorne Bridge route seems somewhat arbitrary and its ongoing link to the station is less than convincing. There is a lack of identification of destination and projected use numbers for this, and other routes. There was mention of a traffic hub for bus and taxi too, and this seems to conflict with the significant emerging provision at the adjacent station, and no detail

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of how it would work on site. Also more detail is missing on the impact and alternative access arrangement due to temporary closure of Cattle Market Street during major Arena events.

The current proposal relies on the Brock's bridge and existing highways for pedestrians and cyclists to connect between the Cattle Market and Arena sites. This doesn't feel like an attractive solution, creating conflict with passing traffic and pedestrians, etc. The difficulties of bridging the River Avon are appreciated but a more elegant solution to that currently proposed should be sought if at all possible. Your suggestion that the site will be a car-free location is one that the Panel supports, although wider controls may be needed to ensure off-site parking is restricted.

Servicing of the area is suggested at the south west corner of the Cattle Market site. This appears sensible, but the Panel wondered whether this might benefit from a 2-level solution with the servicing taking place at ground level and a covered deck above at about the Arena site level. This would take a number of utilitarian activities out of sight, and could possibly enable a more economic pedestrian bridge location to access the Arena site.

The Panel, at this stage, is not commenting in any detail on the emerging massing and architectural or landscape proposals. It will be important that the emerging buildings should have grace, coherence and context and refinement. We do have sympathy with a suggestion that the University buildings should be seen as the most important buildings on the site, and certainly be seen to take precedence over residential blocks. The active uses you are proposing at ground level throughout the sites, and the open public access approach is strongly supported, although in its present arrangement, the masterplan does not demonstrate how such uses would animate the wider public routes and connections. Active ground floor uses such as those at the recently constructed Wapping Wharf development contribute hugely to the life and ambiance of the city. At Wapping Wharf this is achieved via a relatively low level development, together with the significant footfall brought to the site by aligning the Gaol Ferry Steps with the existing pedestrian bridge over the New Cut. It will be more challenging in your case with higher rise buildings, though you could ensure greater footfall in the long term by the alignment mentioned above, but the Panel hope a distinctive and attractive character and public realm can emerge that takes advantage of the tremendous opportunities provided by the extensive and potentially attractive waterfront bordering the site.

We do think that the phasing should be carefully considered, in order to avoid any perception that the University's requirements are being satisfied to the detriment of the creation of new public spaces that would benefit the city as a whole.

The successful procurement of the new buildings will be of outstanding importance in fulfilling your determination to create a successful place. The well-crafted master plan you are aiming to create is the ideal platform from which to select a number of Architects to design the individual buildings. A competitive approach to this selection process could well be an appropriate way forward."

Conservation Advisory Panel

- 8.85 The proposals include development over part of the 19th century cholera burial ground as mentioned in the archaeological report which require further investigation

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as a potential source of information for the study of this important event in the history of the city.

- 8.86 Although unlisted the Cattle Market Tavern should be retained as part of these proposals. The impact of the new buildings on the adjoining listed buildings must be carefully taken into account.

Bristol Civic Society

- 8.87 The Civic Society prepared comments on the original proposal. In summary, they comment on the following aspects of the indicative proposals:

Height, mass and architecture

- 8.88 The Society is neutral about the proposal to construct tall buildings. The east side of the river may be an appropriate site for tall buildings.

- 8.89 There is an expectation that the detailed proposals will include the provision of community infrastructure such as retail, medical services and children's nurseries: "This will be a largely graduate community."

Planning framework for future public space

- 8.90 The Society welcomes the provision of access to a future connection to Temple Meads Station and the detailed proposals set out in Part 4 of the masterplan to create exterior recreation areas on both the Cattle Market and the Island sites.

- 8.91 The public realm on the island must be considered in the wider landscape of the whole of the Enterprise Zone of which it forms an important element. Improving connectivity within the Zone must be the priority.

Transport and public realm

Highways

- 8.92 There is widespread public concern about the substantial peak time traffic that the Campus could generate. The local road network is at capacity during peak hours.

Rail

- 8.93 Although the Campus borders Temple Meads Station that connection only links the Campus to areas that the railway serves, hence the importance of access by other modes.

Bus routes

- 8.94 The failing of this site is that there is no concentration of bus services. The proposed bus service to the Cattle Market drop-off point would only serve other University sites. Despite the confident contrary assertion of Buro Happold's Transport

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Statement, the bus service is a weakness of the whole Enterprise Zone. The Society assumes that the University and the Council will have discussed the improvement of services with local bus companies. The Society knows that it is an ambition of First Bus to open a new service that runs from east to west Bristol through the Enterprise Zone.

- 8.95 In respect of the Cattle Market Road Cycle route, the proposed south entrance to Temple Meads Station and continuous pavements, the Society make recommendations that can be incorporated at reserved matters stage when the detailed design of the scheme will be addressed.

9.0 RELEVANT POLICIES**National Planning Policy Framework – March 2012****Bristol Core Strategy (Adopted June 2011)**

BCS2	Bristol City Centre
BCS5	Housing Provision
BCS7	Centres and Retailing
BCS8	Delivering a Thriving Economy
BCS9	Green Infrastructure
BCS10	Transport and Access Improvements
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS17	Affordable Housing Provision
BCS18	Housing Type
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
DM6	Public Houses
DM7	Town centre uses
DM10	Food and drink uses and the evening economy
DM12	Retaining Valuable Employment sites
DM14	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

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DM32	Recycling and refuse provision in new development
DM33	Pollution Control, Air Quality and Water Quality
DM34	Contaminated land
DM35	Noise mitigation

Bristol Central Area Plan (Adopted March 2015)

BCAP1	Mixed-use development in Bristol City Centre
BCAP3	Family sized homes
BCAP6	Delivery of employment space
BCAP9	Cultural and tourist facilities and water-based recreation
BCAP11	University and hospital development
BCAP20	Sustainable design standards
BCAP21	Connection to heat networks
BCAP22	Habitat preservation, enhancement and creation on waterways
BCAP23	Totterdown Basin enhancement
BCAP25	Green infrastructure in city centre development
BCAP28	New interchange facilities
BCAP29	Car and cycle parking
BCAP30	Pedestrian routes
BCAP31	Active ground floor uses and active frontages in Bristol City Centre
BCAP33	Key city spaces
BCAP34	Coordinating major development in Bristol City Centre
BCAP35	Bristol Temple Quarter

10.0 KEY ISSUES**10.1 Is a university campus and student accommodation on the application site acceptable in principle?**

Policy Context

- 10.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to make planning decisions in accordance with the development plan unless material considerations indicate otherwise.
- 10.1.2 The National Planning Policy Framework (NPPF) was published in March 2012 and is a material consideration in the determination of planning applications. In order to ensure the vitality of town centres, the NPPF states that development plans should allocate a range of suitable sites to meet the requirement for a range of uses, including leisure.
- 10.1.3 Policy BCS2 of the Core Strategy (2011) states that Bristol City Centre's role as a regional focus will be promoted and strengthened. Development will include offices, residential, retail, tourism and entertainment and arts and cultural facilities. Policy BCS7 of the Core Strategy (2011) states that new uses which contribute to maintaining the vitality, viability and diversity of centres will be encouraged.
- 10.1.4 Policy BCAP1 of the Central Area Plan (2015) stipulates that new development in Bristol City Centre will be expected to contribute to the mix of uses in the wider area. Therefore a mix of new homes, employment and other uses will be sought as appropriate to the site and its context.

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10.1.5 It is a requirement of Policy BCAP35 that sites within the Bristol Temple Quarter will be developed for a wide range of uses as part of the growth and regeneration of the area as an employment-led, mixed-use quarter of the city centre, “an exemplar for new initiatives and a hub for all creative minded businesses”. There is an expectation that development proposals will include:

- A major indoor arena and complementary leisure uses;
- At least 100,000 sq. m of net additional high quality office and flexible workspace;
- Up to 2,200 new homes, including live/work space
- Complementary retail and leisure uses
- New walking and cycle routes to connect the development to the rest of the city centre and surrounding neighbourhoods.
- Green infrastructure and public realm enhancements

Assessment

10.1.6 The application site is considered to be an appropriate location for a University of Bristol Campus overall. The Local Planning Authority share the aspiration of the University to deliver this development and to bring forward these proposals that will benefit the city overall and are set out in Section 2 above.

10.1.7 As is recognised in the Applicant’s Planning Statement, the proposal, in isolation, do not deliver all of these development aspirations set out in BCAP35, albeit these are the requirements for the entire Enterprise Zone. However the application proposal would deliver:

- Flexible workspace through a combination of academic and research facilities
- Up to 1,500 student bed spaces
- Complementary retail and leisure uses
- New walking and cycle routes to connect the developments to the rest of the city centre and surrounding neighbourhoods;
- Green infrastructure and public realm enhancements including a continuous and accessible Quayside Walkway (Policy BCAP32) and the improvement of open space to serve the new developments.

10.1.8 Policy BCAP11 supports the development of University facilities on sites not allocated or designated specifically within the development plan for other uses, as is the case with the application site.

10.1.9 A new university campus in this location, along with related enterprise activities such as “Engine Shed 3” will clearly meet many of the objectives of the TQEZ. In addition, the proposals do not prevent, and would in fact support, the delivery of an Arena in the area. The application before members now essentially replaces the outline permission for the residual land at arena island and has the potential to provide complementary leisure uses on the ground floors of the student accommodation blocks.

Although it is clear that there is work to be undertaken to secure an acceptable access strategy for the site, it is accepted that in accordance with Policy BCS10 and

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BCS20, the application proposal is located where sustainable travel patterns can be achieved, close to main public transport routes including Temple Meads station.

10.1.10 Policy DM12, which seeks to protect existing employment sites for employment uses unless it can be demonstrated that, amongst other matters there is no demand for employment uses or that a net reduction in floorspace is necessary to improve the existing premises. In this case it is accepted that both parts of the application site have been vacant for a considerable period of time, but without any proposals being successfully delivered. Both plots have previously been granted consent for redevelopment for a range of uses (each of which included an element of B1 office use), with the southern part of the site benefiting from extant planning permissions for an arena, office accommodation and student housing.

10.1.11 Overall it is accepted that the application site represents an appropriate location for the proposed development.

10.2 Are the proposals acceptable in terms of their transport impact? Specifically is the application proposal acceptable in terms of access, parking provision, highway safety (including the safety of pedestrians and cyclists), traffic generation and mitigating congestion?

Policy Context

10.2.1 In identifying Bristol City Centre's role as a regional focus, Core Strategy Policy BCS2 states that street design will give priority to pedestrian access, cycling and public transport. Policy BCS10 states that the Council will support the delivery of significant improvements to transport infrastructure to provide an integrated transport system. Part of that is making the best use of existing transport infrastructure through improvement and reshaping of roads and junctions where required to improve accessibility and connectivity and assist regeneration and place shaping. Policy BCS11 explains that development will provide, or contribute towards the provision of measures to directly mitigate its impact, either geographically or functionally, which will be secured through the use of planning obligations. Infrastructure, facilities and services required to support growth will be secured through a Community Infrastructure Levy (CIL) for Bristol.

10.2.2 The Bristol Central Area Plan Policy BCAP29 states that proposals for long-stay public car parking will only be acceptable where it would replace existing provision and would be appropriately located within the hierarchy of vehicular routes in the city centre. It states that long-stay private non-residential car parking should be limited to the essential operations needs of the proposed development.

Assessment

10.2.3 At the time of the preparation of this report, TDM have maintained their objection to the application. There main areas of concern are set out earlier in this report.

In response to the concern that there is no quantified assessment of multi-modal trips to the development, other than the still flawed assumption that no car trips will occur, the applicants state that:

“It was discussed at the meeting that the University accepts the need to contribute towards the implementation of the parking zone as proposed by

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BCC and following analysis of the spread of the zone, we believe that the extent of the boundary is sufficient to deter car trips by visitors to the campus. The details of the operation of the zone, according to future use of the campus can be discussed during detailed design with BCC. The University awaits details of the level of contribution required from BCC towards the parking scheme.

Subsequent analysis has been undertaken to respond to TDM's comments using recent staff travel survey data supplied by the University plotted in GIS to show the distribution of residences and how these relate to catchments for walking to bus and rail services and kiss-and-ride potential. This analysis is shown graphically in the figures attached to this email. This has not been included for student residences as these postcodes are transient and are centralised on the city centre and University residences which are well served by public transport, and accessible for walking and cycling. As can be seen the majority of staff are located within a 400m walking distance from a bus stop offering a direct bus service into Temple Meads (in green). In addition a significant number of staff are located within reasonable walking distance (in pink) or driving distance (in blue) to a rail station offering direct access into Temple Meads Rail Station. Overall, a minority of staff are currently located outside of these catchments, however it can be further noted that:

- This map only shows bus routes serving Temple Meads station, whilst other routes go into the town centre, implying a slightly longer walking distance could be considered.
- As a result of the selected bus routes direct to Temple Meads, the area to the East of Bristol where a substantial amount of staff live shows a lack of direct bus connectivity to Temple Meads. There is potential for existing bus routes to be extended in this area.

A summary of the output in terms of 'shares' is:

- 2,091 staff represented on the map (100%):
- 1,404 are within bus catchment (67%),
- 113 within rail catchment (5%) and
- 549 within driving distance to rail station (26%)
- makes a total of 99% within all catchments / a remainder of 25 outside any catchment (1%)

The proposed parking zone will provide the 'stick' measures to suppress car trips to the site."

10.2.4 In respect to concern about the proposed bus route from the campus to Clifton (via Totterdown Bridge, the applicants comment that:

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“The bus route to the campus front door is only one strand of the public transport access strategy and this was discussed in detail at the meeting, as was that the routing simply shows the ability to run a bus service to the new campus and away from it back to the City Centre. The routing and destination of bus services after Totterdown Bridge would reflect the demand, which can only be known at the time of planning when the campus is occupied – it may not need to go to the city centre at all. It was also discussed at the meeting, that a bus service may be organised to ferry staff to and from the main campus during the day, and this is the route that would be followed, as confirmed with the bus operator.

BCC has provided no detail in terms of their aspirations for the right turn to Temple Way from Avon Street which would entail significant works to the network. There is no right turn available at Avon Street currently and the cost of implementing this would not be able to be funded by the University in isolation. We have demonstrated various routes / options to enable access to public transport infrastructure and consider a request to fund such junction works on Temple Way isn't necessary to make the development acceptable in planning terms isn't fairly and reasonably related in scale and kind. That said, the University would very much welcome on on-going discussion with BCC as to the precise bus routes and contributions package but we don't consider that this matter can or should be resolved by the University in isolation.”

- 10.2.5 In respect of the absence of relevant audits, the applicants comment that a Stage 1 RSA and bespoke Mobility Audit have been commissioned and are underway.
- 10.2.6 Finally in respect of the provision of legal agreements, it is noted that further discussions will be required on this to secure a package of contributions.
- 10.2.7 It is clear that detailed survey work is now underway and it is anticipated that this will resolve the outstanding issues set out here and provide more clarity to the specific list of transport mitigation measures that need to be secured at the outline planning application stage. Some of the transport mitigation measures are clear, however, irrespective of the outcome of the further analysis, such as a residents parking zone. In the event that Members are minded to resolve to approve this application, then it is the intention of Officers to regularly update Members on the outcome of this further work through the agenda meetings.

10.3 Although the detailed design of the application proposal is reserved for subsequent approval, do the indicative plans and parameter plans demonstrate that the site could accommodate the quantum of development applied for?

Policy Context

- 10.3.1 NPPF paragraph 9 states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including replacing poor design with better. NPPF

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paragraph 17 states that a core planning principle is to always secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

- 10.3.2 Development Management Policy set out in the Site Allocations and Development Management Policies includes Policy DM7 that directs retail and other main town centre uses to identified centres. Policy DM8 expects development within Primary Shopping Areas to maintain or provide active ground floor uses. Policy DM26 requires development proposals to contribute towards local character and distinctiveness and states that development should retain existing buildings and structures that contribute positively to local character and distinctiveness. Policy DM27 states that the layout, form, pattern and arrangement of streets, open spaces, development blocks, buildings and landscapes should contribute to the creation of quality urban design and healthy, safe and sustainable places. Policy DM29 requires new buildings to be designed to a high quality, responding appropriately to their importance and reflecting their function and role in relation to its public realm.
- 10.3.3 Proposals for new buildings will be expected to (amongst other things) be clearly organised in terms of their form and internal layout and circulation to reflect the hierarchy and function they will accommodate, the uses they will serve and the context they will address. It should incorporate opportunities for green infrastructure and incorporate exteriors and elevations that provide visual interest from a range of viewing distances.
- 10.3.4 The Bristol Central Area Plan Policy BCAP31 seeks to ensure active ground floor uses and active frontages in Bristol City Centre particularly on primary pedestrian routes.
- 10.3.5 The outline application requires a process of ongoing design development to achieve an architectural solution that will provide a form that complements the site and its surroundings.

Impact on Temple Meads Station

- 10.3.6 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving listed buildings and their settings. Section 72 of the same Act requires local planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The case of R (Forge Field Society) v Sevenoaks DC [2014] EWHC 1895 (Admin) (“Forge Field”) has made it clear where there is harm to a listed building or a conservation area the decision maker “must give that harm considerable importance and weight.”
- 10.3.7 Section 12 of the National Planning Policy Framework (NPPF) 2012 states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing heritage assets, and the desirability of new development to make a positive contribution to local character and distinctiveness. It also states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, with any harm or loss requiring clear and convincing justification. Paragraph 132 of the NPPF states that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Further, Paragraph 137 states that local planning authorities should

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look for opportunities for new development within conservation areas and within the setting of heritage assets to enhance their significance and that proposals which preserve these elements should be treated favourably.

Assessment

10.3.8 The detailed assessment of the City Design Group is set out earlier in this report. It is acknowledged that whilst there may be scope for some additional height and massing on this site, the buildings will be significant within the wider townscape particularly from views along Feeder Road, Redcliffe Way, and from the Totterdown Ridge, as well as within the broader Temple Meads environment. Your Officer's are mindful that the applicants have stated that it is the intention to open the Campus in 2021. With this in mind, there is an urgency to starting the pre-reserved matters application discussion in respect of the architecture of the individual buildings. This is a flagship development for the city overall and at this stage your Officers are concerned that significant needs to be undertaken in a short period of time to achieve a development that is of the quality that a university of the stature of the University of Bristol should be achieving. It is noted that CDG comment that the architectural quality of these buildings will be an important factor with regard to determining the acceptability of any detailed proposal in urban design, heritage and townscape terms. Furthermore there is recognition that:

“In this respect the outline application offers little comfort with regard to the actual impact of the proposal, and as such the unrelieved massing suggested remains a significant concern.”

It is with this in mind that your Officers recommend a planning condition requiring that as part of the first reserved matters submission, a masterplan shall be produced by the Applicants (or their successors) to provide an greater level of detail that is currently available regarding the following:

- 1) The heights of proposed buildings
- 2) Relationship with the Arena proposal and Arena plaza
- 3) Public Art Strategy

Assessment

10.3.9 The application has improved significantly since it was originally submitted. At first, on the Cattle Market Road site, the proposed campus failed to provide adequate permeability through the site between the station (with a future access) and the surrounding area and also failed to provide areas a quality public realm. The revised proposals show the buildings on the Cattle Market Road site re-sited to create (indicatively) a clearer route through the new campus to Temple Meads station and resulting quality areas of public realm. Alongside this, greater definition of areas of active uses has now been provided in order to demonstrate (again indicatively) that the development will contribute positively to the wider area.

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10.4 Have the proposals been planned over the lifetime of the development to limit carbon dioxide emissions, and to provide resilience to climate change?

Policy Context

- 10.4.1 NPPF Policy 96 states that in determining planning applications, local planning authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply, unless it can be demonstrated by the applicant, having regard to the type of development, involved and its design, that this is not feasible or viable and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 10.4.2 Core Strategy Policies BCS13, BCS14 and BCS15 set out the Council's key policies for climate change and sustainable development.
- 10.4.3 In terms of climate change, Policy BCS13 requires that development should contribute to mitigating and adapting to climate change and meeting targets to reduce carbon dioxide emissions through the design and use of resources in buildings, the use of decentralised renewable energy and sustainable patterns of development which encourage walking, cycling and public transport rather than journeys by private car.
- 10.4.4 Policy BCS14 requires that within heat priority areas, development should incorporate infrastructure for district heating and where feasible low-carbon energy generation and distribution. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions by at least 20%.
- 10.4.5 In respect of the outline proposals, the degree to which the detailed proposals comply with Policy BCS14 will be assessed at reserved matters stage.
- 10.4.6 Policy BCS15 requires that non-residential development achieve a minimum sustainability standard of BREEAM level "Very good".
- 10.4.7 Policy BCS16 is concerned with ensuring that development proposals incorporate flood risk mitigation measures where necessary.

Assessment

Climate Change

- 10.4.8 In accordance with the requirements of Policy BCS13, development should mitigate climate change through measures including:
- 10.4.9 Policy BCAP20 requires development to meet BREEAM "Excellent". The Sustainable Cities Team notes that the planning application is on track to meet this policy requirement and underline the importance of doing so. This can be done through the imposition of relevant conditions.
- 10.4.10 The submitted Sustainability Statement demonstrates that a range of measures are incorporated to mitigate and adapt to climate change and it is accepted by the Council's Climate Change and Built Environment Co-ordinator that the building itself is sustainable.

Sustainable Energy

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10.4.11 Policy BCS14 requires that within heat priority areas, development should incorporate infrastructure for district heating and where feasible low-carbon energy generation and distribution. Development will be expected to provide sufficient renewable energy generation to reduce carbon dioxide emissions by at least 20%.

11.0 Conditions

11.1 The following list is not exhaustive and delegated authority is sought to finalise planning conditions in consultation with the Applicant. (needs masterplan & parameters conditions to be included in order to build confidence)

11.2 It is anticipated that in the event that Members are minded to grant planning permission then the following conditions would form part of the approval:

Time limit for commencement of development

1. Approval of the details of all matters (access, appearance, landscaping, layout and scale) (hereinafter called "the reserved matters") shall be obtained from the council in writing before any development is commenced.

Reason: This is outline permission only and these matters have been reserved for the subsequent approval of the Local Planning Authority.

2. Application for approval of the reserved matters shall be made to the council before the expiration of 5 years from the date of this permission.

The development hereby permitted shall begin no later than the expiration of 2 years from the date of approval of the last of the reserved matters to be approved.

Reason: As required by Section 92 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)

3. As part of the first reserved matters submission, a masterplan shall be produced by the Applicants (or their successors) to provide an indication of the following:

- 1) The heights of proposed buildings
- 2) Relationship with the Arena proposal and Arena plaza
- 3) Public Art Strategy

Reason: In the interests of the proper planning of the site.

4. No development shall take place until a site specific Construction Environmental Management Plan has been submitted to and been approved in writing by the Council. The plan must demonstrate the adoption and use of

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the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan should include, but not be limited to:

- a) Procedures for maintaining good public relations including complaint management, public consultation and liaison
- b) Arrangements for liaison with the Council's Pollution Control Team
- c) All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours:
 - d) Construction delivery hours (to be agreed).
 - e) Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the agreed permitted hours.
 - f) Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
 - g) Procedures for emergency deviation of the agreed working hours.
 - h) Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
 - i) Measures for controlling the use of site lighting whether required for safe working or for security purposes.
 - j) Construction vehicular routes to and from site;
 - k) Expected number of construction vehicles per day;
 - l) Car parking for contractors;
 - m) Specific measures to be adopted to mitigate construction impacts in pursuance of the Environmental Code of Construction Practice;
 - n) A scheme to encourage the use of Public Transport amongst contractors;

Reason: In the interests of the amenities of surrounding occupiers.

5. Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Planning Authority), the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority

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1. A preliminary risk assessment which has identified:
 - 1a) all previous uses
 - 1b) potential contaminants associated with those uses
 - 1c) a conceptual model of the site indicating sources, pathways and receptors
 - 1d) details of previous remediation works which have occurred at this site
 - 1e) potentially unacceptable risks arising from contamination at the site.
2. A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
3. The site investigation results and the detailed risk assessment (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components require the express consent of the Local Planning Authority. The scheme shall be implemented as approved.

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.

6. Prior the commencement of development the requirements for the importation of and/or reuse of fills, soils and other ground materials on site shall be submitted to and agreed in writing with and thereafter carried out to the satisfaction of the Local Planning Authority.

Reason: To ensure that risks from imported materials 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

7. Details of lighting and a lighting assessment shall be submitted to and approved in writing by the Local Planning Authority before development commences at the site. This shall include a lux level contour plan, and should

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seek to ensure no light spill outside of the site boundaries. The lux contour plan should extend outwards to incremental levels of zero lux.

Any lighting created by reason of the development shall be designed so as not to cause interference with the amenity of the nearest residential properties. Artificial lighting to the development must conform to Obtrusive Light Limitations for Exterior Lighting Installations for Environmental Zone - E3 (existing residents) contained within Table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01, dated 2011.

Reason: In the interests of protecting the amenity of neighbouring occupiers and to conserve legally protected bats and other nocturnal wildlife.

8. No development shall take place until a detailed scheme of noise insulation measures for the proposed development have been submitted to and been approved in writing by the Local Planning Authority. The scheme of noise insulation measures shall be prepared by a suitably qualified consultant/engineers. The approved scheme shall be implemented prior to the commencement of the use and be permanently retained thereafter.

A noise management plan shall be submitted and approved in writing by the Local Planning Authority Prior to commencement of the use hereby permitted.

Reason: In the interests of the amenities of surrounding occupiers, particularly nearby nightclubs.

9. Prior to the commencement of development, 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 Council. The assessment must be carried out by a suitably qualified acoustic consultant/engineer and be in accordance with BS4142: 2014-"Methods of rating and assessing industrial and commercial sound".

Reason: In the interests of protecting the amenity of neighbouring occupiers.

10. 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 of rating and assessing industrial and commercial sound".

Reason: In the interests of protecting the amenity of neighbouring occupiers.

11. No development shall take place 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 been 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.

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

12. If, during construction, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, an amendment to the remediation strategy detailing how this unsuspected contamination will be dealt with.

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.

13. No development shall take place until evidence that the development is registered with a BREEAM Communities 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 Communities level. No building shall be occupied until a final Certificate has been issued certifying that at least 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. This Certificate shall be provided within the first six months following the first occupation of each building on the site.

Reason: To ensure that the development achieves BREEAM Communities 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.

14. Full details of a proposed package of renewable energy (including solar Photo Voltaic panels) designed to reduce the development's carbon dioxide emissions from (regulated) residual energy use by no less than 20%, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be completed strictly in accordance with the approved details.

Reason: - To secure sufficient renewable energy generation to satisfy Core Strategy Policy BCS14.

15. No development shall take place until a detailed design of surface water drainage for the site using sustainable drainage methods has been submitted to and approved in writing by the Local Planning Authority. The approved

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development shall be implemented in accordance with the approved detailed design prior to the use of the building commencing.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal.

16. As a planning condition, a method statement for the control and removal of Himalayan balsam shall be submitted to and approved in writing by the Local Planning Authority.

Guidance: Under section 14(2) of the Wildlife and Countryside Act (1981) it is illegal to "plant or otherwise cause to grow in the wild" (i.e. spread) Himalayan balsam. It is the landowner's responsibility to control the plant. Where the plant occurs alongside a watercourse permission to use an approved herbicide is required from the Environment Agency.

Reason: To comply with section 14(2) of the Wildlife and Countryside Act (1981).

17. Prior to occupation of the development hereby approved, a ten year landscape and nature conservation management plan shall be produced for the application area by a qualified ecological consultant. This shall include consideration of features of interest, objectives, management compartments and prescriptions, a work schedule including a ten year annual work plan, resourcing including a financial budget and ecological monitoring. The development shall be carried out in accordance with the approved plan or any amendment as approved in writing by the local planning authority.

Reason: To conserve and enhance the nature conservation and landscape features on the site.

18. A condition requiring the provision of fire hydrants.

19. Prior to commencement of development a Construction Environmental Management Plan (CEMP) shall be submitted to, and approved in writing by the Local Planning Authority. The approved plan shall be implemented and adhered to thereafter at all times during construction.

Guidance: This shall include best practice pollution control measures to ensure that adverse impacts (including dust and air pollution, effects on water quality, pollution from fuel use and storage and other potentially hazardous materials) do not occur on the adjacent SNCIs and as far as possible a protective buffer area (from the edge of the SNCIs of at least 5 metres or as close as possible to this) as a result of construction works. The CEMP should include details of robust protective fencing incorporating warning signs and its location and a plan showing the boundaries of the SNCIs and the retained landscape/no-build zone. Contractors and sub-contractors should be briefed on the importance of the ecological features which are to be retained on site

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and the ecological value of the SNCIs and the landscape/no-build zone prior to the commencement of works.

Reason: To conserve the Sites of Nature Conservation Interest and boundary vegetation.

20. Prior to commencement of development, details for any proposed external lighting shall be submitted to and agreed in writing by the Local Planning Authority. Development shall be undertaken in accordance with the approved details. This shall include a lux level contour plan, and should seek to ensure no light spill outside of the site boundaries. The lux contour plan should show lux levels at frequent intervals (lux levels at 0, 0.2, 0.5, 1, 1.5, 2, 3, 4, 5 lux and higher are particularly useful) and extend outwards to additional levels (above the pre-existing background light level) of zero lux. The lux contour levels should be superimposed on a site plan which includes all land that is affected by raised light levels (including potentially land outside the red line planning application area).

Guidance: According to paragraph 125 (page 29) of the National Planning Policy Framework (2012), 'By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.'

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

21. No clearance of vegetation or structures suitable for nesting birds, shall take place between 1st March and 30th September inclusive in any year without the prior written approval of the local planning authority. The authority will require evidence provided by a suitably qualified ecological consultant that no breeding birds would be adversely affected before giving any approval under this condition. Where checks for nesting birds by a qualified ecological consultant are required they shall be undertaken no more than 48 hours prior to the removal of vegetation or the demolition of, or works to buildings.

Reason: To ensure that wild birds, building or using their nests are protected.

Pre occupation condition(s)

22. No building or use hereby permitted shall be occupied or the use commenced until 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.

The Travel Plan will be required to confirm the following:

- 1) The appointment of and funding of a Travel Plan Coordinator

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- 2) A timetable for preparation, implementation, monitoring and review.
- 3) The overall outcomes to be achieved by the travel plan; the performance indicators, targets and back-up measures to be applied where the travel plan is not meeting its targets
- 4) Confirmation of the measures to be implemented upon occupation to include the following:
 - 4a) Secure cycle parking for visitors, staff and residents
 - 4b) The provision of car club vehicles to serve residents
 - 4c) Information strategy - to be distributed to staff / residents from the first occupation
 - 4d) Issuing of cycle equipment and discounts
 - 4e) A strategy for the incentivisation of rail and bus use
 - 4f) Annual Travel Surveys over a five-year period
 - 4g) Inclusion within the TQEZ Travel Planning Group.

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.

23. No building or use hereby permitted shall be occupied or the use commenced until the sustainable urban drainage scheme for this site has been completed in accordance with the submitted details. The sustainable urban drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal and maintained thereafter.

24. Prior to occupation of the development details provided by a qualified ecological consultant shall be submitted to and approved in writing by the Local Planning Authority providing the specification, orientation, height and location for built-in bird nesting and bat roosting opportunities. This shall include twenty built-in swift bricks or boxes and ten additional bird boxes to include at least three grey wagtail boxes, three black redstart boxes, two kingfisher nesting tunnels, ten built-in bat boxes or bricks and eight insect bricks for solitary bees and wasps. Development shall be undertaken in accordance with the approved details.

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Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain. Bat boxes should face south, between south-east and south-west. Bird boxes should be erected out of the reach of predators and at least 3.5 metres high on publicly accessible sites. For small hole-nesting species bird boxes should be erected between two and four metres high. Bat boxes should be erected at a height of at least four metres, close to hedges, shrubs or tree-lines and avoid well-lit locations. Bat boxes which are being placed on buildings should be placed as close to the eaves (if present) as possible.

Swifts

Internal nest trays or boxes are particularly recommended for swifts. Swift bricks are best provided in pairs or groups (e.g. at least two or three on a building, avoiding windows). This is because they are usually colonial nesters. Swift boxes/bricks are best located on north, north-east or east facing walls, at least 5 metres high, so that there is a clear distance (drop) below the swift boxes/bricks of 5 metres or more so that there is space for the swifts to easily fly in and out of the boxes. Locating swift boxes under the eaves (where present) is desirable. One of the best designs is those by Schwegler because they are very durable

Grey wagtails

Grey wagtails require an open-fronted box which is located low over water (ideally flowing water) underneath a natural or man-made overhang such as ivy or a bridge. The box should be hidden from sight from the bank above but have a clear outlook over the water. It should be at least 1m above the flood-water level. Bird boxes should be installed to face between north and east to avoid direct sunlight and heavy rain.

Black redstarts

Black redstarts require open-fronted nest boxes which are 75 mm high at the front. The nest box should have the following dimensions: 150 mm wide by 260 mm high by 150 mm deep. The box should be located under structures such as a sheltered ledge or beneath overhangs, balconies, escape routes and below the eaves of a service entrance on top of a roof or within utility buildings. The nest boxes should be located out of direct sun, wind and rain. Several boxes should be provided to give breeding pairs a selection.

Reason: To help conserve legally protected bats and birds which include priority species and pollinating invertebrate species.

List of Approved Plans

25. For the avoidance of doubt, a full list of the plans on which this application was assessed will be included.

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12.0 OVERALL CONCLUSION AND RECOMMENDATIONS

- 12.1 This application forms part of a process of delivering a new campus for the University of Bristol, reflecting its status as a world class University. It is a flagship scheme in the Temple Quarter Enterprise Zone on a site close to Temple Meads Station which itself is an important gateway into the city. The development is an opportunity to change the centre of gravity of economic prosperity in the city and is supported by many development plan policies.
- 12.2 The application site has been in a dilapidated condition for years and bringing forward development on this development will secure vital regeneration in this part of the city.
- 12.3 The site is considered to be an acceptable location in principle, subject to all all other material planning conditions.
- 12.2 The development will, however, generate significant trips in the area and, whilst these are largely assumed to be via sustainable modes of transport, the full transport impacts of the development remain to be assessed. The application is also still the subject of an objection from the Environment Agency. There are outstanding issues that require final resolution, although these should not be confused with other issues that have been raised that will be dealt with at the reserved matters stage. Officers consider that, on balance, the Committee are in a position to make a positive resolution that will allow these matters to be fully resolved and the required s106 agreement (securing the necessary mitigation) to be drafted and completed. Officers will keep Members updated through the regular agenda meetings.

RECOMMENDED Grant subject to the following:

That the Committee resolve that outline planning permission be GRANTED subject to:

- 1. Resolution of the Environment Agency's objection**
- 2. The completion of a Section 106 Agreement securing:**
 - (i) Appropriate transport mitigation (further details to be provided)**
 - (ii) Details of Allowable Solutions**
- 3. Appropriate conditions, including those set out in this report.**

13.0 COMMUNITY INFRASTRUCTURE LEVY

- 13.1 This is an outline application. The CIL regulations require that CIL liabilities are calculated when reserved matters applications are submitted as until the reserved matters stage it is not necessarily clear as to the exact level of CIL liable floor space.