

Development Control B Committee Agenda



Date: Thursday, 25 February 2021

Time: 6.00 pm

Venue: Virtual Meeting - Zoom Committee Meeting
with Public Access via YouTube

Distribution:

Councillors: Tom Brook (Chair), Richard Eddy (Vice-Chair), Lesley Alexander, Stephen Clarke, Mike Davies, Fi Hance, Chris Jackson, Olly Mead, Jo Sergeant, Nicola Bowden-Jones and Sultan Khan

Copies to: Zoe Willcox (Director: Development of Place), Gary Collins, Laurence Fallon, Matthew Cockburn, Norman Cornthwaite, Allison Taylor (Democratic Services Officer), Jeremy Livitt, Claudette Campbell (Democratic Services Officer), Rachael Dando, David Fowler (Members' Office Manager (Conservative)), Stephen Fulham, Zarah Jama, Paul Shanks and Stephen Peacock (Executive Director for Growth and Regeneration)

Issued by: Jeremy Livitt, Democratic Services
City Hall, PO Box 3167, Bristol, BS3 9FS

Tel:

E-mail: democratic.services@bristol.gov.uk

Date: Wednesday, 17 February 2021

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Agenda

1. Welcome and Introductions

2.00 pm

(Pages 5 - 7)

2. Apologies for Absence

3. Declarations of Interest

To note any interests relevant to the consideration of items on the agenda.

Any declarations of interest made at the meeting which are not on the register of interests should be notified to the Monitoring Officer for inclusion.

**4. Minutes of the Previous Meeting Held on Wednesday 9th
December 2020**

To agree the minutes of the last meeting as a correct record.

(Pages 8 - 16)

5. Appeals

To note appeals lodged, imminent public inquiries and appeals awaiting decision.

(Pages 17 - 32)

6. Enforcement

To note enforcement notices.

(Page 33)



7. Public Forum

Any member of the public or councillor may participate in public forum. The detailed arrangements for so doing are set out in the Public Information Sheet at the back of this agenda. Please note that the following deadlines will apply in relation to this meeting:

Questions:

Written questions must be received three clear working days prior to the meeting. For this meeting, this means that your question(s) must be received at the latest **by 4.30pm on Friday 19th February 2021.**

Petitions and statements:

Petitions and statements must be received by noon on the working day prior to the meeting. For this meeting, this means that your submission must be received at the latest **by 12 Noon on Wednesday 24th February 2021.**

The statement should be addressed to the Service Director, Legal Services, c/o The Democratic Services Team, City Hall, 3rd Floor Deanery Wing, College Green,
P O Box 3176, Bristol, BS3 9FS or email - democratic.services@bristol.gov.uk

Anyone who wishes to present their public forum statement, question or petition at the zoom meeting must register their interest by giving at least two clear working days' notice prior to the meeting **by 2pm on Tuesday 23rd February 2021.**

PLEASE NOTE THAT IN ACCORDANCE WITH THE NEW STANDING ORDERS AGREED BY BRISTOL CITY COUNCIL, YOU MUST SUBMIT EITHER A STATEMENT, PETITION OR QUESTION TO ACCOMPANY YOUR REGISTER TO SPEAK.

Please note, your time allocated to speak may have to be strictly limited if there are a lot of submissions. This may be as short as one minute.

8. Planning and Development

To consider the following applications for Development Control Committee B - **(Page 34)**

- a) **20/00433/F - The Hawthorns Woodland Road** **(Page 35)**
- b) **20/04821/X - Stoke Park. Lockleaze/Stapleton** **(Pages 36 - 83)**
- c) **20/0445/F - 2 Alpha Road, Southville** **(Pages 84 - 102)**

9. Date of Next Meeting



The next meeting of this Committee is scheduled to be held at 2pm on Wednesday 17th March 2021.



Public Information Sheet

Inspection of Papers - Local Government (Access to Information) Act 1985

You can find papers for all our meetings on our website at <https://www.bristol.gov.uk/council-meetings>

Covid-19: changes to how we hold public meetings

Following changes to government rules, we will use video conferencing to hold all public meetings, including Cabinet, Full Council, regulatory meetings (where planning and licensing decisions are made) and scrutiny.

Councillors will take decisions remotely and the meetings will be broadcast live on YouTube.

Members of the public who wish to present their public forum in person during the video conference must register their interest by giving at least two clear working days' notice to Democratic Services of the request. To take part in the meeting, you will be required to register for a Zoom account, so that Democratic Services is able to match your named Zoom account to your public forum submission, and send you the password protected link and the instructions required to join the Zoom meeting to make your statement or ask your supplementary question(s).

As part of our security arrangements, please note that we will not permit access to the meeting if your Zoom credentials do not match your public forum submission credentials. This is in the interests of helping to ensure a safe meeting environment for all attending or observing proceedings via a live broadcast.

Please note: Members of the public will only be invited into the meeting for the duration of their submission and then be removed to permit the next public forum participant to speak.

Changes to Public Forum

Members of the public may make a written statement, ask a question or present a petition to most meetings. Your statement or question will be sent to the Committee Members and will be published on the Council's website before the meeting. Please send it to democratic.services@bristol.gov.uk. The following requirements apply:

- The statement is received no later than **12.00 noon on the working day before the meeting** and is about a matter which is the responsibility of the committee concerned.
- The question is received no later than **5pm three clear working days before the meeting**.
- Any statement submitted should be no longer than one side of A4 paper. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.
- **Your intention to attend the meeting must be received no later than two clear working days in advance. The meeting agenda will clearly state the relevant public forum deadlines.**



By participating in public forum business, we will assume that you have consented to your name and the details of your submission being recorded and circulated to the Committee, published on the website and within the minutes. Your statement or question will also be made available to the public via publication on the Council's website and may be provided upon request in response to Freedom of Information Act requests in the future.

We will try to remove personal and identifiable information. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Other committee papers may be placed on the council's website and information within them may be searchable on the internet.

During the meeting:

- Public Forum is normally one of the first items on the agenda, although statements and petitions that relate to specific items on the agenda may be taken just before the item concerned.
- There will be no debate on statements or petitions.
- Public Forum will be circulated to the Committee members prior to the meeting and published on the website.
- If you have arranged with Democratic Services to attend the meeting to present your statement or ask a question(s), you should log into Zoom and use the meeting link provided which will admit you to the waiting room.
- The Chair will call each submission in turn and you will be invited into the meeting. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- Your time allocation may have to be strictly limited if there are a lot of submissions. **This may be as short as one minute, and you may need to be muted if you exceed your allotted time.**
- If there are a large number of submissions on one matter, a representative may be requested to speak on the group's behalf.
- If you do not attend the meeting at which your public forum submission is being taken your statement will be noted by Members.

For further information about procedure rules please refer to our Constitution <https://www.bristol.gov.uk/how-council-decisions-are-made/constitution>

Webcasting/ Recording of meetings

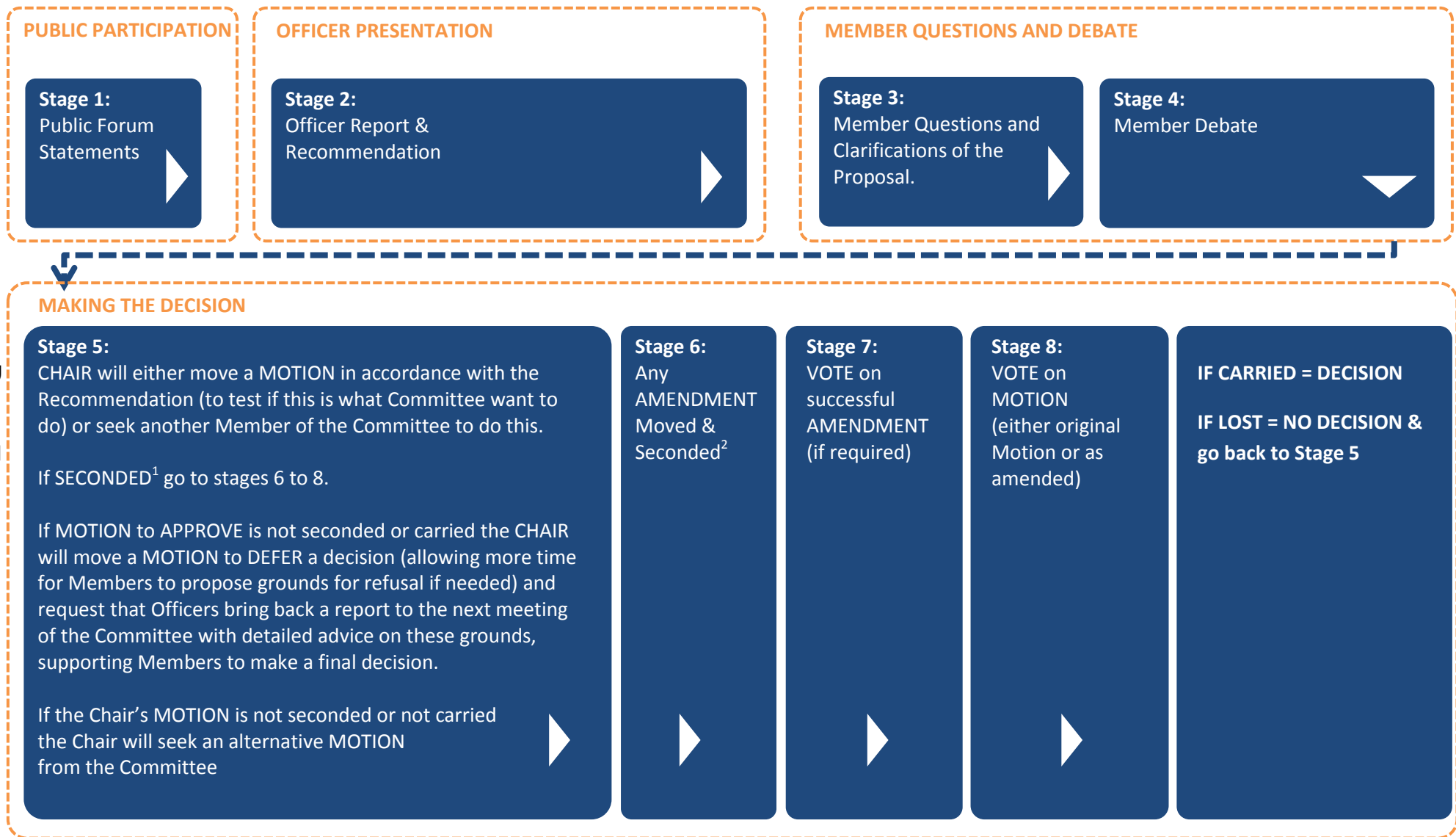
Members of the public attending meetings or taking part in Public forum are advised that all virtual public meetings including Full Council and Cabinet meetings are now broadcast live via the council's [webcasting pages](#). The whole of the meeting will be broadcast (except where there are confidential or exempt items).

Other formats and languages and assistance for those with hearing impairment

You can get committee papers in other formats (e.g. large print, audio tape, braille etc) or in community languages by contacting the Democratic Services Officer. Please give as much notice as possible. We cannot guarantee re-formatting or translation of papers before the date of a particular meeting.



Development Control Committee Debate and Decision Process



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¹ A Motion must be Seconded in order to be formally accepted. If a Motion is not Seconded, the debate continues

² An Amendment can occur on any formally approved Motion (ie. one that has been Seconded) prior to Voting. An Amendment must itself be Seconded to be valid and cannot have the effect of negating the original Motion. If Vote carried at Stage7, then this becomes the Motion which is voted on at Stage 8



Bristol City Council
Minutes of the Development Control B Committee

9 December 2020 at 2.00 pm



Members Present:-

Councillors: Richard Eddy (Vice-Chair), Lesley Alexander, Tom Brook (Chair), Mike Davies, Paul Goggin, Fi Hance, Chris Jackson, Jo Sergeant, Clive Stevens and Sultan Khan

Officers in Attendance:-

Gary Collins and Jeremy Livitt

1. Welcome, Introduction and Safety Information

The Chair welcomed all parties to the meeting.

2. Apologies for Absence

Apologies for absence were received from Councillor Olly Mead (Councillor Paul Goggin substituting) and Councillor Nicola Bowden-Jones (Councillor Jo Sergeant substituting).

3. Declarations of Interest

Councillor Clive Stevens declared an interest in Agenda Item 8(b) Planning Application Number 19/04167/F Telephone Exchange St Johns Road Clifton Bristol BS8 2EU as he had submitted a Public Forum Statement and Questions for this application which is in his ward.

In accordance with the Council's Code of Practice for Councillors on Planning Matters, he indicated that he would withdraw from the meeting for the duration of this item.

4. Minutes of the previous meeting held on Wednesday 11th November 2020

It was moved by Councillor Tom Brook, seconded by Councillor Richard Eddy and upon being put to the vote, it was

RESOLVED – that the minutes be approved as a correct record.



5. Appeals

Officers advised the Committee that there had been a recent surge in appeals being dealt with by either Hearings or Public Inquiries and made the following comments:

Items 7 to 13 relating to Hamilton House – the hearing for these applications was taking place today (ie Wednesday 9th December 2020)

The hearing in respect of the site of the former Giant Goram Public House was likely to be held in the New Year. It was noted that it would be held as an informal hearing on 12th January 2021. Anyone wishing to attend would need to register to do so and would be able to submit evidence to it.

Two appeals were taking place in respect of Former Pring and Street Hill Limited, Malago Road. The hearing considering both of the appeals would take place on Tuesday 15th December 2021.

The Public Inquiry for St Catherines Place Shopping Centre East Street Bedminster was scheduled to take place on 26th January 2021 and would be held as a virtual meeting.

6. Enforcement

It was noted that enforcement action had been taken in respect of 420 Soundwell Road.

7. Public Forum

Members of the Committee received Public Forum Statements in advance of the meeting.

The statements were heard before each application they related to and were taken fully into consideration by the Committee prior to reaching a decision.

The Committee received a statement from David Sweeting in respect of Planning Application Number 20/02274/F which was previously approved at DCB Committee on 19th August 2020 –Address: Unit 7 Merton Road, Bristol.

Officers advised the Committee that the enforcement team had written to the developer for this application to request that they comply with the required pre-commencement conditions and that they desist from their current works which were different from what was approved. It was noted that this matter could be escalated further as necessary.



Committee members expressed concern at this situation and made the following comments. Officers responded as indicated:

- In situations such as this where conditions were repeatedly violated, the local community suffered. Urgent discussions were required with planning enforcement and the matter needed to be dealt with quickly.
- This was a matter of great concern as applications were frequently only approved on the basis that certain conditions were adhered to. However, officers confirmed that conditions were legally binding
- Whilst there had been attempts to negotiate with this developer, there seemed to have been difficulties with communicating this effectively to local residents
- Decisions were made on the understanding that conditions would be adhered to and these should be properly enforced. Notwithstanding any legal constraints, the process needed to take place quicker
- Officers confirmed that they would check to see the number of complaints that had been received concerning enforcement and details of response rate. There were performance management statistics that could be provided. They acknowledged members concerns but pointed out that following a reduction in resource the enforcement team only consisted of 3.5 people for the whole city. In addition to this, following a previous restructure, the team could no longer operate on a proactive basis as they previously had done but relied very heavily on responding to complaints.
- In response to concerns as to when officers could take action in such circumstances, officers confirmed that the management protocol in these situations required an initial period of negotiation and a small window of opportunity for the developer to remedy a situation prior to formal enforcement action being taken. If a breach had occurred and compliance did not take place, a note could be served and failure to comply could lead to prosecution at the Magistrates court. However, care did need to be taken to follow the Council's Enforcement Policy as the appellant did have a right of appeal. Whilst a Stop Notice could be served in extreme cases, if a breach of planning control had not occurred and in the event that the Local Planning Authority were deemed to have acted in an excessive manner, they could be liable for compensation
- Officers confirmed that the existing resource model for enforcement was cross-subsidised from planning application fee income.

At the end of the discussion, the following pieces of action for enforcement notices were agreed for officers:

- An update on this specific enforcement action before and after Christmas as required
- A briefing on how enforcement operates, including provision of enforcement information and timescales as well as resource constraints
- Enforcement data over a year including numbers and results



8. Planning and Development

The Committee considered the following applications set out below:

9. Grange Court Grange Court Road Bristol BS9 4DW

The Committee noted that this application was being reconsidered in accordance with Committee procedure following the decision at the previous Committee meeting to defer a decision and that it was minded to refuse the application on the grounds of impact to visual amenity, impact to amenity to existing residents and parking impacts.

Members were reminded of the details of the application which needed to be considered in accordance with Government legislation relating to prior approval under permitted development rights.

Officers drew members' attention to the report which set out the reasons under which the Committee might refuse the application based on the visual impact of two additional stories on neighbouring properties and existing residents, highways impact due to the lack of on street parking and the external appearance of the proposed building. The officer recommendation remained that the application should be approved.

Officers also highlighted that the report had been updated to fully consider the likely impacts of the proposed development on specific protected groups under the public sector equalities duty.

In response to members questions, officers made the following comments:

- The Committee was free to consider the application on the merits of the evidence provided, including lack of evidence in relation to the time of the day of the parking survey that was carried out
- Since the application was next to a Conservation Area but not within it and due to its status as a prior approval planning application, there were more limited grounds on which it could be considered
- The reference to external appearance as one of the suggested reasons for refusal could still be considered by the Committee and could be defended at appeal
- Residents' views on the appearance of the building could still be considered in making the decision

Councillor Richard Eddy moved, seconded by Councillor Sultan Khan and upon being put to the vote, it was

RESOLVED (9 for, 1 against) – that the application be refused on the following grounds:

Highways Impacts

1. The application is not supported by sufficiently robust evidence to demonstrate that there is adequate on-street parking capacity to accommodate parking arising from the development without safety and congestion issues. In addition to existing on street car parking relating to adjacent schools, bowling club, church and homes, car parking relating to the proposed flats would cause excessive congestion, increased complexity in navigation and manoeuvring as well as reduced visibility. This is of



particular concern given movements of pupils accessing the adjacent schools. Increased conflict between pedestrians, cyclists and drivers would lead to a material decrease in highway safety. The development therefore fails to contribute to a safe environment which minimises conflicts between all highway users. The development also fails to address the needs of people with disabilities and reduced mobility through lack of any car parking provision. These factors would represent unacceptable transport and highways impacts and conditions which are contrary to policy outlined at Section 9 of the National Planning Policy Framework. The development therefore fails to pass the test outlined at Condition A.2 – (1) (a) of Schedule 2, Part 20, Class A of The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020.

Impact to external appearance

2. The proposed extension would disproportionately increase the scale and mass of the building which would harmfully unbalance the external appearance of the building. The extension would cause the building to appear over scaled and excessively prominent within the context. This would relate to the external appearance of the building when viewed including surrounding buildings and trees. The proposed increase in scale would be of detriment to the visual attractiveness of the building and would be unsympathetic to local character and result in harm to the adjacent conservation area. The impact to the external appearance of the building is found to be unacceptable due to conflict with policy outlined at Section 12 of the National Planning Policy Framework. The development therefore fails to pass the test outlined at Condition A.2 – (1) (e) of Schedule 2, Part 20, Class A of The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020.

Impact to amenity of existing residents

3. The proposed third and fourth floors would cause overlooking of adjacent existing dwellings. Specifically, windows within the south elevation of the extension would afford views towards 27 Grange Park as well as 27 Grange Court Road. This would materially reduce privacy experienced at these adjacent dwellings which would be harmful to quality of amenity. The development would also be harmful to the amenity of existing occupiers of Grange Court as a result of increased occupancy of the building and increased use of stairwells. As a result of these factors, the development would fail create an environment which promotes residents' health and well-being, with a high standard of amenity for existing and future users. This is contrary to policy outlined at Section 12 of the National Planning Policy Framework. The development therefore fails to pass the test outlined at Condition A.2 – (1) (g) of Schedule 2, Part 20, Class A of The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020.

10 Telephone Exchange St Johns Road Clifton Bristol BS8 2EU

Councillor Clive Stevens withdrew from this item as indicated above and did not participate or vote on it.

Officers responded to supplementary questions (two per speaker) as indicated below:



Responses to Councillor Clive Stevens

- (1) The applicant has provided a search area where replacement equipment needs to be located. Whilst there is no evidence that the applicant has actively co-ordinated a replacement site with competitors, there are no existing or approved sites within the nearby area that could be shared to accommodate the proposed equipment and mitigate the coverage loss. . Therefore, officers believed that Policy DM36 (ii) had been met
- (2) As this proposal is to replace existing equipment, the search area is based on an area as close to the equipment as possible. Since officers understand that all providers had received a notice to quit, this suggested there were no other providers available. This was based on evidence that there were no existing installations that can be shared.

Responses to Janet Lee

- (1) Whilst it was usually possible to upload all documents when submitting an objection to a planning application, it was noted that this is not clear on the website. However, the diagram and photos that had subsequently been submitted were acknowledged and taken into account
- (2) Whilst it was noted that developers had been able to submit a large number of photos and other documents, it was acknowledged that developers generally have to submit a wide range of documents, sometimes including photos, as required by the local list of validation requirements.

Officers indicated that they would investigate whether the planning portal could be adapted to make it easier to submit a wider variety of photos.

Questions By Rob Lee

- (1) Durdham Downs provides coverage for the area to the north. The applicant has made clear that they needed to ensure coverage could be provided for an installation nearby, and this has shaped the search area assessment.
- (2) The 2019 application was for partial coverage, whereas the proposed installation would provide a complete coverage

Questions by Richard Durrant

- (1) Officers had only been able to include certain number of documents due to maximum size limits of publishable reports. We included the proposed plans, a search area plan and two views from the applicant which provided a visual interpretation of the development. However, a critical assessment had been provided of the views provided by the applicant, and officers' had adjusted their assessment accordingly. All Councillors had been able to access and review the comments made, images provided, and documents/plans submitted.
- (2) The Committee have to be satisfied that they have all the information available to make their decision. Members also had the option of deferring a decision for further information if they chose to do so. Albeit, Officers advised that the information available to the Committee was sufficient to make a sound and well-considered decision.

Questions from Merche Clark



- (1) Officers did not know the numbers of residents who would have their private views interrupted by the proposed masts. Officers advised that whilst private views of the Conservation Area are important, public views attracted more weight in considerations.
- (2) In relation to the Conservation Area, the views from St Johns Road and Alma Vale were the key views considered in assessing where the equipment was most harmful and apparent and therefore these had been taken into account.

Officers gave a presentation on this application and made the following points:

- Details of the site, proposal, public interest and the motivation of the application were provided, including that the site is in the Whiteladies Road Conservation Area.
- Alma Church was not listed although this had been as suggested by a number of people submitting Public Forum Statements
- Details of the proposed plans, including the site plan and elevations, and photographs were shown
- The Committee was reminded of Telecommunications Policy DM36
- Officers presented a number of views from the submitted photomontage as well as their own photographs taken in November. Officers explained the likely visual impact of the equipment.
- The biggest concerns raised in the objections were that the equipment was unsightly and at odds with the character of the Conservation Area, as well as the short and medium term views from St Johns Road, as well as other views within the Conservation Area.
- Officers explained any views from the south would be limited and disrupted by trees, regardless of the time of year, and set out that there would be limited short term views when adjacent to the site, short-to-medium views from the west-side of Alma Vale Road, and of most concern short and medium-distance views from St John's Road. Officers advised that such views would result in a low degree of less than substantial harm to the Conservation Area. Further, officers explained that the proposal's design is contrary to criteria i of policy DM36
- With regard to criteria ii of policy DM36, the map of the search area was shown. It is understood that the applicant will remove existing equipment on the Clifton Down Shopping Centre, as per the applicant's advice. Officers responded to concerns from members of the public concerning the area covered by the search area, explaining the justification for the search area.
- Whilst the Local Planning Authority could question the need for a particular site, they could not question the need for Telecommunication Systems generally.
- A map showing other operators in the area was presented, which demonstrated there were no existing mast sites that could be shared. Further, officers explained that they were not aware of any other sites with planning permission in the search area that could be shared in future. Officers advised that criteria ii of policy DM36 was met.
- As per criteria iii of policy DM36, an existing building was being used.
- Other sites had been assessed by the applicant but had not been deemed suitable or available. Officers acknowledged that whilst it is fair to say that Whiteladies Rd is likely to be less historically and architecturally sensitive than other areas of the Conservation Area, the applicant had discounted a number of sites on Whiteladies Road in terms of its coverage and suitability of buildings. Criteria iii of policy DM36 was met.
- Criteria vi of policy DM36 had been met, given the provision of a ICNIRP declaration.



- Officers had assessed the harm to the Conservation Area against the proposal's benefits that largely surrounded the ensuring 3G and 4G coverage was maintained in the area. 4G coverage maps were presented to support this. .
- Officers advised that a balanced judgement had been made, and the proposal's negative impact on the Conservation Area was considered to be outweighed by its beneficial aspects.
- The suggestion of a temporary mast was not considered justified, as there is no certainty that the planning circumstances of this case would change in the future.
- Similarly, a condition to restrict use to 3G and 4G only, explicitly prohibiting 5G coverage, was not considered appropriate as there was no legal basis to impose such a limit. Further officers advised that the Applicant suggested a new planning application would be required to upgrade the masts to provide 5G coverage. Any future application to upgrade the equipment would be considered separately on its own merits

In response to members' questions, officers made the following comments:

- Whilst the possibility of a future application from Sovereign Housing following the provision of a notice to quit from the new owners of Clifton Down Shopping Centre was an interesting development, no weight could be given to this in deciding on this application
- Under Paragraph 116 of the NPPF, Councils were not able to question the need for an electronic communications system, but could question the need for a specific site, as had occurred under policy DM36.
- In terms of the health impact of radiation from masts, the NPPF made clear that the health safeguarding standards should not be any different to international ones
- Officers believed there would be less than substantial harm to the Conservation Area and that in the search area there were no other installations that could be shared.
- In relation to potential harm to trees, officers had not received any advice that they would be adversely affected by radiation. The impact on trees has been considered in correspondence with the arboricultural colleagues, and a condition had been advised.
- Councillors' concerns were noted about the need for adequate photo evidence. Officers would revisit this issue
- The possibility of future development and its impact on this proposed development was noted but would be speculation and could not be considered by the Committee
- The telecommunications equipment was being installed on an existing commercial building, not a residential one.

Councillors made the following comments:

- This equipment is necessary for modern life and this seemed to be the only suitable site. The impact on the Conservation Area was limited and therefore it should be supported
- Whilst the technical advice had to be taken on its merits, there were nevertheless concerns about visual amenities and balancing these with mobile phone coverage
- There are concerns with this application related to the impact on amenity
- On balance this application would have to be supported. Any possible future development at Clifton Down Shopping Centre would present far greater problems



Councillor Richard Eddy moved, seconded by Councillor Mike Davies and upon being put to the vote, it was

RESOLVED (unanimously of those present) – that the application be approved subject to the conditions set out in the report.

11 Date of Next Meeting

The Committee noted that the next meeting was scheduled for 2pm on Wednesday 27th January 2021 as a remote zoom meeting.

Meeting ended at 4.15 pm

CHAIR _____



DEVELOPMENT CONTROL COMMITTEE B

25th February 2021

REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE

LIST OF CURRENT APPEALS

Householder appeal

Item	Ward	Address, description and appeal type	Date lodged
1	St George Troopers Hill	42 Nicholas Lane Bristol BS5 8TL A single storey extension is proposed to the rear of the property with a roof terrace accessed from the rear bedroom. Appeal against refusal Delegated decision	12/10/2020
2	St George West	1 Ebenezer Street Bristol BS5 8EF Conversion and extension of outbuilding, to from ancillary accommodation and associated works. Including raised eaves of roof to east elevation (amendment to consent granted under app.no. 19/00429/H). Appeal against refusal Delegated decision	07/12/2020
3	Bedminster	53 Ruby Street Bristol BS3 3DX Application for variation of condition no. 2 (List of Approved Plans) of permission 20/00813/H - rear roof extension - now proposed amendment to external material from render to timber. Appeal against refusal Delegated decision	09/12/2020
4	Bishopsworth	1 Little Headley Close Bristol BS13 7PJ Two storey side and single storey rear extensions. Appeal against refusal Delegated decision	11/12/2020
5	St George Troopers Hill	3 Northfield Road Bristol BS5 8PA Two storey side extension, to provide additional living space. Appeal against refusal Delegated decision	12/01/2021

6	Southmead	26 Charlton Road Brentry Bristol BS10 6NG Demolition of outbuilding and erection of two storey side extension. Appeal against refusal Delegated decision	12/01/2021
7	Avonmouth & Lawrence Weston	5 Wellington Mews Bristol BS11 9YN Replace 2.no rooflights with single dormer roof extension to front elevation. Appeal against refusal Delegated decision	12/01/2021
8	Redland	8 Zetland Road Bristol BS6 7AE Erection of single-storey rear extension and external alterations to sui generis HMO. Appeal against refusal Delegated decision	22/01/2021
9	Hillfields	6 Esson Road Bristol BS15 1NP Proposed two storey rear extension. Appeal against refusal Delegated decision	28/01/2021
10	St George Central	278 Two Mile Hill Road Bristol BS15 1AT Formation of dropped kerb. Appeal against refusal Delegated decision	29/01/2021
11	Hartcliffe & Withywood	3 Four Acres Bristol BS13 8NQ Demolition of existing garage and erection of single storey side extension. Extend roof canopy over front door/window on front elevation. Appeal against refusal Delegated decision	29/01/2021

Informal hearing

Item	Ward	Address, description and appeal type	Date of hearing
12	Southville	Former Pring And St Hill Ltd Malago Road Bristol BS3 4JH Redevelopment of the site to provide 74 No. student cluster units and 40 No. affordable housing units (social rented), flexible ground floor community/commercial use (Use class A1-A5/D1/B1). Landscaping , access and public realm works and associated works to the Malago Road. (Major Application) Appeal against refusal Committee	15/12/2020

13	Southville	Former Pring And St Hill Ltd Malago Road Bristol BS3 4JH Redevelopment to provide student accommodation across four development blocks, landscaping, access, public realm works and associated works to the Malago River. Appeal against non-determination Delegated decision	15/12/2020
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Public inquiry

Item	Ward	Address, description and appeal type	Date of inquiry
14	Southville	St Catherines Place Shopping Centre East Street Bedminster Bristol BS3 4HG Full planning application for comprehensive redevelopment of the site to provide mixed use development comprising 205 residential dwellings (Class C3), 1288sqm of new retail, leisure and commercial space including a cinema (Class A1, A3, D2), refurbishment of existing retail facilities together with parking and amenity space, vehicular access, servicing arrangements, public realm, landscaping and associated works. (Major). Appeal against refusal Committee	26/01/2021
15	Lawrence Hill	Land And Buildings On The South Side Of Silverthorne Lane Bristol BS2 0QD Phased development of the following: site wide remediation, including demolition; (Plot 1) outline planning permission with all matters reserved aside from access for up to 23,543m2 GIA of floor space to include offices (B1a), research and development (B1b), non-residential institution (D1) and up to 350m2 GIA floor space for cafe (A3); (Plots 2 and 3) erection of buildings (full details) to provide 371 dwelling houses (C3), offices (B1a), restaurants and cafes (A3); (Plot 4), redevelopment of 'Erecting Sheds 1A and 1B' (full details) to provide offices (B1a); (Plot 5) erection of buildings and redevelopment of 'The Boiler Shop' (full details) to provide a 1,600 pupil secondary school (D1); (Plot 6) erection of buildings (full details) to provide 693 student bed spaces (Sui generis); infrastructure, including a new canal side walkway and associated works. Committee	TBA

16	Lawrence Hill	<p>Land And Buildings On The South Side Of Silverthorne Lane Bristol BS2 0QD</p> <p>Redevelopment of the site for: (Plot 1) Removal of the Shed 4 western gable wall; (Plot 2) Removal of Shed 4 (excluding wall to canal), insertion of opening into boundary wall and lowering/removal of material; (Plot 3) Removal of Shed 3, removal of Sheds 2a-c; (Plot 4) Insertion of pedestrian access opening into the northern boundary wall of shed 1b, alterations to the South wall of Shed 1b/north wall of Shed 2b, Restoration/rebuild of Shed 1a; (Plot 5) Reduction in height of the walls attached to the North Gateway, removal of western Hammer Forge Wall, reduction of Northern Hammer Forge Wall, demolition and rebuild of Eastern Hammer Forge wall. Works to the Boiler Shop, including new openings in the Western gable end, replacement of asbestos cement roof, removal of post-war cladding and glazing between piers, internal works including new floor level; (Plots 2-5) Potential stabilisation to the early 19th century Feeder Canal rubble stone wall.</p> <p>Committee</p>	TBA
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Written representation

Item	Ward	Address, description and appeal type	Date lodged
17	Stoke Bishop	<p>Casa Mia Bramble Lane Bristol BS9 1RD</p> <p>Demolition of existing dwelling (Casa Mia) and erection of four detached residential dwellings with associated garages, refuse storage, internal access road and landscaping (resubmission of application 17/07096/F).</p> <p>Appeal against non-determination</p> <p>Delegated decision</p>	24/02/2020
18	Easton	<p>77 - 83 Church Road Redfield Bristol BS5 9JR</p> <p>Outline application for the erection of a four-storey building comprising 2no. ground floor retail units and 9no. self-contained flats at first, second and third floor levels, with matters of scale, layout and access to be considered (landscaping and design reserved).</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	12/05/2020
19	Frome Vale	<p>67 Symington Road Bristol BS16 2LN</p> <p>One bedroom single storey dwelling in the rear garden of the existing property.</p> <p>Appeal against refusal</p> <p>Delegated decision</p>	19/05/2020

20	Central	9A Union Street Bristol BS1 2DD Change of use of first and second floors from a Class A1 use (Retail) to a House in Multiple Occupation, with 7no. bedrooms (sui generis). Proposed solar panel array at roof level. Appeal against non-determination	30/06/2020
21	Clifton Down	41 Alma Vale Road Bristol BS8 2HL Enforcement notice appeal for use of ground floor and basement levels of building as domestic storage. Appeal against an enforcement notice	14/08/2020
22	Bishopston & Ashley Down	Land At 281A-D & 283A Gloucester Road Bishopston Bristol BS7 8NY Enforcement notice for the erection of canopy structure without planning permission. Appeal against an enforcement notice	28/08/2020
23	Redland	36 Woodstock Road Bristol BS6 7EP Erection of a structure on garage roof. Appeal against refusal Delegated decision	01/09/2020
24	Redland	36 Woodstock Road Bristol BS6 7EP Enforcement notice appeal for installation of timber/glazed structure at end of rear garden without planning permission. Appeal against an enforcement notice	01/09/2020
25	Henbury & Brentry	The Lodge Carriage Drive Bristol BS10 6TE Sycamore Tree T3 - Crown reduce canopy by a maximum of 30%. TPO 1148 Appeal against refusal Delegated decision	07/09/2020
26	Westbury-on-Trym & Henleaze	47 Henleaze Avenue Bristol BS9 4EU Retrospective application for removal of wall and formation of vehicular access and hardstanding. Appeal against refusal Delegated decision	16/09/2020
27	Westbury-on-Trym & Henleaze	47 Henleaze Avenue Bristol BS9 4EU Enforcement notice appeal for the removal of boundary wall and formation of parking space. Appeal against refusal	16/09/2020

28	Avonmouth & Lawrence Weston	6 Springfield Lawns Station Road Shirehampton Bristol BS11 9TY 6 x Lawson Cypress - Felling including stubbing out to the rear of 6 Springfield Lawns. TPO 097. Appeal against refusal Delegated decision	28/09/2020
29	Avonmouth & Lawrence Weston	122 Portview Road Bristol BS11 9JB Proposed demolition the existing buildings, erection of a three storey building to accommodate 6 no. flats. Appeal against refusal Delegated decision	30/09/2020
30	Eastville	12 Lodge Causeway Bristol BS16 3HY Change of use from existing family dwellinghouse (C3) to a House of Multiple Occupation (HMO) with 8 bed-spaces (sui generis), incorporating a single-storey rear extension and all associated works. Appeal against refusal Delegated decision	12/10/2020
31	Filwood	Inns Court Avenue Bristol Application to determine if prior approval is required for a proposed telecommunications upgrade. Proposed 20.0m AGL Phase 7 monopole c/w wraparound cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	16/10/2020
32	Cotham	24 Cotham Vale Bristol BS6 6HR Enforcement notice appeal without planning permission the change of use of the property to a HMO. Appeal against an enforcement notice	21/10/2020
33	Clifton Down	6-8 Belgrave Hill Bristol BS8 2UA Proposed development of a single dwelling (Use Class C3) with associated external works (Self Build). Appeal against refusal Committee	26/10/2020
34	Clifton	31 West Mall Bristol BS8 4BG Application for a Certificate of Existing Use/Development - use of upper floors as self contained maisonette. Appeal against refusal Delegated decision	02/11/2020

35	St George Central	61 Cecil Avenue Bristol BS5 7SE Extension of existing house to create 4no. self-contained flats and 1no. single-dwelling house, with associated works. Appeal against refusal Delegated decision	02/11/2020
36	Hotwells & Harbourside	173 - 175 Hotwell Road Bristol BS8 4RY Demolition of existing lock-up garage and construction of residential apartment building containing 8 units over car park, refuse, recycling & bicycle storage. Appeal against refusal Delegated decision	10/11/2020
37	Windmill Hill	Telecoms Site Adj To Open Space Bushy Park Bristol Proposed Phase 7 monopole c/w wraparound cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	11/11/2020
38	Hengrove & Whitchurch Park	84 Westleigh Park Bristol BS14 9TQ First floor extension to form new 1 bed dwelling. Appeal against refusal Delegated decision	25/11/2020
39	Hartcliffe & Witherwood	181 Highridge Green Bristol BS13 8AA New dwellinghouse within the existing curtilage. Appeal against refusal Delegated decision	30/11/2020
40	Hengrove & Whitchurch Park	1 Maidenhead Road Bristol BS13 0PS New dwelling to side of existing with removal of garages and outbuildings. Appeal against refusal Delegated decision	01/12/2020
41	Eastville	15 Bridge Street Eastville Bristol BS5 6LN Enforcement notice appeal for the erection of a two storey rear extension with door access onto the roof from first floor level to rear without planning permission. Appeal against an enforcement notice	01/12/2020
42	Southville	Unit A & B Baynton Road Bristol BS3 2EB Erection of building three storey building containing 7no. residential flats, and associated works. Appeal against refusal Delegated decision	03/12/2020

43	Frome Vale	10 Probyn Close Bristol BS16 1JR Erection of 2 Bedroom Dwelling (Self Build). Appeal against refusal Delegated decision	03/12/2020
44	Frome Vale	Open Space Gill Avenue Bristol Proposed telecommunications installation: Proposed 20m Phase 8 Monopole C/W wrapround Cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	07/12/2020
45	Hotwells & Harbourside	13/15 St Georges Road Bristol BS1 5UU Proposed construction of 1no. ground floor retail unit (Use Class A1) and 3no. one bed flats (Use Class C3). Appeal against refusal Delegated decision	14/12/2020
46	Southville	215 North Street Bedminster Bristol BS3 1JH Demolishing existing single storey building and replacement with new two storey residential unit. Appeal against refusal Delegated decision	15/12/2020
47	Clifton	Beaufort Cottage Suspension Bridge Road Bristol BS8 4AN Single storey front extension. Appeal against refusal Delegated decision	18/12/2020
48	Redland	7 Belvedere Road Bristol BS6 7JG Change of use from 3 x flats to a 17 x bed extension to the nursing home at 8-9 Belvedere Road. Appeal against refusal Committee	23/12/2020
49	Clifton Down	175 Whiteladies Road Bristol BS8 2RY Proposed replacement the current valley roof with a new attic roof, to form two bedrooms and to form a new bathroom over the present rear extension. Appeal against refusal Delegated decision	29/12/2020
50	Bishopsworth	58 Dancey Mead Bristol BS13 8DF To erect an attached house. Appeal against refusal Delegated decision	30/12/2020

51	Hotwells & Harbourside	13/15 St Georges Road Bristol BS1 5UU Proposed construction of 1no. ground floor retail unit (Use Class A1) and 3no. one bed flats (Use Class C3). Works include the partial demolition of the rear wall Appeal against refusal Delegated decision	30/12/2020
52	Westbury-on-Trym & Henleaze	7A North View Bristol BS6 7PT Erection of rear roof extension to create 1 no. new flat (Class C3) - resubmission of planning application ref: 19/05608/F. Appeal against refusal Delegated decision	07/01/2021
53	Hengrove & Whitchurch Park	32 Widcombe Bristol BS14 0AS Erection of new 2 bed dwelling attached to side of existing house. Appeal against refusal Delegated decision	18/01/2021
54	Westbury-on-Trym & Henleaze	Orange Mast Lime Trees Road Bristol BS6 7XW Application to determine if prior approval is required for a proposed - Monopole and cabinets to be installed. Appeal against refusal Delegated decision	18/01/2021
55	Clifton Down	23 Burlington Road Bristol BS6 6TJ Replacement of 3no. aluminium windows to the front elevation, at mansard roof level, with 3no.double glazed single pane sliding aluminium windows. Replacement of rear first and second storey aluminium windows with 6no. six pane double glazed timber sash windows. Appeal against refusal Delegated decision	25/01/2021
56	Clifton Down	23 Burlington Road Bristol BS6 6TJ Replacement of 3no. aluminium windows to the front elevation, at mansard roof level, with 3no.double glazed single pane sliding aluminium windows. Replacement of rear first and second storey aluminium windows with 6no. six pane double glazed timber sash windows. Appeal against refusal Delegated decision	25/01/2021
57	Central	6 Pipe Lane City Centre Bristol BS1 5AJ Proposed single storey rear extension, replacement rear windows, addition of secondary glazing and internal alterations. Appeal against refusal Delegated decision	26/01/2021

58	Central	6 Pipe Lane City Centre Bristol BS1 5AJ Proposed single storey rear extension, replacement rear windows, addition of secondary glazing and internal alterations. Appeal against refusal Delegated decision	26/01/2021
59	Eastville	4 Island Gardens Bristol BS16 1BU Application for a Certificate of Proposed Development - detached outbuilding. Appeal against refusal Delegated decision	29/01/2021
60	Stockwood	211 Whittock Road Bristol BS14 8DB Proposed 2 bed, two storey single dwelling house, attached to the side of the existing property. Appeal against refusal Delegated decision	01/02/2021
61	Cotham	Ground Floor Flat 3 Victoria Walk Bristol BS6 5SR New window to side elevation. Appeal against refusal Delegated decision	01/02/2021
62	Clifton Down	Whiteladies Residential Home 22 Redland Park Bristol BS6 6SD Proposed demolition of coach house and conversion of Nursing Home into one 1 bedroom (2 bedspace) flat four 2 bedroom (3 bed space) flats, two 2 bedroom (4 bed space) flats, one 3 bedroom (6 bed space) flat and the rebuilding of the two storey coach house to form a new 2 bedroom (4 bed space) cottage, with associated bin and cycle storage and parking. Appeal against refusal Delegated decision	03/02/2021
63	Redland	125 Redland Road Bristol BS6 6XX Replace existing upvc top hung dormer windows at second floor level and replace with enlarged dormer windows with side hung timber windows. Appeal against refusal Delegated decision	08/02/2021
64	Ashley	The Jamaica Inn 2 - 4 Grosvenor Road Bristol BS2 8XW Outline planning application (including consideration of Access, Appearance, Layout and Scale) for the demolition of the existing building and the erection of 10 no. self-contained flats (Use class C3) with associated cycle storage, private amenity space and refuse storage. Appeal against refusal Delegated decision	08/02/2021

65	Bishopston & Ashley Down	7 Selborne Road Bristol BS7 9PH Enforcement notice appeal for development not in accordance with the plans approved as part of planning permission 19/00729/H. Appeal against an enforcement notice	08/02/2021
66	Henbury & Brentry	The Hazels Sheepwood Road Bristol BS10 7BS T3 conifer cypress - Fell.(TPO 398) Appeal against refusal Delegated decision	10/02/2021

List of appeal decisions

Item	Ward	Address, description and appeal type	Decision and date decided
67	Ashley	Block C Fifth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C5 - 5 Units. Appeal against refusal Delegated decision	Appeal allowed 08/01/2021
68	Ashley	Block B First Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B1 - 4 unit. Appeal against refusal Delegated decision	Appeal dismissed 08/01/2021
69	Ashley	Block B Fourth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B4 - 3 Units Appeal against refusal Delegated decision	Appeal dismissed 08/01/2021
70	Ashley	Block B Fifth Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block B5 - 4 Units Appeal against refusal Delegated decision	Appeal allowed 08/01/2021

71	Ashley	Block C First Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C1 - 5 units Appeal against refusal Delegated decision	Appeal dismissed 08/01/2021
72	Ashley	Block C Fourth Floors Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C4 - 5 units. Appeal against refusal Delegated decision	Appeal allowed 08/01/2021
73	Ashley	Ground Floor Hamilton House 80 Stokes Croft Bristol BS1 3QY Notification for Prior Approval for a proposed change of use of a building from use class B1 (Office) to a dwellinghouse (Class C3). Block C, Ground Floor - 1 Unit. Appeal against refusal Delegated decision	Appeal allowed 08/01/2021
74	Central	Slug & Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Replacement internally illuminated oval sign above passage way entrance from Corn Street and internally illuminated wall mounted menu box sign within passageway. New externally illuminated projecting sign to Corn Street frontage. Appeal against refusal Delegated decision	Appeal allowed 28/01/2021
75	Central	Slug & Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Externally illuminated hanging sign adjacent to gated passageway from Corn Street and internally illuminated menu box within passageway. Internally illuminated oval sign, above metal entrance gate from Corn Street. Appeal against refusal Delegated decision	Appeal allowed 28/01/2021
76	Central	Slug And Lettuce 26 - 28 St Nicholas Street Bristol BS1 1UB Refurbishment of existing customer external seating area to include provision of two wooden pergolas and a seating Appeal against refusal Delegated decision	Split decision 05/02/2021
77	Stockwood	2 Harrington Road Bristol BS14 8LD Erection of detached house and associated parking on land to the rear of 2 & 4 Harrington Road, Stockwood. (Self build). Appeal against refusal Delegated decision	Appeal dismissed 14/01/2021

78	Stockwood	2 Harrington Road Bristol BS14 8LD Erection of 2-bed detached house and associated parking on land to the rear of 2 & 4 Harrington Road, Stockwood. (Self Build). Appeal against refusal Delegated decision	Appeal dismissed 14/01/2021
79	Brislington West	Wyevale Garden Centre Bath Road Brislington Bristol BS31 2AD Creation of hardstanding for the purpose of ancillary storage. Appeal against refusal Delegated decision	Appeal dismissed 17/12/2020
80	Redland	44 - 46 Coldharbour Road Bristol BS6 7NA Conversion of existing buildings from mixed use retail (ground floor) with residential maisonette (first and second floor) to five residential flats (4 no. additional flats) with building operations including ground and roof extensions, and roof terraces. Appeal against refusal Delegated decision	Appeal dismissed 17/12/2020
81	Bishopston & Ashley Down	281 Gloucester Road Bishopston Bristol BS7 8NY Erection of canopy and metal glazed enclosure to the existing outdoor seating area to the front of the premises. Appeal against non-determination Delegated decision	Appeal dismissed 13/01/2021 Costs not awarded
82	Frome Vale	110 Oldbury Court Road Bristol BS16 2JQ Demolition of an existing garage and erection of 3 new houses within the garden of an existing end of terrace property. Appeal against refusal Delegated decision	Appeal dismissed 18/12/2020
83	Ashley	79 Effingham Road Bristol BS6 5AY Enforcement notice appeal for formation and use of roof as outdoor amenity area/roof terrace including installation of railings. Appeal against an enforcement notice	Appeal dismissed 18/12/2020
84	Ashley	79 Effingham Road Bristol BS6 5AY First floor balcony over flat roof rear extension, with part roofed area and privacy screening. Appeal against refusal Delegated decision	Appeal allowed 18/12/2020

85	Avonmouth & Lawrence Weston	Giant Goram Barrowmead Drive Bristol BS11 0JT Demolition of the former Giant Goram public house and the development of 7 dwellings with associated private amenity space and parking. Appeal against refusal Delegated decision	Appeal dismissed 04/02/2021
86	Avonmouth & Lawrence Weston	26 Woodwell Road Bristol BS11 9UW Erection of extension to create a single dwellinghouse with associated works. Appeal against refusal Delegated decision	Appeal dismissed 18/12/2020
87	Avonmouth & Lawrence Weston	8 St Andrews Road Avonmouth Bristol BS11 9EU Change of use from single dwelling house, to two self-contained 2no. bed flats (Retrospective). Appeal against refusal Delegated decision	Appeal dismissed 03/02/2021
88	Eastville	2 Welsford Road Bristol BS16 1BS Two storey side extension to form a 3 bedroom separate dwelling. Two storey rear extension and loft conversion and landscaping in the rear garden with log cabin. Appeal against refusal Delegated decision	Appeal dismissed 04/12/2020
89	Central	Telecoms Installation St Clements House Marsh Street City Centre Bristol Application to determine if prior approval is required for a proposed - Telecommunications equipment. Appeal against refusal Delegated decision	Appeal dismissed 22/12/2020
90	Bishopston & Ashley Down	11 Beloe Road Bristol BS7 8RB Demolition of existing garage and replacement with new double storey side extension. Appeal against refusal Delegated decision	Appeal allowed 15/01/2021
91	Bedminster	35 British Road Bristol BS3 3BS Proposed rear dormer window together with balcony and velux windows. Appeal against refusal Delegated decision	Appeal dismissed 08/12/2020

92	Avonmouth & Lawrence Weston	Telecommunications Mast Smoke Lane Bristol BS11 9BP Proposed Telecommunications upgrade. Proposed 20.0m AGL Phase 7 monopole c/w wrapround cabinet at base and associated ancillary works. Appeal against refusal Delegated decision	Appeal dismissed 08/12/2020
93	Lawrence Hill	1 Milsom Street Bristol BS5 0SS First floor extension to rear, with external staircase, and light well to front. Appeal against refusal Delegated decision	Appeal dismissed 10/12/2020 Costs not awarded
94	Horfield	6 Filton Grove Bristol BS7 0AJ Proposed 2 bedroom house. Appeal against refusal Delegated decision	Appeal dismissed 27/01/2021
95	Lawrence Hill	Unit 5 & 6 Marketside Industrial Site Albert Road Bristol BS2 0WA Upgrade of 1no. poster panel to digital LED display advertisement (single-sided). Appeal against refusal Committee	Appeal allowed 23/12/2020
96	Brislington West	2 Gotley Road Bristol BS4 5AS Demolition of existing garage and boundary wall and construction of new garage with loft annex and new boundary wall. Appeal against refusal Delegated decision	Appeal allowed 19/01/2021
97	Southmead	183 Ullswater Road Bristol BS10 6ED Two storey side extension to accommodate a 4no. bed dwelling. Appeal against refusal Delegated decision	Appeal dismissed 01/02/2021
98	Clifton Down	85 Whiteladies Road Bristol BS8 2NT Partial demolition of modern brick rear wall and construction of a 2-storey building for use as a 6 bedroom HMO (sui generis student use) with associated refuse and cycle storage. Appeal against refusal Committee	Appeal allowed 18/01/2021 Costs not awarded

99	Clifton Down	85 Whiteladies Road Bristol BS8 2NT Partial demolition of modern brick rear wall and construction of a 2-storey building for use as a 6 bedroom HMO (sui generis student use) with associated refuse and cycle storage. Appeal against refusal Committee	Appeal allowed 18/01/2021 Costs not awarded
100	Brislington East	20 Birchwood Road Bristol BS4 4QH New flat-topped mansard roof with dormer windows as a third storey set-back from existing parapet and single storey rear ground floor extension. Appeal against refusal Delegated decision	Appeal dismissed 20/01/2021

DEVELOPMENT CONTROL COMMITTEE B
25th February 2021

REPORT OF THE DIRECTOR: DEVELOPMENT OF PLACE
LIST OF ENFORCEMENT NOTICES SERVED

Item	Ward	Address, description and enforcement type	Date issued
1	Bishopston & Ashley Down	7 Selborne Road Bristol BS7 9PH Development not in accordance with the plans approved as part of planning permission 19/00729/H. Enforcement notice	06/01/2021

Development Control Committee B 25 February 2021

Report of the Director: Development of Place

Index

Planning Applications

Item	Ward	Officer Recommendation	Application No/Address/Description
1	Central	Grant subject to Legal Agreement	20/00433/F - The Hawthorns Woodland Road Bristol BS8 1UQ Demolition of existing structures and redevelopment of the site to accommodate a new University of Bristol Library to include archive and collections space, a cultural collections centre, research facility, working and study spaces, exhibition and events spaces and cafe. The creation of an enhanced public realm within the surrounding area between Woodland Road junction with Tyndall Avenue, Elton Road and St Michael's Park; with associated works (Major Application).
2	Lockleaze	Grant	20/04821/X - Stoke Park Park Road Stapleton Bristol Application for variation of Condition Nos 8 (Materials) and 17 (list approved plans) following grant of planning permission 19/01213/FB for the proposed development of a formal access route through Stoke Park estate from Sir Johns Lane (Bristol) to Jellicoe Avenue (South Gloucestershire) including access works at Stanfield Close, Romney Avenue and Long Wood Meadows, following historic route and former carriage ride, comprising self-binding gravel surfaced path and associated works.
3	Southville	Grant	20/04645/F - 2 Alpha Road Bristol BS3 1DH Proposed additional residential dwelling to replace the consented commercial unit (amending 16/03638/F, as varied by 19/01144/X and 19/05993/X) with associated works.

Development Control Committee B – 25 February 2021

ITEM NO. 1

WARD: Central

SITE ADDRESS: The Hawthorns Woodland Road Bristol BS8 1UQ

APPLICATION NO: 20/00433/F Full Planning

DETERMINATION DEADLINE: 30 October 2020

Demolition of existing structures and redevelopment of the site to accommodate a new University of Bristol Library to include archive and collections space, a cultural collections centre, research facility, working and study spaces, exhibition and events spaces and cafe. The creation of an enhanced public realm within the surrounding area between Woodland Road junction with Tyndall Avenue, Elton Road and St Michael's Park; with associated works (Major Application).

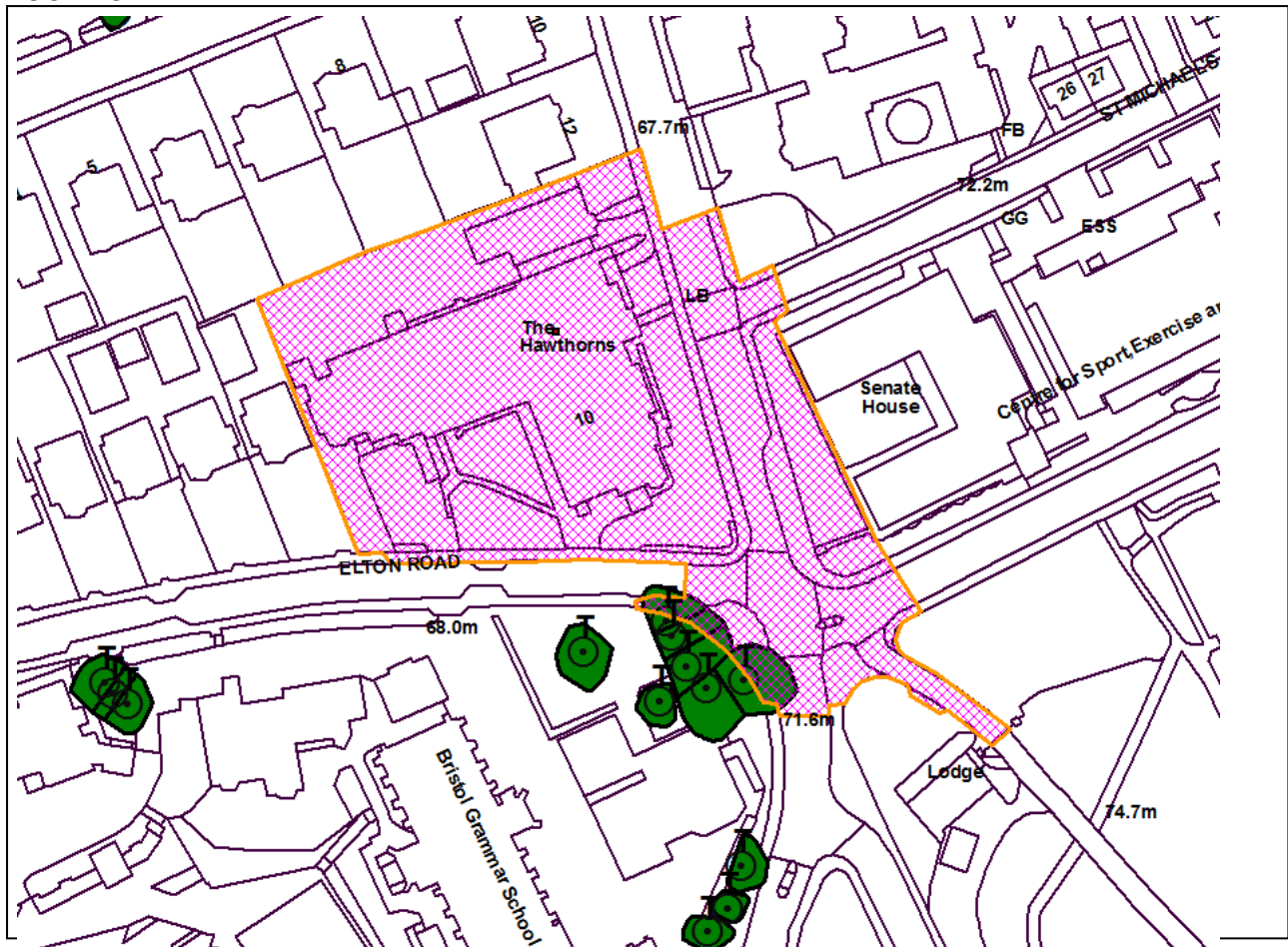
RECOMMENDATION: GRANT subject to Planning Agreement

AGENT: CSJ Planning Consultants Ltd
1 Host Street
Bristol
BS1 5BU

APPLICANT: University Of Bristol
Senate House
Tyndall Avenue
Bristol
BS8 1TH

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

LOCATION PLAN:



Development Control Committee B – 25 February 2021
Application No. 20/00433/F : The Hawthorns Woodland Road Bristol BS8 1UQ

BACKGROUND NOTE

Members will recall that this application was to be considered at the Development Control (B) Committee Meeting on 16th September 2020. The application was withdrawn from the Committee Agenda by the Director, Development of Place, in order to allow for further assessment of the impacts of the proposed development on St. Michael's Hill and also to consider the relationship with works that are proposed as part of the Emergency Action Travel Fund (EATF) in the local area.

Transport Development Management (TDM) have advised that their previous technical assessment of the University Library application and its associated highway works still stands, regarding the impact of the proposals on surrounding streets.

In July 2020 the Government issued a new Policy Paper 'Gear Change: a bold vision for cycling and walking'. This emphasises the importance of active travel in transport and public health terms, particularly in the light of Covid-19, and highlights the tools with which to achieve it.

Liveable neighbourhoods (LNs) are included in this strategy, as a tool which can be used to reduce through traffic in local neighbourhoods, through the implementation of traffic restrictions, such as road closures and prohibited movements, and active travel measures, such as pedestrian and cycling priority schemes. The aim is to provide infrastructure to make walking and cycling an attractive and convenient choice for all users in their local environment, whilst maintaining access but removing unnecessary traffic.

In response to these changes from Government and the funding available the Council has progressed several schemes and has proposed a number of point closures which will contribute to the delivery of LNs in the future. This approach was taken as it was not possible to deliver full LN schemes in the time available. Moving forward the Council's approach is to bring forward LNs across the city and the Council will be developing its policy for this over the next year.

The application proposes closing Woodland Road to facilitate improved public realm around the new library, reducing the impact of traffic and encourage more sustainable trips to the library. Whilst this approach is supported as per the advice provided by TDM, it does not meet the needs of the current Council approach with regards to LNs that has evolved over the past 6 months. Road closures will have knock on impacts on surrounding roads and while these can be mitigated as proposed in this application, a single point closure will not bring the wider benefits desired as part of a LN.

With this in mind, the Council is likely to require that this scheme be brought forward as part of a wider LN scheme for the area encompassing other routes and linked to the NCN (National Cycle Network) route 4 that runs along Woodland Road into the city centre.

The closure of Woodland road is dependent on a Traffic Regulation Order (TRO) and while the Council cannot predetermine the outcome of a TRO it has been made clear to the applicant that any closure of Woodland Road would need to be considered in the context of a wider LN scheme and this will be a factor in the determination of the TRO for the proposed road closure.

The Council has suggested working together with the University and other stakeholders on a wider LN scheme and will continue these discussions irrespective of the decision on the current planning application. The University is providing funding for a LN study as part of its application which will inform the future approach to LNs in the area.

Development Control Committee B – 25 February 2021
Application No. 20/00433/F : The Hawthorns Woodland Road Bristol BS8 1UQ

The full report on the application now follows:

SUMMARY

The application proposes a large new 'landmark' library building and an extended area of public realm within its immediate proximity that will create a new, identifiable entrance to the University. The site lies within the University Precinct, within which development that supports the consolidation and expansion of the University is given considerable weight in planning policy.

The site is located within the Whiteladies Road Conservation Area and at the edge of the Tyndall's Park Conservation Area and is close to a number of listed buildings, most notably the Bristol Grammar School to the south of the site.

As the site is within the University Precinct and the development is a key part of the future development of the University, officers are generally supportive of the proposals. It should be noted that the development proposals have been subject to lengthy discussion and negotiation both during the course of two pre application submissions and during the lifetime of the application itself. This resulted in major changes to the design before the application was submitted, and the introduction of a segregated cycleway through the proposed new pedestrian square as well as other highway revisions.

It is noted that there is a significant level of support for the development, but there is also a high level of concern over aspects of the scheme including the related highway proposals, the impact of the development on Bristol Grammar School, and design and heritage issues. There would be harm to heritage assets and this needs to be balanced against the benefits the proposal would bring. The harm would be caused by the size of the building and the impact this would have on the character of the Whiteladies Road Conservation Area and the listed Bristol Grammar School.

As such, in coming to a decision on the application, Members will need to balance the public benefits of the development against the harm that would result from the proposal. In this respect, the benefits include the improvement of facilities at the University, which in supporting the University in turn contributes to the economy of Bristol; the delivery of a building and new public realm of outstanding design; the regeneration of a rather negative site within the Conservation Area; improved public transport provision and public access to the University's Theatre and Special Collections.

The harm is considered to be outweighed by these public benefits. The proposal would significantly enhance the townscape and environmental value of the street scene, delivering a high quality place that meets with the planning policy aims for the area.

SITE DESCRIPTION

The site lies in a central location within the identified 'University Precinct' in the Bristol Core Strategy, at the junction of Tyndall Avenue, Woodland Road, Elton Road, University Walk and Royal Fort Gardens.

To the south of the site across Elton Road is the Grade II listed Bristol Grammar School (BGS). To the east across Woodland Road, lies Senate House which rises 7 storeys from street level. To the south-east (across the junction) is Royal Fort Gardens and the Grade II listed HH Wills Physics building and

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tower. To the north and west of the site (adjacent to the site boundary) are the buildings and gardens of the largely 3 storey villas on Priory Road (owned by the University) and Elton Road (owned by BGS).

The Hawthorns, which occupies the site, is a five storey amalgamated block of Victorian villas that has seen significant and generally unsympathetic alteration over the last 100 years, and was last used as a hall of residence and canteen.

The site is at an elevated position within Bristol and has the potential to be visible from many city locations.

There are a number of on and off-street parking bays and bus stops within the site area. BGS park their coaches close to the junction of Woodland Road and Elton Road. In addition, National Cycle Network Route 4 passes along Woodland Road.

The site lies within the Whiteladies Road Conservation Area, and directly opposite the Tyndall's Park Conservation Area to the south and east. In addition to the Bristol Grammar School and HH Wills Physics Building, other listed structures include the Royal Fort Piers and Gates (Grade II) which lead into Royal Fort Gardens, and a locally listed World War II pillbox, located on the corner of Woodland Road and St Michael's Park.

RELEVANT HISTORY

The planning history of the site is long but relates largely to minor works and changes to The Hawthorns. Three applications of relevance are as follows:

17/06169/F: Tyndall Avenue Public Realm

This application sought the comprehensive redevelopment of Tyndall Avenue and associated works to St Michael's Park. The application was withdrawn in favour of the public realm scheme now submitted with the current application.

18/00861/F: Infill Extension to Senate House

Consent was granted on 2nd August 2018 for a prominent glazed extension and entrance to Senate House, now under construction. The space created will be used as a canteen and events area and will become a new 'active' ground floor use fronting Woodland Road. This is likely to result in increased pedestrian movements to this aspect of the building.

20/00197/F: Senate House Public Realm

The withdrawal of the Tyndall Avenue Public Realm resulted in a requirement to provide the new extension to Senate House with an area of public realm and appropriate access. This was to be provided for by the current application, however due to programme delays a separate application was submitted and granted consent on 27th May 2020.

18/06215/PREAPP and 19/04808/PREAPP

Two consecutive pre applications were submitted to obtain advice on the emerging proposals for the library and associated public realm. The first pre-application enquiry set out the University's brief with initial concept ideas. The second pre-application built on the content of the first pre-application enquiry. It contained an update of the scheme and was arranged as a response to formal comments received during the consultation process from Bristol City Council and other external consultees.

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The advice given was that the principle of demolishing the existing Hawthorn building, to be replaced by new library facilities within a much larger 'landmark' building displaying excellence in design quality was supported.

In terms of design, significant changes were made to the massing of the proposed building following the initial pre application. It was considered that the design shown in the second pre application submission had moved on considerably since the first iteration and could become a notable addition to the City's assets. The concerns expressed were matters of detailed design and the need to fully address conservation matters, rather than any fundamental issue with the approach being taken.

During the pre-application process, the emerging proposals were presented on two occasions to the Bristol Urban Design Forum (BUDF) who supported the proposals.

APPLICATION

The application proposes the redevelopment of The Hawthorns and its replacement with a new library for the Arts and Social Sciences Faculty, and to support and enhance the services offered by the broader library and student centres network. It will provide services, study spaces, programmes and events.

Together with the Arts and Social Sciences collection, the library will accommodate the 'Cultural Collections', consisting of the Special Collections and the Theatre Collection. The Theatre Collection has been granted 'Archive Service Accreditation' and listed as a 'Designated Collection'. This designation scheme identifies collections held in England's museums, libraries and archives that are of outstanding importance and value.

The requirements of users of the library would be met through use of technology, media and content, print and electronic collections, programmes, events and exhibitions, in an environment that has been designed to be adaptable to change.

Primary facilities would include:

- 2,000 study seats ranging from quiet individual to collaborative study spaces;
- Accommodation for 420,000 books and 70,000 journals;
- Cultural Collections Centre;
- Event and exhibition spaces;
- Café

The building would have two accessible outdoor spaces; one within a planted reading garden to the rear and the other from a south-facing viewing terrace.

Public Access

The new library will provide a range of publicly accessible functions at ground floor including a café, gallery and exhibition spaces, events space for talks and general events, as well as the Cultural Collections Centre. The gallery spaces will have a programme of exhibitions co-produced with communities and civic, national and international partners that will be open to the public.

The Cultural Collections Centre will be used to support wellbeing, teach skills and deliver social outcomes through learning opportunities, creative projects and volunteering.

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Scale and Massing

The proposed building has a floorspace of 14,320 square metres across a total of nine storeys: seven storeys above ground and two below-ground. A basement level was added during pre application consultation to minimise the amount of above-ground massing while maintaining user space requirements.

The mass of the building is laid out in a series of volumes in an attempt to address historic context and local design language, address the transition in height from the Elton Road villas to Senate House and express landmark prominence at this important gateway site to the University Precinct.

The main principles behind the design are defined by the applicant as:

- Stepping the building, so form and massing can specifically relate in scale to local context.
- Fanning to breakdown scale and create a series of subtle elevations.
- Work with the existing street curve of Elton Road, following the existing building line but closing the view with appropriate scaled elevations culminating in the landmark 'beacon'.
- Campus Heart / Public Realm; the form and massing of the proposals seek to facilitate a high-quality gateway building.
- Composition of massing more closely related in scale and grouping to high quality iconic Edwardian buildings than monolithic modern structures.
- Dynamic interplay of volumes with free-flowing ground floor, with clear definition of base, middle and top in a dynamic, contemporary manner.

The top volume is designed as a 'beacon': a reinterpretation of a traditional tower. It is intended to relate to the scale of both the physics building and the modernist buildings fronting Tyndall Avenue.

Enhanced Area of Public Realm

The development proposed will see the creation of an enhanced public realm on and surrounding Woodland Road between the junctions of Tyndall Avenue, Elton Road, St Michael's Park, University Walk and Royal Fort Gardens, and to the ancillary spaces surrounding the new library building. This will extend the provision of public open space in front of the building and connect the library to Senate House both visually and physically.

It is proposed that this part of Woodland Road would be closed to vehicular traffic except for bicycles and emergency vehicles. This would be achieved via Traffic Regulation Orders (TROs), which is a separate process to the determination of this planning application. As such, the street would remain as publicly accessible adopted highway under the legal control of the Council. Principle features of the proposed new public realm area include:

- Plaza: A flexible space at a key nodal point in the surrounding area. A forecourt to the library, providing seating and space for events
- Main Entrance: A generous level space at the main entrance
- Event Terrace: Space to provide opportunities for spill-out from the adjacent internal event space
- Café Terrace: External terrace for the café, as well as spill out/viewing space into internal exhibition space

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- Woodland Road Gardens: Quieter area providing seating opportunities and space to wait for bus
- New Public Space: Creation of a new vehicle-free space between the library and Senate House; creating improved pedestrian links between the two buildings
- Senate House Terrace: Provision of improved access and new terrace serving proposed atrium infill to Senate House
- Royal Fort Gardens: Improved pedestrian access and encouragement of visitors to enter historic gardens
- Road Carriageways: Reconfiguration of road carriageways and junctions to provide safer and improved pedestrian and cyclist experience

Transport and Access

In summary it is proposed to:

- Provide a service yard within the library
- Provide a net increase of 524 cycle spaces
- Remove The Hawthorns' 47 private parking spaces, provide 2 disabled parking bays, and one electric vehicle charging bay in the service yard
- Close a section of Woodland Road to traffic (except for emergency and maintenance vehicles) between Tyndall Avenue and St Michael's Park
- Provide a 3.0 metre two-way cycle track through the pedestrianised area, to maintain National Cycle Route 4
- Convert St Michael's Park to a one-way street (eastbound only) between its junction with Woodland Road and its most westerly junction with Osborne Villas
- Introduce two raised pedestrian crossings on Elton Road, located to support existing desire lines and act as a traffic calming measure
- Provide a new 'Bus Hub' on Tyndall Avenue, rationalising campus bus stops into one location
- Re-design the junction of Woodland Road / Tyndall Avenue / Elton Road to provide raised table and surface material differentiation.
- Prohibit entry to Tyndall Avenue from the west (except for buses and cycles)
- Convert Elton road to a one-way (westbound) traffic order (with eastbound contraflow cycle lane)
- Rationalise existing on-street car parking spaces. A net total of 11 spaces would be removed across all streets (existing capacity 86, reduced to 75)

The design team held discussions with BGS to establish the School's preference for coach parking. On the basis of this consultation and following discussion with the Council, the scheme provides space for two large coaches to park in Elton Road. This would be supplemented with additional coach bays for 'holding' coaches prior to their accessing Elton Road, located on the southern section of Woodland Road.

Trees

There are 89 individual and one group of trees within the development area. The proposed development would result in the loss of 8 trees and the planting of 38 trees across the development site.

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The landscaping provision provided as part of the development within the extended public realm area and library site would meet the Bristol Tree Replacement Standard requirements on replacement green infrastructure.

PRE APPLICATION COMMUNITY INVOLVEMENT

This applicant followed advice set out in Bristol City Council's approved Statement of Community Involvement, as well as NPPF guidance.

The consultation involved:

1. Early stakeholder briefing – December 2018
2. Engagement with students & staff, Bristol Youth Council and Bristol Grammar School – Spring/summer 2019
3. Main consultation including stakeholder presentation, staff/student drop-in and public drop-in events – October 2019
4. Bristol Urban Design Forum panel reviews
5. Young Urbanists presentation

The consultation was conducted in two rounds. In tandem with submission of the first pre-application inquiry to Bristol City Council, stakeholders were invited to an initial workshop in December 2018 to discuss the scope of the project and emerging design proposals.

The project team then continued to develop the design, engaging with its staff and students, undertaking ground investigations to understand the constraints and opportunities of the site, and discussing the initial proposals with the Council.

There was then a full round of consultation during October 2019 in line with the submission of the second pre-application inquiry.

In addition, the University's dedicated website was updated to incorporate information on the proposals for the new University Library. The University's new library website address was included on all communications material. Information about the consultation was also shared with over 60,000 alumni, via the University's monthly alumni e-newsletter.

In addition, the consultation arrangements were publicised through a media release and social media posts on Twitter and Facebook. A news release was also published on the New Library dedicated blog. This resulted in local media coverage, including BBC News Bristol, Bristol Live, and Bristol 24/7, as well as a number of social media posts.

Engagement and publicity

- Over 100 invitations issued to stakeholders and interest groups and more than 550 to local residents and businesses
- Consultation information was widely shared on University social media channels including twitter (81,000 followers) and Facebook (107,000 followers)

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- Bespoke communications were sent to group mailing lists reaching around 675 people via Theatre Collections and over 60,000 Alumni
- In addition to a number of faculty and staff meetings, over 20 individuals attended the two drop-in staff briefing sessions at Beacon House
- 32 people, representing a broad range of key stakeholder groups, signed in for the October key stakeholder session.
- There were over 1500 visits to the dedicated website page during the consultation period, resulting in 307 pdf downloads and 107 connections to the online survey
- 37 people signed in at the public consultation drop-in events plus many more additional visitors to the standalone displays at Beacon House and the Hawthorns throughout the consultation period
- 493 people submitted comments via the survey
- Additional feedback was received by email from alumni, staff & key stakeholders

Formal written responses were submitted by Bristol Civic Society, Bristol Urban Design Forum and Christmas Steps Arts Quarter

Feedback

Positive comments focused on:

- Publicly accessible spaces, exhibitions, cafe and public programmes
- Sustainability credentials
- Approach to try and calm traffic, reduce speed of bicycles, etc.

There were mixed views on a number of common themes, notably:

- Building design
- Movement and access / public realm proposals, particularly in terms of the proposed pedestrianisation of a section of Woodland Road
- Construction management

All key stakeholders supported the redevelopment of The Hawthorns and the construction of a new Library, but some still had concerns re height, massing and design, particularly in relation to surrounding buildings.

Feedback from the public consultation and responses from consultees have been considered by the project team, together with results of detailed site analysis and further technical reports, in order to inform the ongoing planning process.

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RESPONSE TO PUBLICITY AND CONSULTATION

PUBLIC RESPONSE

Site notices were erected and an advert placed in the local press. In addition more than 290 local addresses were notified of the proposals. Following amendments made to the original submissions a second round of consultation commenced in August, targeted at previous respondents.

In response, on the first consultation 268 comments were received. Leaving aside the comments which are detailed in full below, of the responses received 139 comments were in support of the proposals, 116 raised objections and 4 were neutral comments. An objection was received from Councillor Denyer as set out below.

The second consultation in August resulted in 63 comments, with 60 objections and 3 comments received in support of the proposals.

First Consultation

Councillor Denyer:

"Unfortunately I feel the need to submit an objection, but only regarding one aspect of the application - the treatment of the cycle route through the new pedestrianised square. I am doing this as both a local councillor for a ward that borders the site, and as someone who regularly cycles along Woodland Road.

I raised this concern during the consultation in October and I am frustrated at having to repeat myself.

Here's what I fed back in the consultation:

I am really worried about the shared pedestrian/cyclist space. This rarely works well. Please ensure you learn from the mistakes made in the city centre with the new area by the Hippodrome. Extremely poorly marked shared space which makes pedestrians and cyclists scared and annoyed on a daily basis. Please proactively seek input from walking and cycling interest groups and charities and try to do best practice. Please do not force different road users into conflict. Segregated routes are preferable, or if this is not possible, at least ensure VERY clear marking. Subtle symbols and subtle changes in pavement surface are NOT ENOUGH."

I am therefore very disappointed to discover that my advice has not been taken seriously, indeed the opposite, as the applicant is actively seeking to mimic the design that I advised against. See pages 40-41 of the Transport Assessment and Travel Plan

If the applicants, officers or committee do not realise how frustrating and unsafe the shared space by the Hippodrome is, I invite them to join me on a cycle through the area at evening rush hour.

This site forms part of national cycle route 4, through a former 'cycling city' that has declared a Climate Emergency, but we apparently still can't get safe segregated cycling routes right, and repeatedly force cyclists and pedestrians into conflict with one another, which helps no-one.

Please please please reconsider the treatment of this cycle route to make it segregated if possible, or at least much more clearly delineated.

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Bristol Grammar School

The comments of the School are as follows:

“This letter sets out Bristol Grammar School's concerns regarding the proposed development of the Hawthorns site. Our comments reflect the majority view of our governors, staff and parents. We wish this to be registered as a formal objection to the application as it stands.

As way of background, we have sought constructive dialogue with the University during the evolution of this development proposal but essentially the concerns we have raised have not been addressed in this application.

We do not object to the principle of redeveloping the Hawthorns site and the creation of an iconic building; however we have serious concerns regarding the safety and welfare of our pupils and, more generally, on the overbearing and harmful impact that the proposed development will have on the listed School premises and the wider Conservation Area.

We had hoped that discussions with the University would continue post-submission, but we have recently been advised that it no longer wishes to engage in proposed 3-way discussions with the Council. As such, the opportunity to resolve matters amicably through discussion appears to have been lost. Nevertheless, we shall be pleased to reconsider our objection if the issues raised in this letter are addressed to our satisfaction.

Transportation and Highways

The safety of our pupils (as young as four years) is paramount. The proposed re-modelling of the highways and spaces neighbouring the School, especially the proposed closure of Woodland Road, raise a number of fundamental concerns in this respect given the significant increase in pedestrian, cycle and vehicle flows that will occur as a result of the new library and associated facilities.

Furthermore, the proposals raise concerns over the impact upon the efficient day-to-day operation of the School. We summarise our concerns under the following headings:

Proposed Closure of Woodland Road and Increase in Traffic along Elton Road

The University has acknowledged that the proposed closure of Woodland Road will increase traffic on Elton Road. Our pupils cross Elton Road frequently when passing to and from the main School site and our teaching space in properties on the north side of the road. We are concerned for the safety of our pupils with regards to any increase in traffic along Elton Road.

The Transport Assessment (TA) submitted in support of the proposals predicts that in the peak periods, flows along Elton Road would increase by 30 vehicles per hour. However, we query the assumed redistribution of some existing trips along Woodland Road and believe that traffic flows at the Elton Road/Woodland Road/Tyndall Avenue junction and along Elton Road would be higher than that predicted.

The closure of Woodland Road will affect the routing of traffic to the School from the north-east and push traffic onto sensitive parts of the highway network (such as St Michaels Hill, Queen Avenue, Queens Road, The Triangle and Park Row) which already suffer from congestion. It is apparent that the wider consequences and impacts of closing Woodland Road have not been robustly tested within the application.

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The submitted TA states that the modelling undertaken for the proposed Clean Air Zone (CAZ) predicted a decrease in Average Annual Daily Traffic (AADT) of 100 vehicles on Elton Road. It is plainly evident that the impacts of the proposed closure of Woodland Road would negate any benefit to air quality on Elton Road resulting from the proposed CAZ. Clearly, potential reductions in local air quality are of significant concern to us given the young age of our pupils. The buildings on each side of this road are all naturally ventilated, and there are play areas for some of our youngest pupils at the front of the buildings immediately adjacent to the road that will be particularly affected.

Any increase in vehicular traffic will not only have an adverse impact on air quality but will add to noise pollution which is a particularly problematic in an educational environment.

Increase in Pedestrian and Cyclist Flows along Elton Road

The proposed development will lead to an increase in east/west pedestrian movements to and from the Hawthorns site. The submitted TA indicates a potential peak increase of 800 pedestrian movements per hour but does not provide an assessment of where these movements are expected to be from and the capacity of existing pedestrian infrastructure to accommodate such an increase.

Given the location of the development, it is expected that there will be a significant increase in pedestrian flows along Elton Road. There are existing capacity issues on Elton Road, and on the network beyond, at the times when peak student and pupil movements coincide. Pedestrians regularly have to step into the road to pass (the footpath reduces to only 1.35m in places).

This is exacerbated by the tendency of both students and pupils to walk in groups and the fact that north/south School pupil movements will clash with east/west student movements. We believe that the pavement widths should increase to facilitate the increased pedestrian movements from the Queens Road, Beacon House, and the University bus stops.

The review of Personal Injury Collision Data in the TA included an incident on Elton Road in which one of our staff stepped into the road and was struck by a cyclist, resulting in a broken wrist. In another incident, one of our pupils was hit by a student cyclist. We are aware of a number of other near misses on Elton Road and we are concerned that the increase in pedestrian, cycle and vehicle flows on Elton Road will significantly increase the risk of incidents involving our pupils.

There are no pedestrian crossing facilities existing or proposed at the bottom of Elton Road (where it meets Elmdale Road) and the provision of a crossing here would make the situation much better for pedestrians using Elton Road.

The University's Combined Travel Plan 2018-2023 indicates that between 2006 and 2016 staff numbers increased by 60%, undergraduate numbers have increased by 50% and postgraduate numbers have increased by 95%. We note that the University's Masterplan for this ten year period envisaged only minimal growth in staff and undergraduate numbers and just a 30% increase in postgraduate numbers. The Travel Plan also indicates that 71% of students and 43% of staff walk or cycle to the University. Therefore, our concerns relating to the proposed development are set within a context where there has already been a significant increase in the number of students and University staff walking and cycling along Elton Road and other local roads.

The application also lacks information on the future, especially when the existing library closes. Future development will impact further on traffic levels and routes. The cumulative position has not been considered in the application.

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School Drop-Off/Pick-Up and Coach Access

Our recent travel survey has shown that Elton Road is the main drop-off and pick-up location for pupils at the School, accounting for 45%-46% of car drop-off/pick-up trips respectively. Notwithstanding that we encourage sustainable travel choices, given the School's inclusive and diverse intake from across the greater Bristol area, it is inevitable that many of our pupils are reliant on being transported to and from School by private car because there is no public transport option.

Elton Road is also used by the School's coaches, which make a number of trips between the School and its off-site sporting facilities throughout the School day, and it is also used for School deliveries/servicing.

Therefore, any increase in flows on Elton Road, both pedestrian and vehicular, will have an impact on the day to day operation of the School.

Safety Issues with the Design of the Elton Road/Woodland Road/Tyndall Avenue Junction

Notwithstanding that we are fundamentally opposed to the principle of closing Woodland Road, for completeness we have reviewed the proposed design arrangements associated with this option.

The proposed raised table at this junction, situated directly adjacent to the pedestrianised section of Woodland Road, will lead to this junction effectively operating as a shared space - which are currently subject to a moratorium due to concerns regarding their safety.

No road markings are proposed at this junction and we consider this to be unsafe (a point that has already been raised by Cllr Denyer).

A National Cycle Route runs along Woodland Road. The proposed closure of Woodland Road to vehicular traffic but not to cycles may mean that car drivers travelling from Tyndall Avenue to Elton Road may pay less attention to cycles travelling southbound on Woodland Road, including cyclists travelling to the School.

The School has concerns regarding the safety of proposed design of the cycle route through the pedestrianised section of Woodland Road and feel a clear segregated route would be safer for pupils both walking and cycling through this space. A drop-off space is proposed to the north of the proposed closure and there will also be an increase in the number of our pupils dropped-off on Priory Road which will increase the number walking along this section of Woodland Road.

Summary Position

Overall, the perceived benefits of the proposed closure of Woodland Road to the University and associated changes are outweighed by the harm and inconvenience this will cause to the wider community. There is also an increased risk to our pupils.

We consider that there is ample opportunity to address the concerns above and create a solution that will not materially increase traffic along Elton Road, and one which will make local traffic conditions safer for all users. We urge the University to reconsider these aspects of the scheme.

We have offered a three-way meeting with the University and Bristol City Council to discuss these issues and find a better solution but the University has rejected such a meeting.

Design and Heritage

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We understand the University's ambitions to provide an iconic, contemporary building. Nevertheless, we cannot support the development in its current form. The proposed library building will clearly have a dominant presence in the street-scene. It is too large, and it will have an overbearing impact on the School, its setting and wider surroundings, raising concerns in respect of both heritage and amenity.

The success and appeal of our School is very much founded on its history. Our Great Hall is of high heritage significance and landmark status within the neighbouring Conservation Areas. The relationship between the proposed library building and the Great Hall is deeply concerning given the scale of the proposed building, its proximity, and the high level of inter-visibility. It is abundantly clear from the analysis and information supporting the planning application that the proposed development will be completely overbearing in the setting of the School and substantially harmful.

This is reflected in the University's submitted Heritage Statement (Section 6.3.7):

“The architecture, architectural contribution, character, and visual experience of the listed Grammar School have been extensively analysed in this statement. In addition, agreed views involving the Grammar School have been assessed to understand the impact of the new Library on its setting, experience, appreciation and legibility - in particular, VVM Views 3, 4, 17, 21 and 22 relate to the School. It has already been concluded that, in some cases, these views indicate there will be a fairly profound adverse effect on experience, appreciation and/or legibility of the designated heritage asset from particular selected viewpoints.

As Figure 46 demonstrates, it would be incorrect to state that the new Library will overshadow the important and iconic Great Hall. As has been explained earlier in this statement, its positioning on the site by Foster and Wood has led to the Great Hall being set back some way from both Elton Road and Woodland Road boundaries. However, while not overshadowing the Great Hall, the new Library will greatly change and dominate its wider setting. It will also overturn the dominance of the Great Hall in a number of key views and, in at least one case, lead to loss of an iconic view of the crowstepped gable and bell turret.

Pulling the foregoing considerations together, while the development proposals will not have a direct physical impact on the listed building, it is concluded that they will have a moderate adverse effect on the significance of Grade II listed Bristol Grammar School by harming the contribution its setting, including views, makes to its significance.”

The University's conclusion above results from an academic assessment of the significance of our heritage asset (and others) and the resulting harm arising from the proposed development. This in itself points to the unacceptable nature of the proposals from a heritage perspective, as already highlighted by Historic England, the Conservation Advisory Panel, and others. However, the substantial heritage harm must also be considered alongside the likely adverse amenity impacts arising from this overbearing building design on the School's learning environment.

Due to the significant impact on the School buildings, Bristol Grammar School is undertaking a further review of the heritage impact of the proposed new building and will submit this separately. [A further review on heritage impact from BGS was not received.]

We have reviewed the daylight sunlight assessment submitted with the application. The assessment considers potential effects on the main school site and our facilities on the northern side of Elton Road neighbouring the Hawthorns site, having regard also to our planned replacement permanent buildings at 7-9 Elton Road (planning permission ref: 18/02904/F). We are concerned that the proposed

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development will adversely impact on both our temporary and our approved new classrooms at 7-9 Elton Road, creating an unsatisfactory learning environment for our young pupils.

The proposal is significantly taller and bigger than the existing building and this will clearly diminish the available daylight through windows of our existing buildings in some cases, in our view, leaving levels of natural daylight at a lower level than is acceptable for teaching purposes.

Detailed analysis of these issues was commissioned by BGS and the report is summarised below:

1. Adverse Impact to Classroom Windows & Rooms

The range of assessments identified that the proposals would have a noticeable adverse impact to the art classroom windows at the rear of 7-9 Elton Road, both in terms of their current and proposed configuration.

The applicants report correctly identified significant adverse impacts to the consented art classroom windows, categorising these as “Moderate Adverse”.

The applicants DLSL report omitted any assessments of the current buildings, which are also in use as art classrooms and therefore in our view should also be analysed. This is especially important given these not solely exist as a consent.

Avison Young’s assessments of the current art classrooms confirmed these would also experience noticeable impacts due to the new development, thereby exceeding the default BRE targets in both their existing and consented configuration.

The applicant’s report also identifies noticeable impacts to classrooms at “The Bartons”.

Four windows to two classrooms record differences as great as 89% when comparing existing and proposed VSC values, exceeding the default BRE guidance. These have been reported as minor and occurring to secondary glazing, therefore acceptable.

One of these classrooms would also suffer a noticeable NSL difference of over 20%, which also breaches the default BRE guidance.

2. Incorrect application of the BRE guidance and BCC policy relating to DL/SL

BRE Guidance

The applicants DLSL consultant has sought to justify the identified moderate adverse VSC impacts to the consented art classroom windows by reference to the supplementary (not alternative) assessment taken within rooms (No-Sky Line) and the impacts to the Bartons classrooms by reference to these occurring to secondary windows.

It is not considered that these windows are secondary.

The logic regarding acceptability is contrary to the BRE guidance flow chart, which sets out that failure of one test is a failure overall and therefore not an either/or test.

The VSC results in themselves would lead to the conclusion that daylighting to the classrooms is likely to be significantly affected.

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Whilst this has been correctly reported (for the consented art classrooms only), as set out above, the applicants DLSL consultant has sought to justify the VSC impacts by reference to the No-Sky Line (NSL) results.

The BRE does not endorse this approach, clearly setting out that both measures should be met in order to confirm that Daylighting is unlikely to be significantly affected.

The applicants mitigating NSL assessment of the consented art classrooms includes the whole room, which therefore benefits from including views of sky from directions other than the proposed development, potentially understating its effect for example were the room to be internally subdivided or if there were a need for uniform daylight.

At The Bartons, two classrooms fail the VSC assessments and one of these also fails the NSL assessment.

BCC Policy

The site falls within Clifton and is within Bristol's "Inner Urban Area", defined within the adopted Urban Living SPD. The Urban Living SPD clearly states at Appendix A that where a scheme does not meet the default BRE guidance that in the first instance additional design measures need to be explored and implemented to improve these.

If the default guidance is still not met, then there are a wide range of additional considerations need to be addressed, including alternative benchmarks based on a comparative context and its current/intended use.

None of this appears in the applicant's DLSL report, which simply states that the reported NSL values demonstrate an acceptable impact to the art classrooms and that "secondary windows" at the Bartons mitigate the reported breaches of VSC. The report does not report the cumulative impact of one of these classrooms also failing NSL, simply stating that the impact would not be noticeable.

Conclusion

The BRE guidance sets out that school classrooms in general have an expectation of natural light, which would be elevated for those which teach art.

The applicants DLSL report correctly identifies a significant adverse impact to the windows serving the BGS art classrooms, however as set out above has not, in our view, adequately demonstrated why this ought to be acceptable.

For the Bartons, the impacts would be considered adverse, especially where there are both VSC and NSL impacts which exceed the default BRE guidance.

The decision-making process taken by the applicants DLSL consultant is contrary to both the BRE guidance and BCC policy and does not satisfy either. We would not agree that the windows serving classrooms at The Bartons are secondary.

Our recommendations are as follows:

- The VSC impact to the current art classrooms should also be considered/ reported in detail;

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- The NSL assessments of the art classrooms should be undertaken based on a possible internal sub-division and not being over-reliant on a view of sky from the opposite direction to the proposals as at present;
- The affected classrooms at the Bartons should not be considered as having effects to secondary windows and further it is clear that both VSC and NSL is not met at one location. This classroom should also be assessed in a possible alternative arrangement, given it has been also assessed with the benefit of light from multiple sources so does not consider any feasible change in layout;
- The BCC decision making guide should be adhered to in addition to the default BRE guidance in reaching conclusions as these set out a robust and objective approach to considering the acceptability or otherwise of the reported adverse impacts.

In addition we [BGS] are concerned at the overshadowing the proposal will have on the consented play area to the rear of the buildings.

The adverse impacts are plainly evident in the 3D views contained within the assessment that shows the relationship between the proposed development and 7-9 Elton Road and the substantial increase in mass immediately neighbouring our site.

Construction Phase

We have reviewed the submitted Draft Construction Method and consider this to be a satisfactory basis on which to develop a full Construction Management Plan in due course.

We have recently been subjected to significant disruption associated with the refurbishment works to the University's Fry Building which in many respects were badly managed by the appointed contractors and breached agreed measures on a regular basis.

Given the above, it is essential that the construction phase of the development is subject to appropriate controls and safeguards to ensure that the operation of the School is not materially affected. All such measures should be fully enforceable.

Summary and Conclusions

Our principal concerns relate to the safety and welfare of our pupils and University students. They arise from the proposed re-modelling of local highways and public realm and also from the scale of the building and its consequential overbearing impact on the School premises.

We understand the University's aspirations for a world class library facility housed in an iconic building. We believe this objective can be realised in a way that will not impact on the School and local community.

We have endeavoured to raise our concerns with the University on many occasions but we have no option but to object until such time that the issues raised in this letter are addressed to our satisfaction.”

Bristol Grammar School: Additional Comments

Further comments were received from the Bristol Grammar School in late September 2020 (following the withdrawal of this report from the Committee Agenda of 16th September 2020) in the form of a technical note which reviewed the highway and transport information submitted by the University. A copy of this technical note, and the University's rebuttal letter are attached at Appendix 2.

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Bristol Civic Society

Summary

The Society supported the University's Masterplan which the Council adopted in 2006 (SPD11). In October 2019 the Society responded to the University pre-planning application. The response said that the Society continued to support a development of a library on the Hawthorns Hotel site but regretted that we could not support the current proposal.

The Library's scale would not relate sympathetically to the scale of the neighbouring properties, which was the declared aim of the development in paragraph 4.10 - Strategic Move 9 - in the University's masterplan SPD11. The Library would cause significant harm to the three adjoining Conservation Areas. National Planning Policy requires development to conserve and enhance the Conservation Area. The University benefits substantially from the layout and scale of the surrounding Conservation Areas. A constant recommendation made in the University's publicity is that it is attractively embedded within the city.

The second issue relates to the remodelling of Woodland Road and the junction with Elton Road and Tyndall Avenue which the Society supports. The Society has made a separate response to support the planning application - 20/00197/F Senate House - to redevelop the public realm fronting Senate House.

Planning background

The Design Principles set out in Strategic Move 9 SPD11 said, "The Hawthorns site is a key site on Woodland Road which will provide new purpose-built flexible accommodation for University use. The site is prominently located at the convergence of routes and addresses, the new Tyndall Place. The design of a new development for the site will need to address a range of site conditions including the following:

Building Massing and Scale: A range of design options have been explored. It is believed that the site could accommodate a development of between 3 and 7 storeys to allow building heights to step up to reach the height of Senate House opposite. Bearing in mind the scale of the new development should relate sympathetically to the scale of neighbouring properties."

And

"There are a range of issues which influence the potential development of the site. The essential character of the Conservation Area is one of detached Victorian villas, which create a regular rhythm to the development along the streetscape of Elton Road and Woodland Avenue. It is important that the composition of a new building on the site responds to the nature of development on these streets and therefore avoids becoming too monolithic."

Key planning question 1 - Would the Library's larger mass of harm the Conservation Area?

The footprint of the Library would slightly exceed that of the masterplan. It is an acceptable deviation. It is the Library's height and mass that concerns the Society. These are the comparative figures. The new building area in allocation H in appendix 6 the SPD11 states that the gross internal floor area

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(GIFA) is 8,630 m². Option C in paragraph 4. 3 of Design and Access Statement (D&AS) states that the GIFA is 14,300 m². This is an uplift of 5,670 m². However, Option C says that the uplift is 4,330 m², up from the SPD's 8,630 m². The Society has corresponded with the University about the uplift. The University's view is that the Library has been pushed into the ground to minimise its above ground area which reduces the apparent uplift of GIFA. It would be unprofitable to debate the precise percentage of uplift. The evidence to support the Society's objection to the mass is shown in two images. The first, from paragraph 4 of SPD11, shows the University's original projection of the Library. The second, is copied from the University D&AS and illustrates the Library's height and mass compared to the Senate building.

The Library is 36m tall, taller than the Senate House even though it starts from a lower base. The SPD graphic shows a building scaled to relate sympathetically to the scale of the neighbouring properties. The D&AS graphic shows a building not scaled sympathetically. We question the purpose of asking the Council to adopt a masterplan if subsequent proposals depart from it as radically as does the Library. The Library will stand out as an unarticulated block on the end of the ridge which includes Tyndall Avenue. The Senate house, the Wills Tower and the Wills Physics Laboratory create architecturally sophisticated outlines on the skyline. The Library would be an extremely large irregular-shaped block whose outline contrasts to its disadvantage with the outlines of the other skyline buildings.

The University's Heritage Statement makes two assessments.

- (i) The value of the quality of Woodland Road character area of the Conservation Area as 'moderate'. The Society agrees.
- (ii) Secondly, it assesses the degree of harm that the Library would cause to the Conservation Area. That too it assesses as 'moderate'. The Society does not agree.

The contextual drawings show the impact on the Grade II listed Bristol Grammar School. The proposed design does not, 'Mediate the scale between the 'domestic' villas and the 'civic' University building'. The Library would conflict with its immediate context and dominate the surrounding urban grain.

The harm to the Conservation Areas would be 'substantial'. The site forms an important corner of a regular estate of large, architecturally ambitious detached and semi-detached villas, many of which the University has sensitively converted and reused. This grand estate laid out in the second half of the 19th century is the essence of the character of this sub-area of the Conservation Area. Architectural Guides - Bristol - Andrew Foyle (2004) describes the area; "It retains the character of a prosperous Victorian suburb". This character is a massive asset which the University appears to undervalue. Students and their parents particularly appreciate that the University is imbedded into the city. The Library's scale would be a substantial step-change in both mass and height. The massive elevations would overbear and dominate the upper parts of Elton and Woodland Roads. The footprint and height of the proposed building in the Woodland Road/Elton Road area, even of excellent design, would cause substantial harm to the Conservation Area.

Key planning question 2 - Would the public benefit of a Library with the larger mass outweigh the harm that it would cause to the Conservation Area?

This Library will not be a traditional pre-digital age library. Primarily, the Library will be a learning space to which the library stock will be an ancillary resource. How much of the book stock needs to be on-site or off-site and recoverable through a databased inventory is a matter of choice for the

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University. The Society's view reflects the storage policies of other conservators of large quantities of academic material who have implemented use off-site facilities.

We welcome the public access without barriers into the ground floor cafe / exhibition spaces. The Society does not want to appear unappreciative of this resource but questions how much public use and therefore public benefit there would be of this space considering the Library's location and its principal use.

The University does not show that there is a public gain to outweigh the harm that the Library would cause to the Conservation Area. For staff and students one of the joys of Bristol University is that it is in a city and not remote on a campus. A balance must be struck between the needs of the city and the University. This huge building would respond only to the University's demands.

The University has complete flexibility in the allocation of Library space. The size of the building should determine the number of student study spaces; it should not be the other way about. What proportion of the book stock should remain on site is also flexible.

The public realm of the Woodland Road Tyndall Avenue Elton Road junction

The Society supports the proposal to pedestrianise the area between Senate House and the new Library. We support the changes to Senate House whose principal entrance will move to Woodland Road. The access over wide steps that lead to the pedestrianised area will extend the public realm area with spill-out activity area. However, the entrance to the Library will not face Woodland Road which will constrain the opportunity for place-making activity. The pedestrianised area is shown as a large paved area with no shelter except near the buildings. Deciduous trees in the central area would provide shelter from sun and rain in summer and autumn as well as contributing to carbon and pollution reduction.

The treatment of the cycle route through the pedestrianised area needs careful design. Current use of this designated cycle route is relatively light but could increase. The interaction between pedestrians and cyclists will self-regulate to some extent, but even so careful design for safety is necessary with clear differentiation in colour and texture, and possibly level. The illustrations do not show sufficient differentiation. Cyclists going north are going downhill and can easily pick up speed, and consideration should be given to cycling speed-calming measures.

We welcome the generous pedestrian crossing points on the raised tables at the junction of Woodland Road, Elton Road and Tyndall Park Avenue and at the junction of Woodland Road with St Michael's Park. But the proposals seem to be 'shared space' without demarcation. It is not clear that they afford pedestrian priority. The demarcation needs to be clearer.

The University has said that BGS parents may drop-off their children at the north end of the Woodland Road pedestrianised area. There are some parking spaces provided in the plans, but are they sufficient ? We support the proposal to remove some car parking on Tyndall Avenue.

Conclusion

The Society's Major Sites Group are unanimously in favour of the Society's support for the redevelopment of the Hawthorns and the construction of the Library. There was unanimous support of the evolution of the design of the elevations particularly the imaginative fenestration.

The Society supports the proposed exterior materials.

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The Society objects to the current application. We cannot support the current scheme whose size is determined by the maximum that can be built on the site. This massive block would neither protect, conserve or enhance the Conservation Areas or contribute to the setting of the Nationally listed Grade 2, Bristol Grammar School building and the former Baptist College. The mass of this building must have a better relationship with the older buildings whose varied styles include the ornate listed Grammar School, the Jacobean style former Baptist College, the neighbouring villas, and Senate House.

Kingsdown Conservation Group

The Design and Access Statement submitted with the application contains contradictory claims. Part 7.1 states "Tyndall Avenue will remain as a two-way road ...", yet the Appendix A, Transport Assessment Scoping Note 267549-00 states "The Proposed Scheme would also convert St Michael's Park to a one-way operation (eastbound) and Tyndall Avenue to a one-way operation (westbound)." Immediately below the latter, Figure 2 shows ONE-WAY road signs on both St Michael's Park (eastbound) and Tyndall Avenue (westbound). Similarly, the contextual documents lodged with the 20/00197/F Senate House show Tyndall Avenue as one-way (westbound).

Kingsdown Conservation Group (the Group) strongly objects to the proposed closure of Tyndall Avenue to two-way motor traffic. The ramifications of such closure would severely interrupt traffic's ability to navigate the city. Traffic volumes would increase elsewhere. St Michael's Hill, Park Row and other streets are virtually intolerable as it is.

Meanwhile, the streets in which many university buildings are located would become increasingly quiet parking lots, utilised largely by those university staff members allocated residents' parking permits and busy only during weekdays in term time, otherwise horribly empty of life, particularly at night. It is extraordinary that the University's governing body is insensitive to this issue.

Bristol University is favoured for not being a campus university. Its buildings and landscape should celebrate the fact that the university is intertwined with the city as a whole.

The Group feels the same argument applies St Michael's Park, which should also remain two-way. The current proposal to split the road so that one half is one-way while the other half two-way is confusing and, given the proposal not to separate the cycle route in the one-way section, potentially quite dangerous.

To turn to the library, the size of the proposed building demonstrably exceeds that determined by SPD11. The Group regrets it is unable to support the height, scale and mass of the current proposal. It would be against the grain of the conservation area and of the immediate context. It would overwhelm the nearby buildings of Bristol Grammar School, the former Baptist College and the Victorian villas of Woodland Road and Elton Road.

In addition to the sheer size of the proposed library, its demanding architectural character would be discordant with the wider cityscape and, when seen from more distant viewpoints, the design would exacerbate the building's immense scale. The unsettled, cubic forms of the proposed building would cause it to appear ill at ease both with its location and with itself.

The Group recognises the University's ambition to continue to expand but feels what has been asked of the Hawthorns site should be reconsidered. The brief has asked too much of a finite location.

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The Conservation Advisory Panel

The top of the building would be higher than the top of the Wills Memorial Building, it would block and spoil both near and long views over the City. Viewed from the top of Whiteladies Road the building would block the iconic view of the countryside.

The Panel refuted the impact assessments, rather than the neutral or slight harms claimed, the harms to the nearby heritage assets would be severe and significant.

The proposals are not in accordance with Supplementary Planning Document 11 - the University of Bristol Strategic Masterplan. This stated that it was important for the new development to respect the building lines of existing developments on Elton Road and Woodland Road. It also stated that the site could accommodate a development of between 3 and 7 storeys to allow building heights to step up to reach the height of Senate House.

The proposals are also not in accordance with the Enhancement Statements of the relevant Conservation Areas. The Whiteladies Road Conservation Area Enhancement Statement states that the character of the area relies on the subtle combination of mainly domestic qualities: solidly built, substantial villas and terraces in local Brandon Hill and Bath stone... The Tyndall's Park Conservation Area Enhancement Statement states that Woodland Road is a pleasing mixture of grandly massed Edwardian buildings, mature landscaping and modest late terraced houses. It also states that views of the escarpment from the city centre are now dominated by the bulk and uncompromising form of the [University] later buildings, reducing the impact of this end of the Kingsdown escarpment.

The University is constructing substantial provision for students at Temple Meads and some of the accommodation in the proposed building could be located there which is more suitable for tall buildings. This would allow for the size of the library to be reduced.

The Christmas Steps Arts Quarter

We (Residents & Traders) feel that the library scheme and the traffic-closure scheme should have been submitted as two separate applications as they present important but differing issues.

Having put that on record, we strongly object to the application on a large number of grounds, as follows:

This Association agrees with and adds its weight to all of the objections raised by these six respected bodies: Historic England; The Victorian Society; The Kingsdown Conservation Group; The Clifton & Hotwells Improvement Society; The Conservation Advisory Panel; Bristol Civic Society.

Chief amongst their objections are:

1. The scale, design and materials of the proposed library fail to respect the close proximity of various important listed buildings, including those of Grade 1.
2. The scale and height fails to stay within the previously-agreed University Masterplan, grossly exceeding it in mass and by at least two storeys in height.
3. The scale, design and materials are not in keeping with the attractive leafy streets and traditional stone-built townhouses of the Conservation Areas as called for in various Bristol planning policies (which we have previously quoted and which can be repeated upon request).

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We also agree with the many objections from local residents: Woodland Road should not be closed to public traffic, as this would impede access to much-frequented destinations such as Bristol Grammar School and the Christmas Steps Arts Quarter and would impede/divert existing bus routes. It would also make Elton Road dangerously congested and over-burdened with diverted traffic.

Whilst we applaud the revised proposal that Tyndall Avenue should remain a two-way street, this in itself is insufficient to maintain the vital free-flowing of public traffic.

Many local people feel that the proposed closure and "Campusification" of this central section of Woodland Road is an arrogant and unnecessary land-grabbing exercise purely for the vanity and self-aggrandisement of the University to the detriment of the public interest and the road's traditional character and continuity. Woodland Road was a public thoroughfare on the maps by 1880 and the University was not even founded until 1909, its creeping development across the summit of St. Michael's Hill coming later again. The much larger and world-renowned universities of Oxford and Cambridge continue to flourish with no "Campusification" of their inter-meshed network of city streets, so we see no reason why the University of Bristol should not content itself with co-existing with the public's traffic movements in a similar manner.

If "Campusification" is considered to be a must, then we agree with the objectors who feel that there is probably more scope for this (and possibly an "Ultra-modern" library?) at the University's new brown-field site in the Temple Quarter area of Bristol.

In summary, this Association strongly reinforces the abovementioned fundamental objections to the building of the library as presently designed, and deeply objects to any closures or restrictions to the existing traffic movements.

The Christmas Steps Arts Quarter: Additional Comments

Following the withdrawal of this report from the Committee Agenda of 16th September 2020 further comments were received dated 8th October 2020, stating as follows:

THE STRENGTH OF OPPOSITION Already we have strongly objected to this Library scheme on many grounds. Now, in early October 2020, we note that a massive 240 other objections have been submitted. These include strong opposition from many respected bodies such as Historic England, Bristol Civic Society, Conservation Advisory Panel, Bristol Grammar School, Clifton & Hotwells Improvement Society, Victorian Society, Pagasus Group, Highbury Villas Residents' Association, IMA Transport Planning and others. In the face of this very weighty and serious mass of objection, this Association fails to see how Bristol City Council can possibly give consent to this planning application.

THE APPLICATION'S RENEWED PROPOSAL TO BAN WEST>EAST TRAFFIC THROUGH TYNDALL AVENUE From September 2020, Bristol City Council banned all vehicles from turning left from Perry Road into St. Michael's Hill. A combination of that new ban and this application's proposed closure of the middle stretch of Woodland Road and proposed ban through Tyndall Avenue would disastrously block off all access from our area into St. Michael's Hill. Our community considers that it is absolutely essential for all of us and our visitors to have vehicular access from our CSAQ area into St. Michael's Hill. First and foremost, pregnant mothers need to be rushed to the Maternity Hospital, and heart or cancer victims need to be rushed to Bristol Heart Foundation or to the Oncology Department respectively, a percentage being by private car. Also, there must be a way of general motorists being able to filter away to the North and East via St. Michael's Hill.

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Therefore, whatever the planning outcome of the Library application as a whole, this Association strongly objects to Tyndall Avenue becoming one-way. It is absolutely vital that it should remain two-way for the public.

[Transport Development Management's (TDM) full comments on all transport related issues are attached at Appendix 1 to this report.]

Clifton and Hotwells Improvement Society

Both in size and design this is a building more suited to the new Temple Meads Campus than the Woodland Road site. Far from relating sympathetically to the scale of neighbouring properties the proposed building would dominate its surroundings and have a harmful overbearing effect.

The University's Strategic Masterplan (Supplementary Planning Document 11) describes the Conservation Area as characterised by 'detached Victorian villas' creating 'a regular rhythm to the development along Elton Road and Woodland Avenue. It is important that the composition of a new building on the site responds to the nature of development on these streets and therefore avoids becoming too monolithic'. Monolithic is precisely what the effect of the building would be, its height dominating the skyline from all directions and in dwarfing the nearby Grade II listed Bristol Grammar School would result in substantial harm to the Conservation Area.

Highbury Villas Residents' Association

We have not been consulted as local neighbours on this application, and having viewed the application we are deeply concerned about the wider issues that this proposal raises and would like these considerations to be included within any planning permission granted by the Council.

1. Car Parking: We are already living in a student "ghetto" with ongoing issues and problems with car parking, rubbish and noise in Highbury Villas. There is already pressure on parking locally with contractor vans and our fear is that this application will exacerbate the already serious parking issues that we have in Highbury Villas. We propose therefore, that this application is only granted if the University can guarantee that there will be NO impact on the already difficult parking situation in Highbury Villas.

We propose therefore, that this application is only granted if the university can guarantee that there will be NO impact on the already difficult parking situation in Highbury Villas caused by contractors vehicles and that the University will make provision for these vehicles to be parked within University premises.

2. Contractors Rubbish: We already have ongoing issues with rubbish from the student houses and we do not want to have this increased by rubbish resulting from any construction work. More work and contractors will only serve to increase this problem unless proper provision is made.

We propose therefore, that this application is only granted if the university can guarantee that they will make provision for the removal of all rubbish caused from these proposed construction works and confirm that there will be NO impact on the already difficult situation in Highbury Villas.

4. Site Access, Working Hours and Noise: We are concerned about the potential issues that could be caused by site access and noise to the surrounding neighbourhood and homes, especially if the working hours are extended beyond the working day and to weekends.

We propose therefore, that this application is only granted if the university can guarantee that:

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a) access to the site will only be from Woodland Road and that NO access will be given to contractors to access the site from Highbury Villas.

b) that NO work will take place on the site outside normal working hours (say from 8am to 6pm Monday to Friday) nor at weekends to disturb the peace of the local neighbourhood and the neighbours.

c) that the University clarify the proposals made to protect the peace and limit the disturbance to all the neighbours in Highbury Villas and especially to the adjacent neighbour living in the mews house next to the proposed site.

In conclusion, we consider that this application needs to take into account the serious concerns that we have as adjacent neighbours and can only be granted if these concerns are addressed with specific conditions as noted above that can help alleviate the impact this development will have on the local community.

Oakfield Residents Association

Oakfield Residents Association (ORA) is an Amenity Group representing a number of residents of Oakfield Clifton area, part of the Clifton Down Ward.

This area is adjacent to the area containing the main University of Bristol precinct. This objection relates to the proposed development of the site only and does not take a view on the requirement of UoB to provide library facilities for its students, and the benefits hence with to the student beneficiaries. This statement is equally applicable to the museum and cultural collection facility the UoB wish to include, we note this would be of cultural value wherever it was situated within the city and is not dependent solely on the approval of this application. We would respectfully request BCC Planning Department to consider the majority of the application weighting based on merit and impacts of the proposed design, not for the function of the proposed building which could conceivably be delivered in alternative ways.

SPD 11 Validity. ORA consider that the Strategic Masterplan Study for the UOB, which is the basis for the UoB SPD (SPD 11) is no longer extant; it is therefore strongly suggested that SPD 11 should no longer be considered valid, and therefore not used as a basis for assessing this planning application.

This claim is made on the following basis:

The Strategic Masterplan (developed between 2004 and 2006) was the development plan for the next 10-15 years; this therefore is development between 2006-2016 and 2021 at the very latest. The delivery of the proposed facility therefore postdates the University Masterplan.

Within the Strategic Masterplan the student growth predicted for the university between 1986-2006 was an increase in students from 8,000 to 12,000 (50% increase), this has instead grown to 27,513 students registered at the UoB for the academic year 19/20 (a 129% increase from 2006; figures from UoB Education Services).

The current situation of student numbers is also contrary to the SPD that states: "Over the next 10 years the development of the University will be largely driven by a growth in research activity ... It is anticipated that postgraduate numbers will increase by 30% from 3,000-3,900. Staff and undergraduate numbers will only increase marginally from their current levels..."

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The situation laid out within the SPD would have seen an increase in total numbers by 1,000 students to 13,000 within the 15 year timeframe of the SPD.

Within the SPD development residents expressed concern over large increases in student numbers at UoB but were reassured directly by the University that this wouldn't happen (pg 10); this is contrary to the actuality of what has come to be.

The actual growth in student numbers (an additional 15,500 students) shows that the University are not acting in line with their Strategic Masterplan or SPD 11 and hence give evidence as to why these documents should be considered void for this and other planning applications submitted by the UoB. Planning applications by the UoB should only be considered against the relevant Local Plans and other extant SPDs as appropriate.

Campus v Precinct. UoB refer throughout their application to the 'campus'; it should be noted that the UoB is not regarded as a 'campus university' and is instead well understood to be a 'city university'; the requirements stated within the planning application regarding campus type requirements should therefore be ignored. ("A campus university is one in which accommodation, teaching spaces, research facilities and other amenities such as shops, restaurants and laundrettes are all on one site." The Complete University Guide.) Whilst the area in Tyndall's Park is regarded as a "University Precinct" within the Draft Local Plan, the fact that there remains a high number of residential properties in the area should not be ignored and impact of any development on this site on residential amenity of those living locally should be considered. The applicant's proposal is assessed to have a negative impact on residential amenity for local residents

Sterilisation. It is noted that within the feedback provided to the University and BCC on the implementation of SPD11 that the following point was raised: "Would like to see more residential use in the Precinct hence concern if Hawthorns is no longer to be used for residential purposes as it would sterilise the area. Suggestion to look at siting accommodation on upper floors and increase post graduate accommodation." (SPD11 Statement of Community Involvement Appendix 3 Feedback)

The proposals would remove residential accommodation currently provided by the Hawthorns, c.90 student bed spaces, and further 'sterilise' the area which is already suffering from a mass buy up of former residential units for offices and teaching space by the UoB.

Housing Impact and Harm. There is concern about the further pressure removal of the student accommodation at the Hawthorns would place on the local communities in the vicinity of the University Precinct that are already suffering from large concentrations of HMOs and a large transient populous negatively impacting on the local community. This will also reduce residential amenity for a large number of residents as c.25 additional 3-4 bed units will be needed to be provided in the community to mitigate the loss of the Hawthorns accommodation.

Heritage Impact and Harm. Whilst in principle SPD 11 (which we dispute as invalid) accepted proposals for a new tall building on the Hawthorns site the massed appearance of the proposed development is assessed to have a significant negative impact on the valuable heritage assets in the immediate local area (BGS Great Hall). There is also significant harm caused to the wider Whiteladies Conservation Area which ORA do not consider to be acceptable. It is noted that the proposed building would be much less imposing and cause less harm to heritage assets in the local surroundings within the Temple Quarter Precinct of the UoB where it's benefits would be equally valuable to the student populous. Equally a less imposing building could be proposed for this site that does not harm the heritage assets whilst still providing the required facilities within this location.

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The scale of the proposed development is also assessed to impact negatively on the conservation area and the wider area. Whilst it is stated in the City Design Group Combined Response that the scale of the building is comparable to that of the Physics Building, the Physics Building is sited on top of a hill at a greater elevation to that of the proposed site, so overall its scale on the surroundings is much more dominant. This large scale will also negatively impact the residential properties to the side and rear of the site which will suffer loss of light as the proposed development is to the southern aspect, and be subject to an overbearing outlook caused by this building. It is anticipated that Planning will have considered frosted glass to these elevations to prevent overlooking of homes and private gardens as a result of development on the site.

Closure of Woodland Road to Traffic. The closure of Woodland Road to traffic as part of this application feels underhand to ORA and should be the subject of a separate planning application; the focus of the application for most respondents is focussed on the building of the library. It is noted that the provision of a traffic free zone in the suggested area will predominantly benefit the UoB rather than public more generally as the majority of Woodland Road within the traffic free zone is owned by UoB. The impact of this closure is large for the surrounding roads including St Michael's Hill, Elmdale Park and Elton Road; increase in traffic flow on all of these roads will negatively affect the amenity of residents of these streets, and the increased traffic flow on the latter 2 of these roads will hugely impact child safety for those children attending BGS who are required to cross Elton Road to access school buildings. Road safety will also be impacted on the junction of Tyndalls Park Road and St Michael's Hill which is already difficult to exit due to traffic volume.

Parking. The loss of the roadway on Woodland Road for a pedestrianised zone will additionally reduce parking in the area used by local residents and UoB students who chose to drive to the site. Pedestrianisation will further increase parking pressures in the immediate vicinity with a commensurate negative impact on local residents.

Gateway Building Concept. ORA feel there is a need to separate requirement (university library / cultural collection space) with the concept of provision of a "Gateway Building" for the UoB which is interpreted to be a vanity project. The requirements can be met with a building of architectural merit that do not impose the level of harm and negative impacts on amenity that the current proposed design does.

Bristol Walking Alliance

Bristol Walking Alliance (BWA) has strong reservations on the proposed public realm design for the area between the existing University of Bristol Senate House and the proposed new University Library.

The creation of a pedestrianised area between the existing Senate House and the new Library may provide a better environment for students, but we believe that it has drawbacks for those trying to safely cross this area on foot.

The new proposal introduces a large paved area, though it has little to attract people to use it as a public space. Trees, greenery, seating or other focal points are absent except around the edges of the space. It gives the impression that it is being proposed solely to visually offset the oppressive size of the proposed library building.

Priority at raised tables

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The generous pedestrian crossing points on the raised tables at the junction of Woodland Road, Elton Road and Tyndall Park Avenue and also at the junction of Woodland Road with St Michael's Park are welcome, though they must explicitly give pedestrians priority. It is no longer best practice to expect pedestrians to share space with vehicles without segregation and clear prioritisation.

Conflict between pedestrians and cyclists

Our primary concern is that there will be unresolved conflict between pedestrians who are crossing or occupying the space and cyclists on the cycle route that runs through it.

We recognise that this is a significant cycle route (National Cycle Route 4) so how this space is implemented is crucial.

The proposals incorrectly describe the proposed paved area along Woodland Road as a 'vehicle-free space'. However, bikes are vehicles and can cause harm to pedestrians like any other vehicles.

The current proposal shows the cycle route running right through the middle of, and flush with, the pedestrianised area and minimally distinguishable from it. The lesson from the shared use space in Bristol Centre is that this ambiguity is likely to lead to people inadvertently standing in the cycle route, with bikes weaving in and out to avoid pedestrians. It is more likely to create fear in pedestrians than caution in cyclists.

Because the entrance to the library faces Elton Road, pedestrian desire lines will occur between this entrance and the surrounding streets, or across from the Senate House. The side of the library facing Woodland Road has no entrances or exits, so desire lines are unlikely to cross the space arbitrarily.

The cycle route should be segregated by being placed on the west side of Woodland Road, with a major pedestrian crossing point aligned with the library entrance. This would leave a larger pedestrianised area outside the new Senate House steps that would be truly free of all traffic. Segregation should include a difference in surface level and treatment with adequate tactile edges and visual contrast for the visually impaired.

Crossings should clearly indicate that pedestrians have priority using zebra markings, as already being adopted in other parts of the city where pedestrians have to cross cycle routes.

Drawbacks of changing the bus route

It is proposed that the U1 bus is re-routed along Tyndall Avenue, where there would be a new 'bus hub' to also serve the 9 and 72 buses. The U1 would continue north to rejoin Tyndall's Park Road, meaning increased traffic through the narrow St Michael's Hill shopping area.

Re-routing the U1 bus also leads to the proposed re-alignment of the central refuge at the junction of Tyndall's Park Road will make it harder for pedestrians to cross the road at a point where already vehicles frequently turn into Tyndall's Park Road without slowing.

We believe serious consideration should be given to combining the two-way cycle route along Woodland Road with a one-way (northbound only) bus route so that the frequent U1 bus would avoid the narrow streets and junctions of St Michael's Hill.

Resolving conflicts

It appears that the public realm proposals are trying to meet a number of conflicting requirements. The primary focus should be on safe passageway for pedestrians who are following clear desire lines

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across the space. For the University, these desire lines will include pedestrian access to the new library entrance. For the School they will include student access to bus and car pick-up and drop-off points in neighbouring streets. Cyclists will want to continue to follow the existing cycle route through the space.

All these movements across the space are in conflict with the University desire to create an open space for students to congregate. We do not believe providing what is effectively an extension to the University campus should be at the expense of safety of movement through the public realm.

Summary

- The junction of Woodland Road / Tyndall Avenue / Elton Road should have clear pedestrian priority marking - shared space is no longer good practice.
- The Woodland Road area needs better design to give pedestrian safety, with segregation of the cycle route and zebra-marked pedestrian-priority crossings based on desire lines.
- Serious consideration should be given to the U1 bus route continuing to use Woodland Road.
- There is also scope for the areas outside the library entrance and by the Senate House steps to offer seating, shelter, trees and other landscaping measures to increase the environmental contribution of the area.

Bristol Cycling Campaign

Whilst Bristol Cycling Campaign supports the closure of part of Woodland Road and the associated creation of a new public space this important cycle route (National Cycle Route 4) merits an exemplary design that the current proposals do not yet achieve. Our specific concerns are as follows:-

- The segregated cycle path should not be flush with the pedestrian section but have clear physical separation, with "forgiving kerbs" as successfully used on other cycleways in Bristol. We oppose the concept of "shared space" which is no longer seen as best practice.
- The cycle path should be of a distinctly different texture and colour from the rest of the public space, especially for the benefit of pedestrians with visual impairment.
- Marked zebra crossing points along the cycle path would help to draw attention to the need for caution by all.
- We suggest that a smaller building would do more to enhance the appeal and usability of the area and reduce the problem of sudden gusts, identified in the wind modelling report.
- We strongly object to the proposal for "deliberate ambiguity" at the busy Woodland Road/Tyndall Avenue/Elton Road junction: we do not believe that "vehicles will potentially give way to pedestrians as a courtesy" (planning document: summary of Proposed Traffic Strategy 7.1)
- We consider that, although they are welcomed, the zebra crossings and raised central platform will do little to protect cyclists at this junction and ask that stronger measures to clarify cycling priority should be included.
- Additional segregated cycle paths leading to the new library are needed in order to encourage cycling as the preferred mode of arrival.

Bristol Cycle Campaign suggests that for such a high profile development the opportunity to showcase best practices in Bristol should be given a higher priority and we are grateful for this opportunity to recommend improvements.

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Pegasus Planning (on behalf of a member of the public)

Whiteladies Road Conservation Area

It is acknowledged that the existing Hawthorns building has been identified by Bristol City Council as not being of any particular heritage significance in its own right. Nevertheless, it has been stated that it makes a 'neutral' contribution to the surrounding Whiteladies Road Conservation Area, meaning that it neither makes an overriding contribution to or detracts from the character and appearance of the surrounding Conservation Area. Within this context, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that "special attention shall be paid to the desirability of preserving or enhancing the character or appearance" of Conservation Areas.

Whilst the loss of the building may not be considered to have a great impact upon the overall heritage significance of the Conservation Area, it does result in the erosion of the current character of the Conservation Area as defined by the Victorian villas which it contains. Such character is a key part of the special interest of the Conservation Area.

The proposed development itself will result in a substantial degree of change which will have a notable impact on the street scene and will sit at odds with the important elements of the character and appearance of the Conservation Area, thus impacting upon its overall heritage significance. This is illustrated within a number of the viewpoints and photomontages within the submitted LVIA, in particular viewpoints 17 and 20.

Although an update to date Conservation Area Appraisal has not been prepared, the Conservation Area Enhancement Statement issued as part of the Local Plan identified that "The broad character of the area remains largely intact and consists of large scale terraces and some detached villas in traditional materials." This character will be markedly eroded by the proposed development.

Impact on Additional Heritage Assets within the Surrounds of the Site

Step 1 of the methodology recommended by the Historic England in the guidance document Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets is to identify which designated heritage assets might be affected by a proposed development. Development proposals may adversely impact heritage assets where they remove a feature which contributes to the significance of a heritage asset, or where they interfere with an element of a heritage asset's setting which contributes to its significance, such as interrupting a key relationship or view.

Such impacts may not only arise from changes in the immediate street scene and surrounds, but also alterations to long distance views across the City and changes in skyline.

As is set out further below, the proposed development will result in a notable change to important long-distance views from various points within the City and the skyline, with this impacting upon the overall heritage significance of a number of designated heritage assets, via a change in setting.

It is considered that the following Listed Buildings would be impacted upon by the proposed development, via a change in setting:

- Grade I Listed Royal Fort and Attached Front Step Railings
- Grade II* Listed University Tower and Wills Memorial Building and Attached Front Walls And Lamp

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- Grade II Listed Bristol Grammar School
- Grade II Listed Stuart House and Attached Railings and Gates
- Grade II Listed University of Bristol, Physics Building

In addition, to the above assets, Conservation Area Appraisals for the following Conservation Areas all identify key views from varying points within their bounds towards the Wills Memorial Building and existing historic university buildings within the vicinity of the proposed development site:

- College Green Conservation Area;
- Cotham and Redland Conservation Area;
- Park Street and Brandon Hill, and
- City Docks Conservation Area.

As such the proposed development has the potential to impact upon the above Conservation Areas, via a change in setting.

The following viewpoints within the submitted LVIA clearly articulate the harm to the identified heritage assets.

Viewpoint 3 – Viewpoint 3 demonstrates the change that will occur in views from the Grade II Listed Cabot Tower. The proposed development will not only result in a dramatic change to the skyline, altering the dominance of the Listed University Buildings (Grades I, II* and II) and the Grade II Listed Bristol Grammar School Building, but it will also remove visibility of a grouping of Grade II* and II Listed Buildings at the junction of Cotham Road, Hampton Road, Cotham Hill, and St Michael's Hill. Such changes, in particular to the University buildings and the Bristol Grammar School Building are considered to diminish the experience and appreciation of these designated assets, and thus impact upon their heritage significance. Such changes impact upon the experience and appreciation of the Whiteladies Road and Park Street and Brandon Hill Conservation Areas.

Viewpoint 4 – Alterations to the skyline are also demonstrated by Viewpoint 4 which depicts the iconic views available down Whiteladies Road. The proposed building will remove the dominance of the Grade I Listed Royal Fort Lodge and the Grade II Listed Physics Building, and will impact upon the heritage significance of these assets, via change a change in setting. It is also noted that as one moves further along Whiteladies Road, the Wills Memorial Tower also appears in the composition of such views. Glimpsed views of the wider countryside beyond the City, which form an important part of views from this location (within a Conservation Area) highlighting the landscape setting of the City as a whole, will also be eroded.

Viewpoint 6 - This viewpoint demonstrates how the proposed development will remove the dominance of Cabot Tower in long distance views, diminishing the experience and appreciation of this asset and landmark building. This is considered to impact upon the overall heritage significance of this Grade II Listed Building, via a change in setting. The Park Street and Brandon Hill Conservation Area Appraisal states: "Brandon Hill, with Cabot Tower at its summit, and the Wills Memorial Tower are significant features picked out in many views into the Conservation Area. Views to these landmarks are clear from the City Docks, Victoria Park, Perrett's Park, Southville, Totterdown and Wells Road, Bedminster Down and Knowle." The resulting reduction in the dominance of Cabot Tower within such long distance views is thus also considered to impact upon the Park Street and Brandon Hill Conservation Area.

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Viewpoint 11 - This viewpoint demonstrates how the proposed development will remove the dominance of the Wills Memorial Tower in long distance views, diminishing the experience and appreciation of this asset. This is considered to impact upon the overall heritage significance of this Grade II* Listed Building, via a change in setting. The Cotham and Redland Conservation Area Appraisal identifies views of the Wills Memorial Building, and other important buildings, from the Redland Green area (from where this viewport is taken) as contributing to the overall character and appearance of the Conservation Area: "Long views are the middle distance views from the Conservation Area towards the other parts of the City. These may point towards a landmark feature or to a specific district...Long Views are enjoyed to a number of Bristol's landmarks and districts including: ...From Redland Green Road/Woodstock Road, south towards Wills

Memorial Tower, Cabot Tower, Royal Fort..." The removal of the dominance of the Wills Memorial Tower within this view is thus considered to also impact upon the Cotham and Redland Conservation Area.

Viewpoint 17 – This clearly demonstrates the immediate street scene change, and the height of the proposed building when compared to Senate House. The resulting change will impact upon the experience and appreciation of the both the Whiteladies Road Conservation Area and the Tyndalls Park Conservation Area, and detract from the experience of the Grade II Listed Bristol Grammar School Building.

Viewpoint 20 – Viewpoint 20 also demonstrates the immediate street scene change, with the proposed built form eroding the existing character and ability to experience the Victorian villas. Whilst the buildings in this view are not listed, they form an important part of the character and appearance of the Conservation Area. The resulting change will impact upon the experience and appreciation of the Whiteladies Road Conservation Area

Viewpoint 21 - This viewpoint is another example of how the proposed building will alter the dominance of important heritage assets within wider viewpoints from the City – in this case the Grade II Listed Bristol Grammar School. The ability to experience and appreciate this asset will notably impact upon its overall heritage significance, via change in setting. Such changes in outward views from within the Park Street and Brandon Hill Conservation Area should also be a key consideration.

Viewpoint 23 – Viewpoint 23 demonstrates how views down Whiteladies Road will be channelled towards the proposed building, with glimpsed views of the wider countryside beyond the City removed. The latter contribute to the character of the Whiteladies Road Conservation Area.

Impacts associated with changes to long distance views of assets were highlighted by Historic England within their comments dated February 2020 which state that:

"The submitted LVIA identifies a range of longer distance views that assess impacts from most key and planned views from within and around the city. What is quite apparent and common within these views is the primacy of the Grade II listed tower of the Physics Building and the Wills Memorial Building (Grade II*) on the city skyline. The proposed library building, by virtue of the massing of the upper block, would be unduly conspicuous and visually compete within these views."

Changes to long distance views and resulting impacts on the Grade I Listed Wills Memorial Tower, via a change in setting, have also been identified by the Conservation Advisory Panel:

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“The top of the building would be higher than the top of the Wills Memorial Building, it would block and spoil both near and long views over the City. Viewed from the top of Whiteladies Road the building would block the iconic view of the countryside.”

The importance of the consideration of long-distance views and the existing skyline, alongside changes in immediate street scene, are recognised within SPD 11 which states:

- “The location of the University on high ground means that many of its buildings contribute significantly to the skyline and are identifiable from many parts of Bristol.” (p7)

- “From many parts of the city, the University buildings are clearly visible due to their elevated location. The main University buildings form a closely related and cohesive cluster of layered, large-scale built form, which together contribute to the skyline. Constituent vertical elements of note are the Wills Memorial building and the Physics Tower, juxtaposed with the more horizontal, varied form of the other faculty buildings.”(p42)

The SPD also highlights that one of the aims of new development would be to create “... first-class new buildings which complement and enhance both the streetscape of the Conservation Areas and contribute to distant views of the University skyline.” As demonstrated above, this is clearly not the case with the proposed development – rather than complement and enhance, it competes and detracts.

Heritage Impact Summary

In summary, the proposed development would impact upon the heritage significance of a number of designated heritage assets, with such impacts arising from changes to the character and appearance of Conservation Areas and the overall heritage significance of Listed Buildings (including Grade I and Grade II* Listed Buildings), via a change in setting. As demonstrated, such impacts are not only associated with localised views but also changes to long distance views available from throughout the City.

Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) states that: “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.

In the 2014 Court of Appeal judgement (Barnwell Manor) it was held that: “Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”

Furthermore, the NPPF highlights that the more important the asset, the greater the weight should be. Given the exceptional national importance of two of the designated heritage assets identified as being harmed by the proposed development (the Grade I Listed Royal Fort and the Grade II* Listed University Tower and Wills Memorial Building), very great weight should be given to the conservation of these assets – Historic England state that “Grade I buildings are of exceptional interest and only 2.5% of listed buildings are Grade I...Grade II* buildings are particularly important buildings of more than special interest; 5.8% of listed buildings are Grade II*”

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With regards to impacts on the Whiteladies Road Conservation Area, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

In addition to such Legislation, Policy BCS22 of the Bristol City Council Core Strategy states that “Development proposals will safeguard or enhance heritage assets”, with Policy DM31 continuing by stating that “Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting...”

It is clear that the proposed development does not conserve or enhance the heritage significance of the designated heritage assets identified, and is thus not in accordance with the obligations of National Legislation or Local Planning Policy.

Comments on the Submitted Cultural Heritage Statement

The following are highlighted with regard to the assessments provided within the submitted Cultural Heritage Statement prepared by Heritage Places:

- The Cultural Heritage Statement does not utilise the most-recently issued guidance on assessing heritage significance - Historic England’s Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12. This document, and Historic Environment Good Practice Advice in Planning Note 2, advises using the terminology of the NPPF and PPG; this approach is not undertaken within the Cultural Heritage Statement.
- The Setting Assessment appears to have been heavily influenced by a narrow study area, which is not considered to suitably reflect the topographical context of the Site or the height of the proposed development. Whilst it is acknowledged that the author has included an assessment with regard to the Grade II Listed Cabot Tower due to potential impacts on long range views of this asset, it is puzzling as to why the Grade II* Listed Wills Memorial Tower has not been included within the assessment for the same reasons. As set out above, the proposed development will notably impact upon the dominance of the latter from a number of vantage points throughout the City, with this impacting upon the heritage significance of the asset, via a change in setting.

Design and SPD11

SPD 11 was published in 2006 and sets out an agreed masterplan for the ongoing development of University of Bristol Site. Although it is acknowledged that the document is now nearly 17 years old and the masterplan planned for a 10-15 year period, Bristol Central Area Plan Policy BCAP11 recognises that regard must be had to its principles for university development within the defined university precinct that covers the Hawthorns site.

It therefore remains a key and robust material document in assessing proposals upon the site. In particular, its site appraisal remains sound for the Hawthorns with its conclusions based upon the exploration of a number of design options. Moreover, the document was agreed between the City Council and the applicant (Bristol University) and represents the starting point for detailed design consideration for this site.

Page 20 of the SPD sets out a ‘general conservation strategy’ to be considered by new development proposals, including:

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“The preference is for early University buildings to be retained and where expansion is required this should be done in a way that produces an enhancement to their setting and the character and appearance of the Conservation Area.”

“New buildings should be congruent both with their immediate surroundings and their wider context. If tall buildings are proposed they should be tested against SPD1 and should contribute to the historic environment at street level as well as to the wider views of the city.”

Concerning the surrounding University buildings and Conservation Area, as discussed further below it is not considered that the development proposals ‘enhance’ the heritage significance of the identified designated heritage assets, including the surrounding Whiteladies Road Conservation Area and the Grade I Listed Wills Memorial Building. Potential impacts arising from the proposed development, in particular with regard to the latter, are not just associated with changes in the immediate surrounds, but also alterations to important elements of the skyline.

Strategic Move 9 of SPD 11 focuses upon the redevelopment of the Hawthorns site, including its demolition, with p67 setting out a number of ‘site conditions’ and design principles which should be taken into account when redeveloping the Site, including:

“Site Area/Building Footprint: It is important for the new development to respect the building lines of existing developments on Elton Road and Woodlands Road.

Building Massing and Scale: A range of design options have been explored. It is believed that the site could accommodate a development of between 3 and 7 storeys to allow building heights to step up to reach the height of Senate House opposite. Bearing in mind the scale of the new development should relate sympathetically to the scale of neighbouring properties.”

With regard to Point 1, a simple comparison between the existing and proposed site plans clearly demonstrates how the proposed new building in no way responds to, or respects, the buildings lines provided by the existing Hawthorns building or those outside of the site along Elton Road and Woodlands Road. This is clearly demonstrated on p.51, p. 88 and particularly p.93 of the Design and Access Statement (DAS) submitted in support of the proposal. In these images the element closest to the western boundary dominates Bristol Grammar School (‘Barton’s’, ‘Martins’s’ and ‘Garrett’s’) at 6 storeys, whilst the mass of the proposal as a whole goes completely beyond the domestic scale of these buildings.

A case is made within the DAS (p.49) for the massing response that involves a ‘stepped’ approach, with each massing element sharing a relationship with buildings in context.

The lowest element that relates to the domestic scale of the surrounding buildings (Bristol Grammar School) on Elton Road and University buildings on Woodland Road and Priory Road, forms a disproportionately small element of the overall proposal. This is particularly the case when viewed from Elton Road, and would not be perceptible once built.

The ‘middle’ massing element of the proposal supposedly relates to the junior and infants building of Bristol Grammar School. This building is positioned much further away than those domestic scale buildings of Bristol Grammar School mentioned above and we envisage that the relationship between the two elements would be difficult to interpret in reality and would not help to mitigate the uncomfortable relationship between the monumental scale of the proposed library, and the domestic scale of the buildings north and west of the site. Furthermore, the Victorian Gothic architectural elements of the junior and infants building that include a pitched roof, castellated parapets, chimneys

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and towers result in a building which is complex with a tapered roof form: very different from the monumental block-like massing of that element of the proposed library to which it supposedly relates.

Lastly the relationship between the tallest stepped element of the proposal and the University physics building to the south east ignores the presence of the domestic-scaled buildings that lie across the site's north eastern, northern, western and southern boundaries. This is important since it is from within this context that the monumental proportions of the proposed library would be viewed. Despite the screening effect of the existing trees present within the CGIs displayed on p. 96 and 97 of the DAS, it is still just about possible to perceive the excessive mass of the tallest proposed elements in context when viewed from Woodland Road and Elton Road.

We would therefore argue that the 'stepped approach' is selective in terms of the contextual buildings it references and that in reality the size and mass of the proposed building would not suitably respond to the scale of the surrounding buildings sufficient to be perceptible or to overcome the uncomfortable relationship between the proposal and the majority of buildings in context.

Concerning scale, the proposed building is nearly double the height of the existing Hawthorns building and surrounding villas, and taller than Senate House. Within this context, as articulated by the proposed south and west elevations, the overall size and mass of the proposed building does not suitably respond to the scale of the surrounding buildings.

Urban Living Assessment

SPD11 cross-references SPD1 – Tall Buildings. This has since been superseded by the Urban Living SPD (ULSPD). The Planning Statement accordingly contains an assessment against the questions set out. This raises the following concerns in summary:

The SPD makes clear that major development proposals should contain an assessment of how the scheme performs against each question showing evidence and scoring schemes robustly. The assessment provided only answers the 'headline' questions within the SPD and does not address the series of detailed criteria. The assessment is therefore considered to inadequately respond and gives the impression of being deliberately so to avoid setting out any negative implications of the development.

The responses throughout the ULSPD assessment fail to respond to the contextual appraisal and capacity set out within SPD11 for the site, despite explicit references to considering and agreeing such matters with the LPA. SPD11 represents an existing agreement between the applicant and the LPA and the divergence from this is a key failure of the scheme that requires express justification.

The response to Question 3.1 infers that the SPD11 reference to a 'landmark building' equates to justification for a tall building, despite extensive design parameters set in SPD11 that the scheme diverges from delivering. Furthermore, this response refers to SPD11 Strategic Move 8 for the separate Tyndall's Avenue/St Michael's Hill site – identified for a potential tall building – broadly 200m to the east and infers this justifies the tall building response at this site.

In this regard it is noted that the submitted LVIA seeks to diminish the adverse effects of development it identifies by ascribing benefits in all contexts by the addition of 'distinctive, well-designed built form to the skyline' as well as public realm enhancements to local views, despite the above and below referenced critique of the design that clearly diverges from the intention of the stepped design approach, building footprint and surrounding road network as set out in SPD11. Nevertheless, the submitted LVIA remains concluding moderate/substantial adverse effects at a local level, some

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moderate adverse effects in middle distance views, and slight adverse effects in long-distance views. The conclusion of the document is elusive in its wording stating that the design approach has “as far as possible, mitigated the adverse effects and maximised the opportunities for enhancement”.

Transport

The proposal seeks the closure of Woodlands Road to vehicular traffic and to reorganise St Michael’s Park to be one-way to facilitate its safe functioning. While it is understood that this has evolved from proposals to close Tyndall’s Park Road in a withdrawn 2017 scheme, it is noted that SPD11 does not address the closure of Woodlands Road and explicitly notes that the latter option was withdrawn following consultation feedback and proposal for alternate solutions. As set out above SPD11 remains a material consideration identified by the adopted local plan and is an agreed document between the City Council and the University.

This change is again reflective of the University seeking to significantly increase the scope of development, and its resulting implications, at the Hawthorns site beyond that agreed in the parameter set out in SPD11.

SS Great Britain Trust and the Brunel Institute

The SS Great Britain Trust and the Brunel Institute is an affiliate and collaborator with the University of Bristol, and it cares for the National Brunel Collection. We understand the importance of preserving our great heritage and learning held in archive and library collections, but particularly in making those available not only to researchers, students but especially to the general public for their enjoyment and education. This new library delivers a fantastic leap forward in the provision for students and the general public alike. No longer will the treasures of the university be kept hidden away but will now be available for all. This is strongly to be welcomed by the city as a whole - this is a people's library now, and it has clearly been designed as such. People will want to go there.

The ground floor exhibition and display functions will open up this landmark building for all comers, and will give real identity to the heart of university learning. The Trust anticipates further collaboration and displays between the Brunel Institute and the proposed exhibition facilities in this new library, and these will be geared to an audience not only of students but of the local community too.

Such a big step in public provision and student excellence deserves a landmark building to showcase the library for the whole city to see, and to be welcomed into. And this design, modified now in good response to the consultation exercise, exceeds our expectations. The Trustees consider that the proposed design may well become one of the highest quality tall buildings standing in the city. It will greatly improve the sense of place at the top of the hill, and provide a proper and good looking end piece to the rather unwieldy current row of university buildings that stretch along Tyndall's Park Road. It is not out of scale, but just right in its landscape, and the Trustees commend it to the committee.

Further Public Comments:

The main points of support expressed by the public were as follows:

- Benefit to Students/Staff: Individual responses highlighted the perceived benefits that the New Library would bring to students and members of staff.
- Public access / Community Benefit: Respondents welcomed the proposals to provide public access to the University’s Special Collections, Library resources and proposed exhibition galleries / events space, and public engagement programmes.

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- Design: There were mixed views regarding the design proposals. Those who made positive comments considered the scheme to be a new landmark building for Bristol, replacing a low quality building.
- Landscaping / public realm: The creation of a civic square would improve student and pedestrian safety, improve traffic flow through the area and create a welcome public space.

The main points of objection were as follows:

- Heritage and Conservation Area: the impact of the New Library on its surrounding area. It was felt it is out of character and would dominate other buildings in the area including Bristol Grammar School and the surrounding Victorian villas. [See Key Issue D]
- Impact on through traffic: Concerns were raised about the effect of the changes to the road layout. Some commented that the area is already congested and the proposals will make this worse. It was felt reducing the traffic flow around the New Library will increase congestion elsewhere for example St Michael's Park and Queens Road. Introducing one-way streets and "blocking roads" would inconvenience local people and only benefit students.

Further concern was raised about more traffic being forced down Elton Road where children frequently cross the road. Issues with junctions were raised including Tyndalls Park Road and St Michael's Hill, and Woodland Road and Tyndalls Park Road. [See Key Issue E]

- Design: Scale/mass/height: The proposed size of New Library, was considered too large for the area, described as being out of proportion to surrounding buildings, dominating the area. [See Key Issues B and D]
- Design Approach: The building design was considered 'brutal' and out of keeping with the surrounding area. Other comments made were that it would date quickly. [See Key Issue B]
- Pupil Safety: Concerns were raised about the safety of BGS students, especially younger pupils. The main issues related to students regularly crossing Elton Road during the day, the ability to drop off younger children who need walking into school by a parent, the impact of construction and infringement of privacy due to overlooking from the library. [See Key Issue E]
- Campusification: Objections were received to what is perceived to be creation of a University 'campus' within the Tyndall's Park area through the creation of a pedestrian space. [See Key Issue E]
- Need: Further comment was made that the new university library building is misconceived in academic terms due to most important texts being accessible online, and many historical editions are also available on-line which obviates the need for the building. [See Key Issue C]

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Second Consultation:

On re-consultation, following the submission of revisions in July which addressed largely highway related concerns, a further 60 public objections were received including a second response from the Highbury Villas Residents' Association. The majority of the comments received reiterated objections made in response to the initial public consultation, and significant concerns were raised over the impact the revised transport arrangements would have. These objections are discussed in Key Issue E.

Other main points of objection raised were as follows:

- Noise, dust and disturbance arising from the anticipated construction period of 5 years. [A detailed construction management plan would be agreed with the Local Planning Authority to minimise disturbance as much as possible.]
- The impact of the building on Bristol Grammar School resulting in a poorer teaching environment through loss of light, reduced air quality and overlooking of the School premises. [See Key Issue F]
- The new building would be better located on the Temple Quarter Enterprise Campus. [The application as submitted has to be determined on its merits. In any event, the University has advised that the TQEC is constrained and has no space for a purpose-built library. The Arts Faculty and Faculty of Social Sciences and Law are primarily based at Clifton and are close to the proposed library where physical proximity is important. These disciplines are more library-based and also require printed books.]

CONSULTEES

INTERNAL:

City Design Group:

On the initial application the City Design Group commented that they supported the development of the new library facilities on Hawthorn Site in principle. The comprehensive and well-presented planning application was acknowledged, which gave a great amount of clarity on the development proposal. The ambition of the project was lauded, and seen as an opportunity for a valuable addition for the city's assets, delivering a landmark building exhibiting excellence in design quality.

However, concerns were raised on aspects of the project and further work was recommended to be undertaken including additional LVIA assessments and resolution of the public realm including wind flows near the entrance, tree planting, cycle route and quality of detailing and materials of the proposed scheme. Following the submission of revisions, the CDG found all aspects of the scheme with the exception of heritage matters acceptable. Full details of the heritage comments are contained in Key Issue D.

Further CDG comments concerning the design and appearance of the proposals are contained in Key Issue B.

Transport Development Management (TDM):

All TDM comments are shown at Appendix 1 to this report. No objections are raised. Section 106 contributions, planning conditions and advices are required.

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The acoustic report submitted details of plant noise limits for the development but no actual plant to be used has been specified. A further report, by condition is required to show that the actual plant to be used will not exceed the proposed plant noise limits. Further conditions recommended.

Sustainability Team:**BREEAM**

The scheme is expected to achieve BREEAM Excellent. The applicant is proposing to assess the scheme against BREEAM 2014, rather than BREEAM 2018 which is the policy requirement. The justification for this includes the timing of the application in relation to the transition from the 2014 to 2018 BREEAM methodology, and the proposal to target specific BREEAM 2018 mandatory and optional credits, and an undertaking to provide reports at each of the design stages with progress updates on designing to the principles of BREEAM 2018. Having reviewed the methodology and the justification provided, the proposed approach is acceptable.

Energy strategy

The proposed energy strategy meets all three elements of BCS14; a reduction in energy demand through energy efficiency, reduction in residual emissions of at least 20% and a heating and hot water system which meets the heat hierarchy, all of which is noted and welcome.

The scheme will be designed to allow for connection to a heat network at a future date.

BCS13 – Climate change

The proposed response to BCS13 including the assessment of the risk of overheating under future climate scenarios is acceptable.

BCS15 – Sustainable Design and Construction, BCS16 – Flood risk and water management
Policy requirements under BCS15 are covered under BREEAM.

Conditions recommended.

Flood Risk Team:

The proposed drainage strategy is formed in accordance with our standards and pre-application discussions. There are no objections, but request a standard pre commencement drainage condition to ensure the detailed design and management plan is approved prior to commencement of development.

Following the receipt of revisions in July 2020 the Flood Risk Team was re-consulted, and commented that there are some good Sustainable Urban Drainage Solutions (SuDS) proposed for the revised drainage strategy. The detail of this would be required through applying the SuDS condition.

Air Quality Team:

There is potential for dust to be generated during the demolition and construction phases of the development. The submitted air quality assessment outlines a wide range of mitigation measures that should be incorporated into a dust management plan in order to ensure that the impact during this phase is considered insignificant. If these dust mitigation measures are conditioned and implemented there would be no concerns relating to air pollution associated with the development proposal.

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There are no concerns regarding air pollution. The assessment of changes to vehicle movements has been conducted without taking into account the impact of any future CAZ, as requested by BCC. The area immediately surrounding the school is not exceeding legal air quality limits and therefore is not a location at which a future CAZ is targeting for air quality improvements.

Given the relatively low level of traffic on the roads around The Bristol Grammar School, air pollution concentrations on these roads will be well within legally required EU and UK concentrations. The predicted changes to traffic flows as a result of the proposed road changes are not large enough to trigger the need for an air quality assessment and as a result are considered to be negligible. As a result these have been screened out in the air quality assessment which states that:

“The proposed development will be predominantly car-free, including only a small number of disabled parking spaces, and is expected to only generate a small amount of traffic. As such, the development will not have a significant impact on existing receptors, and no assessment of the impacts of development generated traffic emissions is required”.

Any increase in vehicle movements will result in an increase in pollution to some extent, however, the predicted changes in vehicle flows show this to be insignificant. It should also be noted that a small reduction in vehicle movements is being predicted on University Road to the south of the school. Should the challenges to the redistribution of traffic on the road network result in a very significant change in the traffic data assumptions it may be necessary to reconsider these comments, however, it is my opinion that the existing baseline air quality and scale of changes to vehicle movements being predicted make it very unlikely that an assessment of pollution from changes to vehicle movements would be needed.

Land Contamination

The information submitted details that the investigations undertaken do not identify contamination to be present on site at levels requiring remediation. However, what is lacking is suitable material for use in landscaped areas. Therefore conditions are recommended to avoid the importation of contaminated materials.

Nature Conservation

No objections. Conditions required.

EXTERNAL:

Historic England:

Summary:

We advise that by virtue of its massing and design, the proposed library would be harmful to the character and appearance of the Conservation Area and setting of highly-graded heritage assets. The applicant has not demonstrated why a scheme cannot be delivered which better aligns with the massing proposed by the SPD for the site.

Historic England Advice

The site is located within the Whiteladies Conservation Area and exceeds an area of 1000m², therefore triggering our statutory remit in the event of a formal planning application. Additionally, the site is within the setting of a number of designated heritage assets, mostly listed as Grade II, but also Royal Fort, designated as Grade I, and as such within the top 2.5% of listed buildings. Therefore,

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greater weight should be given to its conservation. The National Planning Policy Framework (NPPF) defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance'. The proposed development also has potential to impact upon the wider setting of key heritage assets within the city.

The council's Supplementary Planning Document 11: University of Bristol Strategic Masterplan identifies much of the heritage significance of the site and individual assets. Of most relevance is Appendix 11 which analyses the Hawthorns site and its potential for re-development.

The existing building on the site known as The Hawthorns originally formed part the Royal Fort estate, built by James Bridges in 1758-61 for Thomas Tyndall, with grounds by Humphrey Repton. By 1905 the northern area of land was developed with a series of large villas set along Elton Road, Priory Road and Woodland Road. Four villas on Woodland Road were linked and extended for use as a hotel during the early to mid-20th century and then purchased by the University in 1991. While the projecting ground floor bays and pilaster-flanking windows of the two floors above from the original villas are still legible, the additional floors and linking structures have resulted in a rather homogenous building mass that appears somewhat discordant with the detached rhythm of the overriding villa character of the Conservation Area. The existing building could hold other heritage values, which are not clearly legible or apparent. The loss of the existing building should be subject to clear and convincing justification (NPPF para 194).

We have provided pre-application advice to the applicant during 2019 and summarised our observations/concerns as follows:

- Consideration needed to assess the potential impact upon the wider setting of other, highly designated heritage assets (Royal Fort House, Wills Memorial Tower and those further afield including Bristol Cathedral), to inform Heritage Impact Assessment.
- Relevance and weight of SPD11 (4.10 Strategic Move 9) in delivering a contextual design and one that clearly interprets the character of the Conservation Area in a manner that enhances or better reveals significance, a requirement of para 200 of the NPPF.
- Concerns over the proposed building, which would impose a dominant presence within the street scene, exacerbated by the set-forward building line and cantilevered upper blocks, together with the absence of vertical hierarchy and the juxtaposition of blocks, creating a top-heavy appearance which is non-contextual and completely at odds with the architectural balance of surrounding historic villas and other buildings.

The submitted planning application submission retains the original thematic design of a series of three interlocking blocks, only within a varied configuration and greater verticality in articulation of elevation treatments. We are concerned over the impact of a significant building on this site within the Conservation Area, particularly as the wider impact upon the historic environment is now clearer from the Landscape Visual Impact Assessment (LVIA). On the more specific matters, we offer the following additional observations:

1. The proposed library building would occupy a large portion of the site and extrude a massing and volume that would conflict with its historic context. The submitted massing models clearly demonstrate the juxtaposition between the fanned blocks of the proposed library alongside the well-established domestic scale and rhythm of the villas in Elton and Woodland Roads. We acknowledge the much-altered core of the University development in Tyndall Avenue, immediately to the east, although this is very much contained within a concentrated area. While there is no adopted Conservation Area

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Character Appraisal for this designated area, an earlier ‘enhancement statement’ from 1993 published on the council’s website identifies the Conservation Area’s character being derived by ‘buildings run parallel to the streets, and for the most part are regularly spaced in relation to each other. The residential dwellings are generally set back behind medium-sized or generously proportioned individual front gardens. To a considerable extent its character relies on the subtle combination of mainly domestic qualities: solidly built, substantial villas and terraces in local Brandon Hill, and Bathstone with interesting and varied elevational use of classical architectural motifs; well-constructed boundary walls in local stone complementing the buildings and harmonising the ground level environment; attractive gardens; trees of good stature in streets and gardens.’ Para 200 of the NPPF requires local planning authorities to look for opportunities for new development within Conservation Areas and within the setting of heritage assets that enhance or better reveal their significance. Any development of the site must engage with its context in order to satisfy these requirements. The proposals, as they stand, do not satisfy this test.

2. The submitted LVIA identifies a range of longer distance views that assess impacts from most key and planned views from within and around the city. What is quite apparent and common within these views is the primacy of the Grade II listed tower of the Physics Building and the Wills Memorial Building (Grade II*) on the city skyline. The proposed library building, by virtue of the massing of the upper block, would be unduly conspicuous and visually compete within these views.

3. Whilst we agree that this site could potentially accommodate a building of greater scale and mass than the existing properties, as prescribed in the council’s SPD for the University, a reduced footprint of the tallest element would mitigate its impact upon the wider city and setting of key historic buildings. The stepped transition of the master planning for the site, set by the SPD, would be a more positive means to delivering a more comfortable juxtaposition between the existing University campus to the east and the domestic context of the application site and Conservation Area. The applicant has not demonstrated why the SPD massing cannot deliver the design brief for the site. Has thought been given to providing a quantum of accommodation, perhaps for archives, in subterranean floors?

4. We note that the design of the library has evolved to include a greater visual verticality through articulation of fenestration and associated elevational treatment. While this helps counteract the heavy horizontal lines of the juxtaposed building blocks, this does not mitigate against the lack of transition between the domestic-scaled villas in Elton Road and the large-scale institutional buildings associated with the modern university. This would fail to provide the enhancement of significance of the Conservation Area (NPPF, para 200) where an opportunity for better revealing significance has been identified in the supporting documents.

5. We certainly prescribe to a contemporary architectural approach, but strongly advise that this takes a clear and legible steer from the consistent and repetitive character traits of the Conservation Area. The ‘urban block’ approach described by Option E in Appendix 11 of the SPD would provide the articulation of form that could deliver a more contextual building. We would fully support the principle of this approach.

As it stands, we object to the proposed scheme, as this would be unduly harmful to the character and appearance of the Conservation Area and the setting of key heritage assets. We believe that a substantial building can be delivered on this site, as demonstrated by the SPD. Subject to a contextual design based upon this massing model, we would be in a position to withdraw our objection.

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Central to our consultation advice is the requirement of the Planning (Listed Buildings and Conservation Areas) Act 1990 in Section 66(1) for the local authority to “have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses”. Section 72 of the act refers to the council’s need to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area in the exercise of their duties. When considering the current proposals, in line with Para 189 of the NPPF, the significance of the asset’s setting requires consideration. Para 193 states that in considering the impact of proposed development on significance great weight should be given to the asset’s conservation and that the more important the asset the greater the weight should be. Para 194 goes on to say that clear and convincing justification is needed if there is loss or harm.

Recommendation

Historic England objects on heritage grounds to the proposed development in its current form and massing. We consider that the application does not meet the requirements of the NPPF, in particular paragraph numbers 193, 194 and 200. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas and section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.

Further Historic England Comments:

Following the submission of additional information from the applicant in May 2020, Historic England was re-consulted. Additional comments were received as follows:

Historic England Advice

The additional submitted information in the form of further LVIA views and an addendum to the Heritage Statement does not alter our advice. We maintain our objection to the application, based upon the harm that the development would cause to the character and appearance of the Conservation Area.

The further discussion on impact and harm to the Whiteladies Conservation Area contained within the Heritage Statement concludes that the proposed library would result in ‘a moderate level of less than substantial harm’. Regardless of the level of harm agreed between the applicant, the council and statutory consultees, para 193 of the NPPF requires great weight to be given to the conservation of the heritage asset.

We previously advocated that a revised scheme for the site which aligned itself with the development brief and model outlined in SPD11 would allay our principal concerns. However, we are not persuaded that a cogent case has been presented to demonstrate why a more contextual development, based closely on your policy for this particular site, cannot be delivered. In terms of detail relating to our concerns and objection, please refer back to our previous advice which remains valid.

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The Victorian Society:

Similar proposals, produced during the pre-application process, were discussed and we offered comments on the proposed development then. The current proposals have changed very little since our earlier response, and we maintain our objection based on the scale and massing of the building.

The 2006 masterplan established that the site could accommodate a building of 3-7 storeys which would mediate between the height of the surrounding residential buildings, and the taller university buildings to the east. It is our view however that 7 storeys would be too tall in the context of the area, overshadowing the surrounding residential development within the conservation area, and the Grade II-listed Bristol Grammar School to the south of the site. A renewed application therefore presented an opportunity to rectify the harm proposed by the masterplan, by better utilising the footprint of the plot, and designing a lower building which would respect the heights of the surrounding designated heritage assets. The proposed 9 storeys is therefore disappointing and demonstrates a failure to fully appreciate the context of the site. The tallest element would be on Woodland Road, dramatically contrasting in height with the adjacent Victorian villas in a conservation area whose "character relies on the subtle combination of mainly domestic qualities: solidly built, substantial villas and terraces" and would therefore have a negative impact on these as well as the school.

Policy

Paragraph 194 of the NPPF states that;

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

There is little discussion as to why the buildings need to be 9 storeys, thus causing damage to the surrounding heritage assets, and this aspect of the proposal therefore needs to be readdressed.

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Conclusion

We understand that this area is intended to be the heart of the University of Bristol campus, and we do not object to the development of the site, but greater efforts need to be made to ensure that this does not come at the detriment of the conservation area or listed buildings.

Crime Reduction Unit:

The applicants have been in consultation with the design team from an early stage. Having viewed the plans and Design and Access Statements there are no comments to make.

First Group:

First supports the principles of this application and welcomes any enhancements to bus priority or bus stop infrastructure.

First's comments are based on operating a combination of both commercial and contracted services, that serve the University of Bristol.

The proposed bus stops on Tyndall Avenue appear to suit through services, which would not be starting or terminating at this location, as there appears to be limited opportunities for buses to wait any reasonable period of time. Due to the nature of bus services that serve universities, there will be times where there are high volumes of boarding and alighting passengers and therefore dwell time at bus stops is required to allow for this.

The application does not present opportunities for significantly enhancing the provision of bus services to University of Bristol in years to come and is more suited to the current levels of service. All services are expected to use bus stops on the main carriageway, as there are no bus stop lay-by facilities proposed. This is likely to restrict the ability to increase frequencies and introduce new routes.

There is some concern that buses serving bus stops on Tyndall Avenue will need to use the opposite side of the carriageway to pass other buses on the bus stop. While this is an accepted practice at a number of locations, this could add increased risk and congestion given the nature of services that would be serving these stops.

First is committed to the Bus Deal in Bristol, which will see frequencies on a number of key corridors doubled over the coming years. If insufficient bus stopping facilities are provided at key locations, this could result in University of Bristol not seeing the benefit from the Bus Deal.

First supports the restriction of private vehicles on Tyndall Avenue, as this would provide buses with increased priority and reduce congestion.

The fleet of buses operated on services needs to be considered. First is increasingly moving towards longer and higher capacity vehicles and in years to come this could potentially include articulated buses.

Bristol Waste:

No objections

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KEY ISSUES

For information, any policies quoted in the report with the prefix BCS are from the Core Strategy, DM are from the Site Allocation and Development Management Plan, and BCAP are from the Bristol Central Area Plan. Any references to paragraphs within the National Planning Policy Framework will have the prefix NPPF.

A: IS THE PROPOSAL ACCEPTABLE IN LAND USE TERMS?

The application site is located within the University Precinct as set out in the Bristol Core Strategy. Policy BCS2 sets out the strategic approach for the city centre and provides for the continuing consolidation and expansion of the University of Bristol, recognising the University as a major institution which makes an important contribution to the economy and diversity of the city. BCAP11 follows this by stating that the Precinct will be developed for educational and ancillary uses associated with the University having regard to the principles set out in Supplementary Planning Document 11 (SPD11). It further states that within the Precinct the development of new facilities or the redevelopment and renewal of existing facilities will be encouraged.

Policy BCAP43 sets out the approach to planning within the St Michael's neighbourhood which includes the University Precinct. This states that this should be conservation and management-led rather than development-led. It explains that this reflects the limited new development opportunities in the area and the value that stakeholders have placed in the area's historic assets. However, it goes on to state that flexibility is offered for the University and Hospital Precincts to allow the University and Hospitals' redevelopment programmes to adapt to meet their changing needs and priorities over time.

The policy states that a flexible approach will be taken to the redevelopment of sites within the University and Hospital precincts, although higher standards of urban design will continue to be sought.

The policy goes on to state that within the University Precinct a wide range of building styles and scales will be acceptable, however, it adds that regard should be had to the impact of proposed development on the skyline of the city and the historic environment.

Opportunities should also be taken to increase the accessibility, permeability and legibility of the precincts for the public and improve the appearance of existing buildings and the quality of the public realm.

Finally, the policy reiterates that regard will continue to be had to the principles set out in SPD11 for the development of the area.

SPD11 was adopted in 2006 and sets out a Strategic Masterplan with the aim of strengthening the University's position as a world-class, research-intensive higher education organisation. The Masterplan is structured around ten strategic moves (SM) which formed the framework for proposed development over 10 to 15 years and as such it is now coming to the end of its lifespan.

Three of the strategic moves are of direct relevance to the Hawthorns site, these are SMs 3, 6 and 9, as set out below:

SM3: The creation of a new, identifiable entrance to the University at 'Tyndall Place' (junction of Woodland Road and Tyndall Avenue). The following points are made:

- The location and identity of the University is ill-defined with no identifiable entrance.

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- The junction between Tyndall Avenue and Woodland Road is considered to be the functional entrance to the University.
- The quality and character of the existing buildings and landscape at the junction of Tyndall Avenue and Woodland Road is poor and do little to reflect the status of the University, the Royal Fort Gardens or the neighbouring Grammar School.
- There is no facility to help students and visitors to locate and orientate themselves within the University.

SM6: To improve the public realm in order to strengthen the identity of the Precinct.

SM9: The redevelopment of the Hawthorns site. This is identified as a key site which will provide new purpose-built flexible accommodation for University use. The SPD reaches the following key conclusions:

- The existing buildings on the site are the result of extensive phases of refurbishment and redevelopment which has largely resulted in the loss of their historic interest and integrity.
- The phases of change have caused an uncomfortable relationship with their context of the Whiteladies Road Conservation Area in a number of ways, including design quality of buildings and landscape.
- The existing accommodation currently on the site does not meet with needs of the University.
- A new building on the Hawthorns site could improve the relationship of the building with the neighbouring junction and contribute to ideas for a new 'Tyndall Place' at the junction of Woodland Road and Tyndall Avenue.
- Design studies indicate that the site can comfortably accommodate buildings which offer more useful space than is currently available, and there is also an opportunity to create a new distinctive 'landmark building'.
- In view of the very important and prominent location of the site, the new building will need to be of the highest architectural quality. Particularly careful attention will be needed in the selection of materials and the design of landscape to ensure compatibility with the character of the wider Conservation Area.

SM9 states that the site could accommodate a development of between 3 and 7 storeys with building heights to step up to Senate House. However, Appendix 11 of the SPD, which looked at design studies for the site, also included options for a courtyard and tower of 12 storeys, and for a terrace and tower. Appendix 6 of SPD11 sets out the schedule of new areas that might be brought forward within the SPD, with the Hawthorns site listed as accommodating a building with a gross area of between 8,630 and 9,795 m² gross internal area. This figure is not described as a limit.

It should be noted that as an SPD, SPD11 provides additional advice and guidance but it does not hold the same weight as adopted development plan policy.

To conclude, having regard to the policy context set out above, there is clear support in principle for the redevelopment of the site to provide a large, new University building. Its acceptability will, however, depend on how it measures against the key issues considered in the remainder of this report.

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B: IS THE DESIGN OF THE PROPOSED DEVELOPMENT ACCEPTABLE?

Policy BCS21 promotes high quality design, requiring development among other requirements to contribute positively to an area's character, promote accessibility and permeability, promote legibility, clearly define public and private space, deliver a safe, healthy and attractive environment and public realm, deliver public art and create buildings and spaces that are adaptable to change.

DM policies reinforce these requirements. DM26 requires development to contribute towards local character and distinctiveness. DM27 concerns the arrangement and form of buildings, structures and spaces. It states that the height, scale and massing of development should be appropriate to the immediate context, site constraints, character of adjoining streets and spaces, the setting, public function and /or importance of the proposed development. DM28, concerning public realm, states that development should create or contribute to a safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and encourages appropriate levels of activity and social interaction. Finally, policy DM29 concerning the design of new buildings, states that new buildings should be designed to a high standard, responding appropriately to their importance and reflecting their function and role in relation to the public realm. It adds that buildings will be expected to be clearly organised in terms of their form, internal layout and circulation to reflect the hierarchy of function they will accommodate, the uses they will serve and the context they will address.

The submitted Design and Access Statement (DAS) states that the building has been designed following a thorough analysis of townscape and environmental context, planning policy and consultation to ensure the building will meet the current and future needs of the University and other potential users.

The DAS demonstrates a rigorous analysis of the form, materials and proportions of adjacent buildings to the site. This has informed the appearance and massing of the building, whereby the building volumes are distinct and separated, and dynamic in local views and wider vistas, when seen in composition with the Wills Memorial and Physics Towers.

The new library is a contemporary building and, while it takes reference from neighbouring buildings, it is not a pastiche of them. It would be a modern, prestigious landmark building that would meet the needs of the University.

The DAS describes the final composition as a dynamic interplay of connected volumes sitting above a free-flowing ground floor that directly addresses the space and city surrounding it. The top volume is designed as a beacon: a reinterpretation of a traditional tower. It is aligned to address the city centre to the south and Clifton Downs to the north. Large openings on the east and west are positioned to break up the massing with open and solid, depth and shadow, whilst setting up specific 360 degree connections between the library and the surrounding city.

The massing at ground level is designed to be porous and dynamic, aimed at creating views into and out of the building.

A key design principle has been to create a 'civic space'. The majority of the ground floor of the library has been designed as publicly accessible. These publicly accessible spaces are expressed in the building form as the ground floor façade is deeply recessed, creating depth and shadow and a sense that you are entering 'under' the stone volumes into the continuous public datum.

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As stated early in this report, the design has evolved from two pre application submissions. In response to the second pre application on which the current application is based, the Bristol Urban Design Forum, a group of design and environment professionals who offer free, independent consultation on significant development proposals in the city, described the development as follows: *“Bristol has some decent contemporary schemes that people are rightly proud of, and which are fast becoming both community and social assets in city life. There is however, a paucity of contemporary civic buildings in the city and an outstanding building such as this is long overdue. As society seeks to make university life a more open and inclusive place, this building could make a manifest contribution to wellbeing in university life ... The library is set to become not only a great place to visit, but also an emblem that talks about the quality and evolution of the city, our commitment and investment in education, and the healthy future of our young people.”*

The City Design Group (CDG), in their comments, support the development of the new library facilities and laud the ambition of the project, seeing this as an opportunity for a valuable addition to the city's assets, delivering a landmark building exhibiting excellence in design quality.

CDG add that exceptional quality is of vital importance to justify the scale and massing of this new landmark building at the heart of the University Campus, and this quality is exhibited in the design and detailing of the scheme. The architecture is seen as presenting a considered response to the surrounding context. It presents a clear articulation of base, middle and top with well-proportioned massing.

Visual Impact Assessment

The proposed building will have a significant impact on the Bristol skyline, sensitive viewpoints and the context of several heritage assets as presented in the Landscape and Visual Impact Assessment (LVIA).

CDG comment that the confident architecture of the building makes a positive impression from a number of key viewpoints where its massing manages to provide a strong focal point within a vista, contributes to the topography of the local townscape without being too dominating, or the quality of design and detailing announces a destination as well a landmark building. From more distant views visual effects range from minor beneficial through neutral to slight harm. One view (view 11) taken from Redland Green is less successful due to the uncomfortable relationship created with both the Wills Tower and Royal Fort - upsetting the balance of the composition - resulting in a minor/moderate adverse impact. The view from Priory Road and other close views such as Woodland Road (north) illustrates the dilemma of locating a large scale contemporary landmark building adjacent to or within a Conservation Area established to protect period character. However, in this case it is judged that the design quality of the proposed building outweighs the obvious harm arising locally.

Height

As a tall building is proposed, the development has to be assessed against the Urban Living SPD, which sets out a series of questions that applicants are encouraged to consider throughout the design development of a scheme. The full assessment provided by the applicant is shown at Appendix 3, and demonstrates that all the relevant questions have been considered in the design.

Compliance with SPD11

A number of commentators have raised the issue of compliance with SPD11, arguing that what is proposed is considerably larger than the design option envisaged for the site in Appendix 11. In

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answer to this, the 7-storeys for the tallest portion of the proposed building does align with the SPD, however the design in the Appendix shows development not to exceed the present height of Senate House, and steps-down to meet and better address the scale of the Victorian villas on Elton Road. The current proposals exceed the height of Senate House by 5 metres, and while there is some reduction in height, it does not step down as illustrated in the document. The proposed internal floor area is 14,320 m², as opposed to the 8,630 to 9,795 m² set out as guidance in Appendix 6.

However, as stated earlier, the purpose of SPD 11 is to set out a vision with principles to guide development. While the proposed building broadly follows these principles, it is clearly larger than originally envisaged for the site. The University's need for a building of the size proposed is discussed within the following key issue, along with its impact on heritage assets.

The proposed building is considered for the reasons outlined in the above commentary to comply with design policies; it displays design of the highest quality, and will deliver an exceptional 'landmark' building at what is identified in SPD11 as the functional entrance to the University.

The Design of the Public Realm

The contextual analysis provided within the Design and Access Statement, the Heritage Statement and Transport Assessment all make the point, together with SPD 11, that the current site provides poor townscape quality and has a poor functional relationship with the University.

The proposals create an enhanced public realm on and surrounding Woodland Road between the junctions of Tyndall Avenue, Elton Road and St Michael's Park, removing motorised traffic and prioritising pedestrian and cyclist movement. This will extend the provision of public open space in front of the building and connect the library to Senate House and University facilities beyond, such as Royal Fort House and gardens, both visually and physically.

CDG comment that the creation of this new traffic-free public realm between the new library building and Senate House, with the retention of Tyndall Avenue and St Michael's Park as transport corridors, is supported. Generally the layout is considered to provide:

- A well detailed setting to both buildings, giving space for the architecture of the proposed library in particular to be expressed
- A high level of accessibility across the scheme
- An interesting use of levels to create elevational variety across the public realm incorporating opportunity for focus features
- Use of high quality surface treatments, using mainly natural stone throughout the scheme
- Opportunities to animate the public realm through provision of seating, planting and lighting
- Tree planting that softens the library elevation on Elton and Woodland Road elevations, and shades seating on the Plaza and Entrance Terrace
- Terrace gardens for relaxed sitting and further softening of the built form

The public realm has also been designed to reduce physical barriers to movement for users with mobility problems, developed in consultation with the Council. Measures include step free routes, gradient adjustments, the use of tactile paving, the location of the disabled bays and signage.

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The design of the proposed public realm is seen to achieve the aims of SM3 and SM6 in SPD11, creating a high quality public space that will be perceived as the entrance to the University.

Public Art

The overarching ambitions for the University as a global civic university are mirrored in the vision for their public art programme. To be truly civic, their ambition is that this new landmark library building will play an important part in the life of the city. According to the Campus Heart Public Art Strategy document written by the Contemporary Art Society, the University's public realm is seen as a social realm, welcoming, full of interest and activation, enhancing the shared spaces at the centre of the University for all: students, staff and local communities.

The library and public realm design should therefore enhance and enable the central strategy ambitions for 'connected, programmed and social space,' which will be expressed through a programme of both temporary and permanent commissions. More specifically the strategy states -

- Public art will emphasise this social realm by creating a dynamic and connected place; and,
- A major commission for the New University Library will create a landmark artwork that becomes a memorable feature that contributes to the social realm at the heart of the University.

CDG is in agreement that the principle of the landscape and public realm design enables this ambition for engaging, connected, social space. It would be visible, coherent and welcoming.

C: WHAT IS THE UNIVERSITY'S NEED FOR A LIBRARY BUILDING OF THE SCALE PROPOSED?

Policies BCS2, BCAP 11 and BCAP43 recognise and support the development of the University as a significant contributor to the economy of Bristol.

The Design and Access Statement sets out the extensive process by which the scale and layout of the new library has been reached. This is based on current and future University and user needs established through consultation; and spans the functions required of it. This was balanced against mitigating the development's impact on public amenity, including heritage assets.

The original baseline accommodation requirements for the library in order to meet all collection, study and staff needs was calculated as totalling circa 27,500 m². This clearly exceeded the maximum capacity for the site and the requirement was reduced to 14,320 m². This would be achieved by storing more than 50% of the cultural collections offsite, leaving only the most heavily used parts of the collections available in the new library. More library collections (books and journals) would be held off-site than in the new library, with the most frequently used items in the new library. However, this would still amount to 420,000 books and 70,000 journals.

2,000 study spaces are proposed in a variety of formats, and this figure is derived through benchmarking against Bristol University's comparators within the Russell Group, providing one study seat to every six students. This ratio of 1:6 would ensure Bristol University is positioned within the top quartile. Student dissatisfaction with their experience of study space, particularly around study seat availability during revision times, is a continuing issue for the University and has been fed back over several years. Clearly, a quality student experience has an effect on the University's reputation.

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The variety of spaces that would be offered by the library is considered essential in supporting the different ways students are expected to learn from individual, quiet reflective study to collaborative group work. The library would provide a safe and comfortable environment conducive to study. It will also be a space for multi-disciplinary research, and will provide opportunities for collaboration and with the ground floor open to the public to enjoy.

On the ground floor, the library would bring together the University's accredited museum and archive service, the Theatre Collection and its Special Collections for the first time as a new cultural destination for Bristol with large exhibition spaces, reading rooms and a cafe. To achieve this successfully requires considerable space and a degree of flexibility.

In order to house the number of books and journals that are required, the number of study spaces that are needed, and the spaces for the collections and the public to enjoy, a building of the proposed size is required.

D: WOULD THE PROPOSED DEVELOPMENT CAUSE HARM TO DESIGNATED HERITAGE ASSETS?

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Authority is also required (under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special regard to the desirability of preserving or enhancing the character or appearance of the area.

Section 16 of the NPPF states at Paragraph 193, 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, and the more important the asset, the greater the weight should be. Paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Paragraph 196 states that where there is less than substantial harm, this harm should be weighed against the public benefits of the proposal. Paragraph 200 states that Council's should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Policy BCS22 requires development to safeguard or enhance heritage assets, which includes historic buildings, both nationally and locally listed, and conservation areas.

Policy DM31 states that development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting. The policy goes on to state that where a proposal would affect the significance of a heritage asset the applicant will be expected to demonstrate that all reasonable efforts have been made to mitigate the extent of the harm to the significance of the asset.

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Heritage Assessment

Both SPD11 and the submitted Heritage Statement comment that the existing building on the Hawthorns site has been subjected to significant alterations and no longer has any meaningful heritage value.

The identified heritage assets are identified as follows:

- Whiteladies Road Conservation Area (within which the application site lies)
- Tyndall's Park Conservation Area
- Grade I listed Royal Fort and attached front step railings
- Grade II listed Royal Fort Gate Piers and Gates
- Grade II listed Bristol Grammar School
- Grade II listed Bristol Baptist College
- Grade II listed University of Bristol Department of Chemistry
- Grade II listed University of Bristol Physics Building
- Grade II listed 8 Woodland Road.

In addition, in long distance views, it is considered possible that the legibility and experience of the Grade II listed Cabot Tower may also be affected, so this is also included.

The Heritage Statement concludes that the development will have a neutral impact on the majority of these identified heritage assets, with the following exceptions:

- The development will have a 'slight beneficial effect' on the significance of Tyndall's Park Conservation Area as a whole.
- The likely level of harm to the significance of Whiteladies Road Conservation Area has been assessed as 'slight to moderate harm', but lower than midway up the band of 'less than substantial harm'. (See further details in CDG comments below.)
- The likely harm to the Bristol Grammar School is a 'moderate level' of 'less than substantial harm'.

In assessing the impact of the new library on the setting, experience, appreciation and legibility of the School, the Heritage Statement comments that in some views, there will be a fairly profound adverse effect on experience, appreciation and /or legibility of the designated heritage asset. The new Library will not overshadow the important and iconic Great Hall, as it is set back some way from both Elton Road and Woodland Road boundaries. However, while not overshadowing the Great Hall, the new Library will greatly change and dominate its wider setting. It will also overturn the dominance of the Great Hall in a number of key views and, in at least one case, lead to loss of an iconic view of the crowstepped gable and bell turret.

Pulling the foregoing considerations together, while the development proposals will not have a direct physical impact on the listed building, it is concluded that they will have a moderate adverse effect on the significance of Grade II listed Bristol Grammar School by harming the contribution its setting, including views, makes to its significance.

- The development will have a 'slight adverse effect' on the significance of Cabot Tower.

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In response to these findings, CDG comment that the harm caused is considered to be greater than the extent detailed in the Heritage Statement, in particular the impact on the Whiteladies Road Conservation Area. Whilst it is acknowledged that the Hawthorns makes a limited contribution to the special character, the proposals are potentially highly damaging to the clearly expressed architectural continuity, regular rhythm and consistent scale of development, and domestic character of the area. The viewpoints submitted in the Addendum to the Heritage Statement reinforce the identified harm to the Conservation Area and setting of listed buildings. The degree of harm is considered to be at the higher end of 'less-than-substantial' on the designated heritage assets as a whole (listed buildings, their setting, and the special character of the Conservation Areas), and there is no 'clear and convincing justification' provided for the harm that will arise from the proposed development.

The CDG concur with Historic England in their assessment of the application, which is that, by virtue of its massing and design, the proposed library would be harmful to the character and appearance of the Conservation Area and setting of highly-graded heritage assets. Historic England considers that the development does not meet the requirements of the NPPF, in particular paragraph numbers 193, 194 and 200, and post the question as "Is there another way in which the purported benefits can be delivered in a way that reduces the harm?" Historic England considers that the applicant has not demonstrated why a scheme cannot be delivered either by using an alternative site for a tall building as shown in SPD11 (Strategic Move 8), or by proposing a building which better aligns with the massing proposed by SPD 11 for the site.

Justification

SPD11 Strategic Move 8, is for a New Learning Centre on the site of the existing Arts Library and Computer Centre towards the eastern end of Tyndall Avenue, and is identified as an opportunity for a tall building. Historic England and other commentators have suggested that this could be a less harmful site in heritage terms, and the reasons why it has been discounted need to be justified, in accordance with NPPF paragraph 194.

In response to this the University has commented that the computer centre has evolved since the SPD production in 2006 to become an integral part of the University's high-speed data network and therefore redevelopment of this building would be highly complex and prohibitively expensive. It has been predicted that to redevelop this building and relocate the existing functions within the computer centre would take up to 3 years to complete with a cost of circa £20m, and cause significant operational disruption. This is considered to be poor value for money and does not work in terms of the timing of the delivery of the new library, which is of paramount importance to the University.

The University has considered the scenario of positioning the proposed library on the SM8 site, taking into account deliveries, access and the need for a certain size floor plate to accommodate library facilities. It has excluded the Computer Centre for the reasons given above.

In terms of the heritage impact of developing the library on SM8, the University comment that SM8 is located on the boundary of two Conservation Areas namely, Tyndall Park and St. Michaels Hill. Any development of this scale on this site would have an impact on the character of these Conservation Areas, in particular St. Michaels Hill. St. Michaels Hill is seen as one of the most historic roads in Bristol and there is no doubt that a building of the size required would have an impact upon its character.

SM8 is surrounded by listed buildings. In addition to the Wills Physics building there is Oldbury Lodge on the corner of St Michaels Park, a terrace of Georgian houses on St Michaels Hill opposite, and the

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old Children's Hospital building on St Michaels Hill. A cursory analysis of the site could lead to the conclusion that a building of this nature on this site may have a greater impact on listed buildings than the development of the Hawthorns site. It is also noted that the topography is such that its position on the corner of Tyndall Avenue and St Michael's Hill would make it particularly visible within street vistas up the hill.

Unlike the Hawthorn site, which is agreed as having no heritage significance, half of SM8 i.e. the existing brutalist architecture of the Arts and Social Sciences Library, has in the last 2 years been designated as a locally listed building by Bristol City Council. The University adds that it can only be concluded from this action that the Local Planning Authority see the existing library building as an important heritage asset and would not want to see it demolished, and conclude that there would be more heritage harm in developing this site than the Hawthorns site.

Further alternatives that have the aim of reducing heritage impacts are to either provide more floorspace at basement level on the application site, which would reduce the height and scale of the building above ground, or to propose a smaller building. However, for the reasons set out in Key Issue C the building is required to be of the size proposed.

In addressing the basement alternative the University makes three points. First, there is no need for a further basement level in operational terms. Basement levels are very useful for archive storage within libraries and the current basement and lower ground level proposals are sufficient for the University's needs. Such space is not ideal for study spaces, public spaces or teaching/office spaces for obvious reasons. Second, the introduction of one full basement level requires building through bedrock to a depth of 5-6m, which is an expensive operation. To provide a further basement level would be cost prohibitive (£3-3.5m), difficult to construct and disruptive in terms of construction within a tight urban area.

Third, as prescribed in SPD 11, this site should accommodate a landmark building of high quality at up to 7 storeys. The university does not apologise for proposing just that and see no reason to hide it underground.

These comments made by the University are considered to provide adequate justification to meet the requirements of Paragraph 194 of the NPPF.

Public Benefits

While it is agreed that the proposal would result in a degree of harm to some of the heritage assets identified above, in accordance with Paragraph 196 of the NPPF this harm should be weighed against the public benefits of the development. These are considered to be the following:

Supporting the University:

The development would support the University in its role within the City, delivering direct and indirect benefits to the economy of Bristol.

The University of Bristol is a leading international education and research institution and makes a significant contribution to the productivity of Bristol. It furthers teaching and academic research, and creates and supports jobs.

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Public Access:

The ground floor would be fully open to the public and would include a café, gallery spaces to host exhibitions, events space for talks and general events, and the Cultural Collections Centre. The gallery spaces will have a programme of exhibitions developed in partnership with communities, and civic, national and international partners that will be open to the public.

The Cultural Collections Centre would bring together the Theatre Collection and Special Collections. The Theatre Collection is accredited as a Museum and Archive Service, and is one of the world's largest collections of British Theatre history and live art. The Special Collections comprise a rich and diverse range of printed books and journals, archival resources and artefacts. It includes the Brunel Collection: a wide array of original Brunel papers including engineering drawings and correspondence, and the Penguin Collection which contains any Penguin book published.

Conservation Area Enhancements:

Tyndall's Park Conservation Area

The Heritage Assessment concludes that the development proposals would have a slight beneficial effect on the significance of Tyndall's Park CA as a whole.

The HA comments that the development represents the continuation of the existing concentration of University buildings in Tyndall Avenue by stepping across the boundary of the CA into the corner of Whiteladies Road CA. The proposal creates a vital gateway to the University Precinct with a contemporary composition of considerable interest and design excellence. The creation of a strong gateway would be of some benefit and will help to reduce the negative effect of the damaged character of Tyndall Avenue caused by past developments.

Whiteladies Road Conservation Area

In respect of Whiteladies Road Conservation Area, while the overall impact of the proposal is considered harmful, development of the application site with the proposed new Library would eradicate the significant blight caused to the CA by the appearance of the Hawthorns. Bristol City Council in its response to the second pre application, confirmed its opinion that the Hawthorns 'has heavily diminished historic and aesthetic value; it is, at best, a neutral building in the CA; at worst it has a negative impact'. The application proposes replacing the Hawthorns with a building of exemplary design and visual interest. That must be considered an enhancement to this part of the Conservation Area.

Accessibility and Transport Improvements:

The proposed building and public realm improvements would support public accessibility and deliver a new attractive open space.

The pedestrian and transport proposals would improve accessibility for pedestrians of all abilities, improve provision for cyclists and have a positive impact upon bus users. (Further details are provided in the following key issue.)

In addition to serving those attending and working at the University, the proposed public realm would present opportunities to foster an interest in the University for those that pass through the area, removing 'barriers' between the University and members of the public, and present a positive public image by sharing quality public realm space with the community.

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Conclusion

In summary, it is acknowledged that the proposal would result in a degree of harm to heritage assets and, in accordance with policy, this must be given great weight in the decision of the application. However, it is considered that this harm is justified and that the proposed development would give rise to significant public benefits which outweigh the 'less than substantial harm' identified.

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

The Development Plan policies are designed to promote schemes that reflect the list of transport user priorities outlined in the Joint Local Transport Plan, which includes pedestrians as the highest priority and private cars as the lowest (see BCS10). In addition, policy DM23 requires development to provide safe and adequate access to new developments. BCAP 29 states that where appropriate within the City Centre, a lower level of parking provision will be expected, and that cycle parking is expected to meet or exceed the minimum standards.

The most notable feature of the proposals in highway terms is the closure of Woodland Road between St Michael's Park and Tyndall Avenue, and the creation of a new public square in this area.

This proposed new traffic-free public realm scheme has been designed with pedestrian amenity as one of its key objectives. It responds to expected pedestrian desire lines around the new library and Senate House, and would create a significant improvement in the pedestrian environment within the area.

Many commentators have objected on the grounds that this would create a 'campus' style environment in this area. In response, the pedestrian square is viewed as a welcome design feature that provides both an appropriate setting for the new building and a practical way of accommodating the large increase in pedestrian movement within the area.

There was also considerable public response to the inclusion of a national cycle route running through the new square without segregation as a 'shared space'. This was viewed by many, including Transport Development Management (TDM) to be unsafe.

Following negotiations with TDM, the proposed development was amended to introduce a number of changes to the proposed transport infrastructure which include the following:

- A redesign of the cycleway to the preferred segregated approach. The paving of the cycleway has been changed to contrast with the adjacent paving and upstand kerbs introduced. The alignment also includes bends to control the speed of cyclists travelling downhill.
- Prohibition of traffic from travelling eastbound on Tyndall Avenue from Woodland Road, apart from buses and cycles, which can continue to travel in either direction.
- A redesigned raised table junction at Woodland Road / Tyndall Avenue / Elton Road.
- Increased bus infrastructure capacity on Tyndall Avenue.
- Revised cycle parking locations and volumes.

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Original proposals which remain unchanged include:

- The prohibition of traffic westbound on St Michael's Park between Osbourne Villas and Woodland Road
- Formalisation of 'one-way working' westbound on Elton Road (cycles are unaffected)

These changes necessitated an update to the original traffic impact assessment and junction capacity assessments. The inclusion of a bus gate on Tyndall Avenue directly impacts the reassignment of traffic in the area, resulting in reduced traffic flows in some locations, and increased flows in others, compared to the initial results. The updated reassignment has a number of benefits in terms of road capacity, particularly on St Michael's Hill and the Woodland Road / Tyndall Avenue / Elton Road raised table junction.

For cyclists, the overall reduction in traffic levels and traffic speeds resulting from the scheme would improve the conditions for on-road cycling, and the increase in cycle parking proposed would improve the provision for cyclists whose trips are associated with visiting the area.

Bus users would also benefit from the proposals, with the introduction of a bus hub on Tyndall Avenue. This would provide:

- An increased area to wait for, board and alight buses. The existing arrangement of waiting on Woodland Road causes problems as there is insufficient space for bus users and pedestrians.
- Improved waiting facilities in the form of a raised footway, high capacity shelter, with lighting, seating, timetable and real-time information.
- Peak and off-peak U1 services would both depart from the same location on Tyndall Avenue, instead of the current situation of having separated termini on Woodland Road. This will improve the legibility and usability of services.

Response to transport and movement related objections following public consultation:

Many public objections have been received on the following issues:

- Disruption and inconvenience to drivers:

Many objections to the transport proposals refer to the inconvenience and disruption of through trips. This disruption, in transport terms, is not a reason to object to the proposals. Any reduction in vehicle trips or change to more sustainable modes, which will still be allowed through the area, is indeed welcomed. There will still be availability of access by cars, but it may be more circuitous. The area will become less attractive to rat running vehicles.

- Increase of traffic forced down Elton Road:

It is correct that if the levels of traffic remain the same and all traffic is diverted within the traffic network as assumed by the model, there would be an increase in vehicles using Elton Road. This increase at the most busy peak hour (am peak) is projected to be an additional 67 vehicles, over and above the background traffic growth.

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Experience has shown elsewhere that closing roads does not 'force' all traffic onto alternative local routes. Traffic previously running through the area may be deterred from using this area at all as it becomes less convenient, and some shorter journeys may be made by alternative modes.

Therefore this is expected to be a worst case scenario.

The applicants have proposed to relocate coach parking to nearer Bristol Grammar School's main entrance, and to maintain car parking in Elton Road, both at the request of the School. There is also a proposal to install speed tables in Elton Road to reduce traffic speeds, which is beneficial particularly where a one way system is present. Whilst speed reduction measures do not effectively reduce vehicle volumes, they do reduce speed of traffic using these streets, and safety is improved.

It has been established that there are likely to be very few movements associated with the development. School traffic is unlikely to increase within the current School's operation. Additional and improved public transport will be made available to the area.

It is not considered that the impact of the additional traffic in Elton Road is significantly severe as to warrant a refusal. This is on the basis that there is adequate capacity, and additional safety measures have been proposed in order to reduce concerns about safety crossing the roads. Removing traffic entirely in Elton Road would not be supported by the school or its families; the responses to the consultation identified the desire to use Elton Road to drop children off by car.

The applicants were asked to consider widening footways in Elton Road to accommodate additional pedestrian movement. A technical note was submitted by the applicants, which demonstrated a satisfactory level of service for pedestrians in Elton Road, even with a projected increase of pedestrians associated with the library.

Whilst TDM did not agree with the methodology of the survey, TDM subsequently undertook alternative modelling which demonstrated that pedestrian flows would sit within acceptable levels according to Transport for London's Pedestrian Comfort Level guidance, apart from peak periods when coaches are embarking / disembarking, which is to be expected. The relocation of the coach parking bays will reduce this impact as children will not be required to walk as far along Elton Road.

In practical terms, a scheme to widen footways in Elton Road would also remove the coach parking and car parking, which were requirements asked for by the Grammar School.

In view of the further information provided, TDM do not consider that it is proportional or reasonable to require footway widening in Elton Road to support this planning application. The removal of two way operation in Elton Road and the introduction of appropriate traffic calming (which is being proposed in the form of speed tables) would be effective measures to reduce conflict in this instance.

- Impacts associated with future Clean Air Zone and Covid measures:

There are no firm proposals for specific measures at present, and each of these schemes are subject to consultation and sign off by the Council's Executive. The planning application for this specific development has to be considered on its own merits, and any refusal on the basis of any potential impact of unconfirmed schemes cannot be sustained.

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- Impact on St Michael's Hill

The closure of Woodland Road is forecasted to lead to additional traffic along St Michael's Hill, with the number of movements varying according to the location along this route and the ability to turn left being restricted at St Michael's Park leading to an increase in right turn movements into Tyndall Avenue at its eastern end.

These impacts are calculated on the basis that all traffic which currently travels southbound along Woodland Road through the site of the (proposed) closure relocates to St Michael's Hill and does not take account of any wider traffic reductions occurring as a result of the Clean Air Zone or the implementation of a future Liveable Neighbourhood scheme. This is recognised and acknowledged by TDM, who have required the obtaining of Section 106 funding of just over £100,000 for further work towards identifying the parameters and interventions necessary to achieve a LN in this area and reduce the impact.

- Loss of parking:

There would be a loss of 11 parking spaces in the CPZ Kingsdown Residents Parking Scheme Area which in the context of the total number available in the CPZ is not significant. The applicants have relocated as many displaced parking spaces as is feasible, and sought to reduce the impact of the loss of parking in order to secure parking availability for residents and businesses. The applicants have agreed to the necessary compensation to the council for the loss of income generated by the parking spaces, to be secured in a Section 106 legal agreement. The totality of this contribution is calculated at £134,503.

Further Section 106 Payments:

In addition to the above, as mitigation for the impacts and local enhancement necessary and arising from the development, the University have agreed to the following contributions, resulting in a total transport 106 contribution of £373,789:

- A contribution of £ 63,000 towards a feasibility study for the Council to undertake preliminary and investigative work towards a scheme to reduce general traffic through the Tyndalls Park area, the scope of which is to be agreed between the Council and the University.
- A contribution of £40,000 towards the feasibility, design and engagement of an improved pedestrian realm in St Michaels Hill between Tyndall Avenue and Tyndalls Park Road
- A contribution of £29,565 is required for the Council to advertise, consult and implement the five Traffic Regulation Orders (TROs) necessary to support the changes
- A contribution of £101,386 to the delivery of improved passenger transport infrastructure (bus stops and shelters) along Tyndall Avenue.
- A contribution of £5,335 for the Council to monitor and audit the development Travel Plan
- A commuted sum (to be confirmed) towards the maintenance of trees

As with all planning obligations, the Council is required to demonstrate that these contributions meet the tests that these contributions are justified in making the development acceptable in planning terms.

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TDM considers these contributions: a) necessary on the basis that the proposals are likely to lead to traffic re-routing on surrounding streets, the orders and impacts of which need to be managed, monitored and enforced; b) directly related to the development as a result of the road closure generating the above impact, and the provision of the new library and the need to attract visitors to and from the site by public transport, walking and cycling, and c) fairly and reasonably related in scale and kind to the development, given that the funding will contribute towards localised improvements in addition to the formulation of a wider strategy for the area, which aims to address both existing issues and those caused by the development.

Full details of Section 106 contributions are set out at the end of this report.

In summary, subject to a Section 106 agreement and the inclusion of conditions and advices, the proposed development is acceptable in transport terms.

The necessary Traffic Regulation Orders would have to be prepared, consulted upon and decided by the Council's Executive at a later stage, in a separate process to the determination of this application.

F: WOULD THE PROPOSAL UNACCEPTABLY AFFECT THE AMENITY OF NEIGHBOURING PROPERTIES?

Policy BCS21 expects development to safeguard the amenity of existing development and create a high quality environment for future occupiers. Policy DM29 expects new buildings to safeguard the amenity of neighbouring occupiers.

The site is adjoined by University buildings with the exception of the Bristol Grammar School which lies to the south and to the west along Elton Road. The School has raised concerns over the impact the building would have in several respects.

The School have drawn attention to the potential impact the building may have on the main School site and facilities on the northern side of Elton Road neighbouring the development site, having regard in particular to the current temporary and approved replacement buildings at 7-9 Elton Road to accommodate new classrooms. The School is concerned that the proposed development would have an adverse impact and create an unsatisfactory learning environment for their pupils.

The School comments that the proposal is significantly taller and bigger than the existing building and would clearly diminish the available daylight through windows of their existing buildings. In some cases, in their view, this would leave levels of natural daylight at a lower level than is acceptable for teaching purposes.

Detailed analysis of these issues was commissioned by the School and their letter containing its findings is shown at Appendix 4. In response to this the University prepared a detailed rebuttal letter with diagrams to fully explain the extent of the impact. This is also attached at Appendix 4. Following scrutiny of both letters it is considered that the proposed building would have a marginal impact and would not create an unacceptable teaching environment for the School's pupils.

The School is concerned for the safety and welfare of both children and University students due in particular to the impact of the transport proposals on Elton Road. This issue is considered at length in the preceding Key Issue E above.

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The School is also concerned about the size of the proposed building in terms of its impact on the heritage assets of the School. While it notes that the School's Great Hall would not be overshadowed, it would be dominated by the library in its wider setting, as detailed in the submitted Heritage Assessment. This point is acknowledged and the level of harm discussed in Key Issue D.

Objections have been received commenting that the proposals would result in a deterioration of air quality in the vicinity. The Air Quality Team has advised that any change following the development would be negligible.

Further objection was made that the School playground would be overlooked by users of the library on upper levels. This is not a valid planning objection as this does not concern residential privacy.

G: WOULD THE PROPOSAL SATISFACTORILY ADDRESS SUSTAINABILITY AND CLIMATE CHANGE ISSUES?

Policies BCS13, BCS14 and BCS15 give guidance on sustainability standards to be achieved in any development, and what measures are to be included to ensure that development meets the climate change goals of the development plan. Applicants are expected to demonstrate that a development would meet those standards by means of a sustainability statement. In addition, policy BCAP 20 requires development of this scale to reach BREEAM 'Excellent' standards.

Achieving an 'Excellent' rating is a complex task for the proposed development, given the competing requirements of maintaining an 'open' building and ensuring that book storage and the environmental requirements of archival space are met.

The University is proposing to assess the scheme to meet the 'Excellent' rating against BREEAM 2014, rather than BREEAM 2018. The justification for this includes the timing of the application in relation to the transition from the 2014 to 2018 BREEAM methodology, the proposal to target specific BREEAM 2018 mandatory and optional credits, and an undertaking to provide reports at each of the design stages with progress updates on designing to the principles of BREEAM 2018. Having reviewed the methodology and the justification provided, the proposed approach is acceptable.

Energy strategy:

The proposed energy strategy meets all three elements of BCS14; a reduction in energy demand through energy efficiency, reduction in residual emissions of at least 20% and a heating and hot water system which meets the heat hierarchy, all of which is noted and welcome.

The scheme will be designed to allow for connection to a heat network at a future date.

Climate change:

The proposed response to BCS13 including the assessment of the risk of overheating under future climate scenarios is acceptable.

In terms of sustainable design, construction, flood risk and water management, these are all matters addressed by BREEAM in attaining an 'Excellent' rating. A Sustainable Urban Drainage System is included in the proposals

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CONCLUSION

This planning application seeks the development of a large 'landmark' library building for Bristol University and an extended area of public realm within its immediate proximity. This will create an identifiable entrance to the University.

The application was submitted following extensive pre application work, and is seen to successfully fulfil the requirements of SPD11 by completing strategic moves 3, 6 and 9. Development supporting the consolidation and expansion of the University is given considerable weight in planning policy.

The building is large and its impact would result in a degree of 'less than substantial' harm. This will need to be given considerable weight when considering whether or not the proposal merits approval.

However, it is considered that the proposal would provide significant public benefits. These include the beneficial improvement of available facilities at the University, which in turn contributes to the economy of Bristol; the delivery of a building and new public realm of outstanding design; the regeneration of a rather negative site within the Conservation Area; improved public transport provision and public access to University collections. The degree of harm is considered to be outweighed by these benefits.

There is an outstanding objection from Historic England that the building should be reduced in size to better align with the design put forward in SPD11. However, the University has justified why a building is needed of the size proposed and have explained why there is no other available or more suitable site.

The proposed highway alterations, including the new pedestrian square, the design of the segregated cycleway and the introduction of one way systems have undergone detailed consideration and are all judged acceptable in planning terms. Traffic Regulation Orders will be required in order to deliver the proposed alterations and these will be decided on by the Council's Executive at a later stage, following further consultation.

In all other respects the proposals are considered acceptable and accordingly the application is recommended for approval.

PLANNING OBLIGATIONS

In order to offset the impact of the development it is considered that a package of planning obligations is required as follows:

- A contribution of £29,565 comprising five Traffic Regulation Orders (TROs) to cover: Alterations to the Outer Zone Controlled Parking Order; alterations to the Kingsdown Residents' Parking Order; new TRO for changes to movements - Woodland Road prohibition of driving; the St Michaels Park one-way; the Elton Road one-way and the Tyndall Avenue bus gate/one-way; Statutory Notice for removal of Zebra Crossing Woodland Road; Statutory Notice for speed tables in Elton Road and at Junction of Elton Road / Woodland Road / Tyndall Avenue

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- A contribution of £134,503 to cover the income lost from the loss of parking spaces. This is calculated from the loss of revenue for each bay (from the past year's income) and over a 5 year period. To be paid prior to the commencement of the highway works
- A contribution of £63,000 for the Council to undertake preliminary and investigative work towards a scheme to reduce general traffic through the Tyndalls Park area, the scope of which is to be agreed between the Council and the University. To be paid prior to commencement of development
- A contribution of £40,000 towards the feasibility, design and engagement of an improved pedestrian realm in St Michaels Hill between Tyndall Avenue and Tyndalls Park Road
- A contribution of £101,386 to fund bus facilities in Tyndall Avenue. To be paid prior to commencement.
- A contribution of £5,335 toward travel plan monitoring and auditing by the Council. To be paid prior to occupation
- Commuted sums for any trees (to be confirmed)

The Council's officers are currently drafting a section 106 Legal Agreement to secure these planning obligations.

PLANNING CONDITIONS

There is a requirement for a suite of planning conditions to enable the delivery of the application and as Members will be aware there is a requirement to agree the pre-commencement conditions with the applicant before the application is determined. The conditions would cover the following issues:

- Standard Time limit
- Highway works
- Construction Management Plan
- Contamination
- Noise
- Materials and architectural details
- Sustainable Drainage
- Public Art
- Arboriculture and landscape design
- Nature conservation
- Travel Plan

EQUALITIES IMPACT ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender realignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Overall, it is considered

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that the approval of this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010. This assessment discharges the Public Sector Equality Duty.

COMMUNITY INFRASTRUCTURE LEVY

As the development is for Use Class D1 uses it is liable for CIL at £0.

RECOMMENDATIONS:

RECOMMENDED - GRANT subject to Planning Agreement and subject to referral to the Secretary of State, in view of the outstanding objection from Historic England.

A) That the applicant be advised that the Local Planning Authority is disposed to grant planning permission, subject to the completion within a period of six months from the date of this committee, or any other time as may reasonably be agreed with the Service Director, Planning and Sustainable Development and at the applicant's expense, of a planning agreement made under the terms of Section 106 of the Town and Country Planning Act 1990 (as amended) entered into by the applicant, Bristol City Council and any other interested parties to cover the following matters:

- A contribution of £29,565 to cover: Alterations to the Outer Zone Controlled Parking Order; alterations to the Kingsdown Residents' Parking Order; new TRO for changes to movements - Woodland Road prohibition of driving; the St Michaels Park one-way; the Elton Road one-way and the Tyndall Avenue bus gate/one-way; Statutory Notice for removal of Zebra Crossing Woodland Road; Statutory Notice for speed tables in Elton Road and at Junction of Elton Road / Woodland Road / Tyndall Avenue
- A contribution of £134,503 to cover the income lost from the loss of parking spaces. This is calculated from the loss of revenue for each bay (from the past year's income) and over a 5 year period
- A contribution of £63,000 for the Council to undertake preliminary and investigative work towards a scheme to reduce general traffic through the Tyndalls Park area, the scope of which is to be agreed between the Council and the University
- A contribution of £40,000 towards the feasibility, design and engagement of an improved pedestrian realm in St Michaels Hill between Tyndall Avenue and Tyndalls Park Road
- A contribution of £101,386 to fund bus facilities in Tyndall Avenue
- A contribution of £5,335 toward travel plan monitoring and auditing by the Council
- Commuted sums for any trees (to be confirmed)

B) That the Head of Legal Services be authorised to conclude the Planning Agreement to cover matters in Recommendation A.

C) That on completion of the Section 106 Agreement, planning permission be granted, subject to planning conditions, the final wording of which shall be delegated to officers to determine.

APPENDIX 1

TRANSPORT DEVELOPMENT MANAGEMENT COMMENTS: May 2020, August 2020 and February 2021

FIRST COMMENTS: 6th May 2020

HEADLINES

- The impact of diverted traffic onto Tyndall Avenue will negatively affect the bus service provision. Consideration should be given to removing general traffic from Tyndall Avenue
- Cycle route – shared space is not supported
- Pinchpoint created by terrace in Woodland Road should be addressed
- Junction of St Michaels Hill with Tyndall Avenue will be congested
- Junction of Woodland Road and Tyndall Avenue is not suitable for the level of traffic and predicted pedestrian traffic.
- Diversion of traffic will impact on St Michaels Hill and Elton Road and Elmdale Road. Overall removal of through-traffic will reduce the impact of diverted traffic
- Coach Parking for the University must be included
- A number of more detailed design alterations are required
- Measures to improve pedestrian facilities in Elton Road are required

PROPOSAL DESCRIPTION

The proposal is for a library with public access and associated highway alterations which include the following:

- Closure of Woodland Road to motorised traffic, with cycle route
- Diversion of general vehicular traffic via St Michaels Park (Eastbound) and Tyndall Avenue (westbound)
- One way eastbound on St Michaels Park between Woodland Road and Osborne Villas (West) with contraflow cycle lane
- One way general traffic westbound on Tyndall Avenue, with prohibition of entry eastbound for all traffic other than buses and cycles.
- Continuation of buses using Tyndall Avenue and Bus hub in Tyndall Avenue
- Removal of bus gate in Elton Road (replacement with cycle gate), removal of bus stop, footway buildout and relocation of coach parking
- Alterations to Royal Fort Gardens access and University Walk

- Raised table throughout junction to reduce speeds and facilitate crossing.
- Alterations to Tyndalls Park Road / St Michaels Hill traffic island.

It is proposed to maintain public access through Woodland Road by foot and cycle.

The library will comprise of around 2000 new student study spaces, open 24 hours a day. The ground floor of the building will be accessible to the public, and will include exhibition spaces, a café and reading and viewing rooms.

TDM support reallocation of road space to those which support more sustainable modes of transport. However, trip rates to this location will increase, and existing traffic using Woodland Road will be diverted and will impact on a wider area, and the impacts of these will need to be addressed.

IMPACTS:

General Traffic

Traffic flows were taken for a number of routes and the highest volumes were recorded over the periods 7.45 – 8.45am, and 5 – 6pm.

There is also a peak at 4-4.15pm, likely to coincide with the end of school day at BGS.

The applicants have examined the numbers attracted by the current facilities, and compared the predicted trips to the new facility.

It is acceptable to assume that there will be a very low level of vehicular trips associated with the proposals. The parking provision will be reduced by over 40 spaces. The facility will be a trip attractor, but without parking available, and on-street provision at or near capacity, there will be little opportunity to arrive by car. Indeed the number of movements associated with this facility will be reduced, as the current use as catering creates a number of movements associated with deliveries of food to other sites, and this will be removed.

The Hawthorns currently consists of a catering facility, 375 study spaces and student accommodation. The trips have been calculated for the new library, removing trips associated with the current study spaces, for term time use. This suggests that there will be an additional 450 arrivals and 160 departures in the morning peak (9am). Exam season sees the peak starting earlier, but the greatest peak would be at lunchtime, when there would be nearly 800 arrivals and around 760 departures. As there is no parking available (other than two disabled spaces and one electric vehicle space) it can be assumed that virtually all of these trips will be by foot, bicycle or public transport (on foot for the journey from the bus stop). The modelling therefore concentrates mainly on the re-routing of existing traffic movements, projected forwards to 2024.

The applicants have made a number of assumptions about re-routing of traffic, which appear to be robust. Because of the nature of the model, there is no reduction in trips assumed to reflect that drivers may choose to completely avoid the area and take a route outside of the model area, which is likely to be the case, so some of those trips might not even be on this network.

The traffic counts were modelled using turning counts, link counts, and Automatic Number Plate Recognition cameras (ANPR). The latter gives (anonymised) information about where specific drivers enter and subsequently leave the area, and gives an indication of the general routing they take. It is apparent that a significant proportion of traffic using this area is travelling through it rather than these streets being the destination.

The modelling shows that traffic diverted from Woodland Road will increase most significantly in St Michaels Hill, and Elmdale Road. The morning peak is mostly used as a comparison, as this is when the overall number of movements to and from the area (walking, cycling, public transport and cars) is likely to be greatest, partly due to the presence of the school.

Elmdale Road is relatively wide, with parking on both sides, and a width which will accommodate two way traffic movements, including spaces to pass for larger vehicles. Footways are relatively wide, and the parking 'shields' pedestrians from passing traffic, and is likely to be able to accommodate additional traffic without severe or severe detriment to road safety.

St Michaels Hill, on the other hand, has narrow footways, and many competing demands for road space. The road, at its narrowest section, carries in excess of 850 vehicles per peak hour at present and this will increase to over 1000 with these proposals. There have been long term concerns raised by businesses and residents near to St Michaels Hill, and the accident record shows a serious event where a pedestrian stepped into the road and was hit by a car. It is not suited to an increase in general traffic in its current state.

The junction modelling shows that most junctions will operate effectively, except for the junctions of Tyndall Avenue with St Michaels Hill and Woodland Road. These are key junctions with regard to the public transport network.

Due to the geometry at St Michaels Hill, there is little scope to make improvements by altering the geometry of the junction. The only way of resolving this will be by removing some traffic from this junction.

The modelling for the Woodland Road junction shows average delays of more than half a minute. This will delay public transport considerably and may lead to aggression towards pedestrians crossing. The removal of some traffic at this junction would also be beneficial. In addition, there is some concern about the proposed layout of the junction given the number of vehicles going through, and a redesign is required.

Removal of Eastbound general traffic

There are a number of concerns identified arising from the modelling:

- Increase of traffic in St Michaels Hill
- Junction of Woodland Road / Tyndall Avenue
- Junction of Woodland Road / St Michaels Hill
- Increase in traffic causing delays to bus services in Tyndall Avenue
- Increase in traffic at St Michaels Hill / Upper Maudlin Street

In view of this, the applicants have been asked to explore some alterations to the proposals which may relieve some of these concerns, which was the model put forward at pre-application stage - the removal of general traffic eastbound in Tyndall Avenue.

This has led to the applicants undertaking further redistribution, a comparison of which has been submitted separately to officers.

Both proposals considerably reduce traffic in Woodland Road overall.

This results in less traffic impact in St Michaels Hill, particularly northbound through its narrowest section.

It also would significantly reduce the impact on buses in Tyndall Avenue, in the direction that the majority of buses travel.

It would, however, result in more traffic in Elton Road – an increase of 33 and 31 vehicles in the morning and evening peaks respectively – a total of an additional 62 (10% more than existing) and 67 (32% more than existing) vehicles in the morning and evening peaks respectively. The worst impact (pm peak) would be outside of the peak school times. The impact felt most by the school would be the morning peak, which would be a 10% increase in traffic.

The counts and trip re-distribution indicate that there is a considerable proportion of traffic using this area as a rat run. The overall volumes of traffic in St Michaels Hill, Elton Road and Elmdale Road could be reduced through the introduction of a wider scheme to reduce traffic in the area, to reduce overall private car use and to encourage traffic onto more suitable routes.

The University are therefore asked to fund a study in order to enable the Council to assess the feasibility of a scheme to reduce general traffic through the precinct and surrounding areas, which will complement the aspirations to reduce reliance on the private car and reduce traffic through this area generally. It is not considered that such a scheme should be implemented on the back of this proposal, as it is considered that the scope of implementing such a measure would be far greater than the scope of this application. However, the University is asked to provide funding for a feasibility study for the Council to undertake preliminary and investigative work, in order that the overall longer-term impacts can be explored.

Such a study and investigative work can then be used by the Council to make a bid for funding for a more permanent scheme should the scheme be demonstrated to be feasible.

CYCLISTS

The proposals will reduce traffic using Woodland Road in general and completely remove vehicular traffic from a small section of it between St Michaels Park and Tyndall Avenue (except for maintenance and emergencies).

Woodland Road forms part of the NCN (route 4) and there are aspirations for this route to be improved as a quiet route for cyclists to use instead of Whiteladies Road under LCWIP proposals.

There are concerns about the current shared surface approach, raised by officers, and external consultees.

Shared space is strongly opposed by pedestrians, cyclists, disability groups and politicians. Case study evidence (for instance the city centre) shows that this approach leads to conflict between all groups. Provision needs to fit with BCC shared use policy "decisions should be based on a rational assessment of the density of flow of both people on foot or bike in the context of the physical space in question." Given the location has high pedestrian flows with two key desire lines and medium cycle flows, segregation is the preferred option.

Furthermore, the Local Cycling and Walking Infrastructure Plan (LCWIP) proposals indicate Woodland Road as being treated, along its length, as a "two way segregated cycle path from Park Row junction to the existing modal filter on Woodland Road at the junction with Tyndall's Park Road"

Bristol's Cycle Strategy seeks to create a connected network of segregated safer routes as a priority.

The examples given by the designers are representative of linear routes, where walking and cycling movements are largely along the same plane.

With the proposals there will be a very large learning facility directly across the road from core catering and welfare facilities. These are being expanded and improved to cater for increasing numbers of students at the University. There is a strong desire line on the existing crossing point and this will be even

more exaggerated by the developments. With the new developments in place, there will be a particularly strong desire line from east –west, contrary to the cycle flows from north – south. Surveys undertaken for the existing library indicates that the new library will bring an increase of around 600 students entering / exiting the new facility in the morning peak, and the highest increase in movements will see over 1500 additional movements in / out of the library.

With regards to cyclists, it is anticipated that a significant increase in cyclists will be apparent in coming years, as LCWIP measures are implemented, and people move to more sustainable travel choices. Baldwin Street is a good example of how quality segregated infrastructure can bring about significant increases in cycling on such routes - bringing about an increase from 890 cycle trips per day before implementation to nearly 3000 in 2019.

User feedback:

- Feedback from key stakeholders representing pedestrians, cyclists and disability groups have given the Council a clear steer demanding appropriate and proper segregation between Pedestrians and Cyclists. (BWA, WECIL, BCYC)
- WECIL who represent disability groups specifically demand clear delineation and separation between space for cycles and space for pedestrians with clearly marked crossing points. Feedback from this group has been strongly critical of the low level delineation (material only) approach adopted in the city centre.
- Weekly feedback and complaints highlight the lack of segregation as bad for all users (pedestrians, cyclists + disability groups) with the following major theme:

Lack of visual delineation and distinction (material, kerb, tactile markers) creates ambiguity for all users and results in conflict, confusion and collisions especially around crossings.

Here are some examples of feedback relating to the city centre and specifically the poorly defined cycleway around cascade steps and the fountains:

"As a pedestrian you have to cross in front of all of them. There is no separation, no warning (tiny white cyclist images on the pavement are completely ineffective). Here I saw 2 cyclists lock handlebars as they came from different direction. I also saw a cyclist nearly run into a pedestrian." Complaint received October 2019

"I have a concern about the markings on the cycle lanes on the centre particularly passing Cascade Steps. I have had near accidents and verbal abuse from cyclists not realising that these are marked crossing areas for pedestrians. How can this be better communicated to cyclists?" Complaint received February 2020
"He literally stopped with his front wheel against my leg. He was on what is apparently a cycle route. It was not at all evident and again there was no kerb, signage or separation." Complaint received 2019

Guidance and Evidence

Updated Walking and Cycling guidance is very clear that segregation is the default with shared use only as a last resort in some very specific situations. The Council is not against different design approaches but provision must be sensitive to context with shared use only as a last resort.

Failing to provide safe space for pedestrians as well as clear space for cycles reduces the level of service for both groups.

Research shows mixing pedestrians and cycles in shared use facilities reduces the propensity to cycle.

Therefore TDM are of a firm position that segregation must be used through this space.

It is recognised that there are concerns about the visual impact of segregation, but it is believed that sensitive design can overcome these concerns. Initial designs have been circulated within the Growth and

Regeneration group to initiate discussions about the preferred option.

The concern about cyclist speeds is recognised. Cyclists travel at speeds around 5 times faster than pedestrians. This does, however, support the argument for segregation, as this will at least provide certainty for each group. Through firm yet visually unobtrusive segregation, this can be achieved.

There are concerns about cycling traffic joining the junction at the western arm in Elton Road. This should ideally be relocated to the centre of the junction, to ensure that cyclists can enter the junction as per general traffic movements. This will allow improved visibility, priority and therefore safety for cyclists.

Design of cycle route:

The key points for design are:

- The cycle route must be clearly segregated and delineated.
- 3m is the desirable width. This allows for a high flow rate of cyclists, but discourages overtaking.
- The route should be widened at the ends (taper of 5m length) to allow for clearance from bollards (500mm).
- Kerb radii should be 14m at the junctions.
- The transition between on/off road is a critical safety issue as 85% of all accidents involving cycle users are at or near a junction - the cycle route must emerge into the middle of the junction
- Transitions nearer to the junctions should be in black top and designed to CD195 table E/3.20 for horizontal transitions, with an effective width of either side of the island greater than 1.5m.
- The ends of the cycle route must emerge into the centre of the traffic junctions

We recommend varying the level of segregation, priority informal zebra crossings, slight horizontal deflection of route and sensible use of street furniture and a well-designed urban design approach to help manage and reduce conflict. The designers should essentially re-orientate their design so that they have two spaces that back onto the route but are well connected physically and visually across it, particularly at the centre.

PUBLIC TRANSPORT

Bus services

Currently three bus services serve this area. Services 9 and 72 both operate at half hour frequencies and travel east and westbound through Tyndall Avenue.

Service U1 is a service provided by the University and at peak times operates 10 services an hour. This currently stops at a temporary stop in Woodland Road where the proposed road closure will be in place, so this stop will be displaced by these proposals. It is proposed that the service will divert to run eastbound along Tyndall Avenue, then northbound on St Michaels Hill, to turn left into Tyndalls Park Road onto its original route.

The U1 is heavily used and the current bus stop gets very crowded, obstructing the footway, and overflowing into the neighbouring forecourt.

A new bus hub is proposed in Tyndall Avenue which will serve the heart of the University precinct. This will consist of a large bus stop and shelter, and will serve existing and future increased bus services through the area. This will require the re-routing of the existing service U1. The creation of a bus hub in this location is welcomed.

Tyndall Avenue is likely to have a significant increase in buses travelling eastbound in the future. The University campus in Temple Quarter will give rise to more students being transported between sites, and there are likely to be more buses using the proposed bus route and stop in Tyndall Avenue.

The current proposal indicates that a significant proportion of traffic that will be displaced from Woodland Road will re-route through Tyndall Avenue. The increase in traffic movements will have a significant impact on the bus services and there will be a decrease in the level of service provided and potential delays. This is not considered satisfactory. This is in particular significant with the eastbound movement, which in public transport terms will be the most significant route, as this will provide for the majority of the bus movements associated with the University buses, both current and future services.

There is an opportunity to reduce the impact of this on the eastbound route by removing general traffic eastbound, which was explored initially in preapp discussions. As outlined above, the applicants are willing to explore this and have done some initial redistribution to support the proposal.

The applicants should explore this and the subsequent impact on the surrounding streets and junctions. The current proposal's impact on bus services is not acceptable.

Bus Stops

The creation of a bus hub and combination of services in Tyndall Avenue has been a long term aspiration and is likely to be a significant improvement to the existing situation, which has been an unsatisfactory and temporary arrangement.

The increase in services and users must be carefully considered, given the current impact of the bus stop in Woodland Road. There is likely to be a large amount of users and subsequent crowding, and the space around the stop will need to be suitable for this level of use.

The eastbound bus shelter should be a minimum 9-berth shelter, and should be moved eastbound to ensure that the buses can use the cage fully, or buses will stack at the shelter. This will result in the need to relocate the existing cycle parking to an alternative location.

The westbound stop is the relocation of the existing stop in Elton Road, which is acceptable. The westbound shelter needs to be a minimum of 6-berth, and the cage should be two cages long to allow for future increased use.

Both stops will require being designed to the Bus Stop Haven treatment, and MetroBus style shelters installed, as well as raised kerbs, shelters and real time information and will have concrete pads at the stops to prevent rutting. The purchase and ownership of the shelters would have to be agreed with the Council.

Coaches

Coach parking in Elton Road currently takes place in the existing bus stop, which prevents the stop being used effectively and can cause congestion. The coach parking is to be relocated further south into Elton Road, and will provide for two coaches, with some further stacking space identified in Woodland Road. This has been designed in consultation with the Grammar School and BGS have not raised an objection to the coach parking alterations.

This better serves the Grammar School as it is closer to their main accesses.

The University also uses a considerable number of coaches to transport students between sporting facilities, and also coaches make visits to the precinct from, for example, school visits and open days. These proposals have not been indicated. The applicants suggest that this should be the subject of separate work and another planning application, and that this scheme is not reliant on these works, as coaches could use the bus stops.

Coaches are not permitted to wait in bus stops, and any coaches using the stops will result in the bus stops being congested and unsuitable for use by the buses. The point of a bus hub is to provide facilities to cater for the existing and future high demand for public transport, and the obstruction of such a facility, even if it were legally permissible, would not be acceptable.

Coach parking provision must be considered and indicated as part of this scheme, even a temporary arrangement should be identified in the instance that any forthcoming scheme in University Walk cannot be implemented. The result of insufficient coach parking would result in dangerous and obstructive parking on the highway network, and obstruction and congestion of the key bus route in Tyndall Avenue and Elton Road.

SAFETY

The TA has assessed existing accidents and the applicants have provided a Stage 1 Safety Audit, the scope of which was agreed with the Highway Authority.

This identifies a number of issues which can be addressed through any future resubmission. Many of these issues are matters which can be ironed out at detailed design stage.

LAYOUT

There are a number of design elements which are not compatible with the Council's objectives or practices.

WOODLAND ROAD

The proposal closes Woodland Road to motorised traffic between St Michaels Park and Tyndall Avenue. This will facilitate the significantly increased volumes of pedestrians between the new library and Senate House, currently being extended.

The safety audit brings up obstruction of visibility splays from The Woodlands and the new access. This matter should be addressed. It also highlights issues of adverse camber, which should be addressed. This may impact on levels. This is most likely to be addressed through the design of the proposed road hump.

The issue of the shared route has been discussed above.

There are concerns about the design of the terraced area to the south of the site. There is a terrace, which incorporates steps. This area impedes key pedestrian desire lines along and across Tyndall Avenue, and the area is reduced to less than 3m, where there is likely to be a high level of pedestrian interaction. Given the anticipated numbers likely to use this area, the impact of this must be lessened, as this risks conflict between those crossing and those moving east/west, at a junction with multiple movements. The terrace also stops a safe transition in the centre of the junction for cycle traffic and the 2.7m remaining width is less suitable for disabled access considering all the rest of the east building access is stepped.

As well as creating a pinch point, it reduces the ability of disabled users to use Senate House equitably, there is quite a diversion to allow access to anyone who might find stairs more difficult. Alterations will be required to address these concerns.

Any such stepped / terraced area would need to be stopped up, as this will no longer serve a highway function.

TYNDALL AVENUE

The proposal shows two-way traffic in Tyndall Avenue. There are concerns about the impact of the

additional traffic diverted from the closure of Woodland Road into Tyndall Avenue on the flow of buses, most of which will be travelling eastbound. There will be increased queues at St Michaels Park. Tyndall Avenue is approx. 5.5m wide, with 2.2m parking bays. There is insufficient space for buses to pass with the presence of parked cars. Site observations would indicate that on the occasions buses meet in Tyndall Avenue, they give way to one another using loading space, existing bus stops or stretches of double yellow lines. With the increase in general traffic and increased bus movements associated with the new services and the bus route diversion, retaining its current layout would be inappropriate for bus services.

There are no proposals to make alterations to the kerblines in Tyndall Avenue. The footways will remain the same width. This is predominantly due to extensive services underground. There is inadequate space to widen the carriageway or footways without extensive remodelling of Tyndall Avenue and this does not form part of this application.

It will therefore be necessary to remove and relocate parking, and some alterations to waiting restrictions are proposed.

The alterations in Tyndall Avenue include:

- South side - relocated car club bay and buildout to accommodate bus shelter and some cycle parking
- Westbound bus stop relocation from Elton Road
- New eastbound bus stop and shelter (north side)

The requirements for the bus stops are outlined above.

There is no detail on any improvements to be made to the footways with regards to surfacing in Tyndall Avenue.

Proposals for servicing in Tyndall Avenue will need to be confirmed. Any on-street servicing will impact on bus services and traffic flows. Loading bays should be indicated in Tyndall Avenue, or prohibition of loading shown throughout the street.

ST MICHAELS HILL

The TA and further supporting technical notes indicate that there will be additional traffic in St Michaels Hill. The prohibition of eastbound traffic will reduce this somewhat. It will also very much improve the situation for public transport in Tyndall Avenue, both now and into the future.

Notwithstanding this, even with any removal of eastbound general traffic, there will still be additional traffic in St Michaels Hill. It is acknowledged that there are already concerns from residents and businesses about how this currently operates, so with an increase in traffic (in particular lots of buses) the environment will be worsened. A scheme of continuous footway crossovers, removal of clutter and rationalisation of road space as per MfS2 would be welcomed in the stretch of St Michaels Hill between Tyndall Avenue and Tyndalls Park Road, where the impacts will be felt more acutely. TDM would not support the concept of shared space here. We would welcome an initial design from the applicant's team, as well as a contribution towards delivering such a scheme.

ELTON ROAD

Elton Road is home to Bristol Grammar School, which has buildings on both sides of the road. There are numerous objections regarding the impact of additional traffic and pedestrian movements in Elton Road, predominantly from the Grammar School and associated parents. Elton Road will feel some of the negative impacts of the development.

The impact of additional vehicles in the morning peak (most likely to be the time which is most busy)

from the proposed scheme will be an increase of 29 vehicles westbound. This is in the context of the current volume of 360 vehicles in the morning peak. This is not considered to be a material impact on its own. With the potential removal of eastbound general traffic from Tyndall Avenue, this will increase further, as discussed above.

Pedestrians

It is also likely that there will be considerably more movements on Elton Road of pedestrians and potentially cyclists, as the centre of gravity of the University precinct will shift to this area. Pedestrian movements are growing in the background and will continue to do so in association with increasing student numbers. The library is to be built to accommodate increasing numbers of students, and will draw a significant number of users from student accommodation in the City Centre, and students travelling to and from Park Street / Clifton and other study centres. There will also be more students from the proposed TQEC who will be taking the opportunity, whilst at the Clifton precinct, to take shopping trips to these areas. Furthermore, the library will be open to the public, which will attract more users to this area.

There will be an increase in the number of people walking to the building and this will impact on Elton Road. The applicants have demonstrated this in a further technical note submitted recently, indicating that the library will not create an adverse effect over and above the background growth in pedestrian traffic.

The Library will attract over 300 additional trips in a 15 minute period at the start of the school day, and over 350 at the end of the school day. Not all of these will be via Elton Road.

Footways are currently less than 2m, which is the minimum design width for footways. 2m only just allows for a single pedestrian to pass an adult with one child. The footways in Elton Road are around 1.9m, with some localised widenings, but also many localised narrowings arising from street furniture, such as pay and display machines and lighting columns at the front edge of the footways taking the effective width down to less than 1.5m.

The technical note submitted calculates the Level of Service, using Fruin's Level of Service. Fruin's Level of Service calculations are generally used to calculate the capacity of corridors and staircase, and generally tend to assume to one way tidal movements. It looks at crowds being squashed into a confined space, but does not consider that pedestrians would step out onto carriageway if feeling uncomfortable or constrained.

The note shows that the level of service will be depleted to Level of Service B. Level of Service B is defined thus (my emphasis):

*Level of Service B-Equivalent to an average area occupancy in the range of 25 to 35 sq ft per person, at level of service B sufficient space is available to select normal walking speed and to bypass other pedestrians in **primarily unidirectional flows. Where reverse direction or pedestrian crossing movements exist, minor conflicts will occur**, slightly lowering mean pedestrian speeds and potential volumes. Design volumes would be in the approximate range of 7 to 10 pedestrians per minute per foot width of walkway. Designs consistent with this level of service would represent a reasonably high type of design for transportation terminals and buildings in which recurrent, but not severe, peaks are likely to occur.*

Fruin also does not take into account the particular type of users. Student movements are tidal in nature, and school pupils are moved around in 'crocodiles' so are not randomly spaced. Observations would indicate that students often travel with others, compared to the movements analysed by Fruin, which assumes more random spacing.

It is noted that the technical note indicates that one of the reasons for this reduction in service level will

be the background growth in pedestrians, rather than specific to the new Library. However, the new library will without a doubt alter the centre of gravity of the precinct, and it is much more likely that more pedestrians will be in this area, and not just walking to and from, but milling about, meeting and passing in this area. Two way flows as students pass to and from lectures and study spaces, and pupils move between small buildings will increase. Further to this, as outlined above, additional traffic will be present in Elton Road.

A Healthy Streets scoring system (a more appropriate tool to use in these circumstances) would indicate that the current arrangements would not be suitable for the proposed future use. The current arrangements would score 0 for pedestrian widths, as there is less than 1.5m clear width for walking. A score of 0 is flagged as a high risk road danger issue. The flow of pedestrians would be most likely to increase from quiet to moderately busy. This would reduce the will to walk, as well as the perception of safety for users, and could in real terms create conflict and pedestrians stepping out onto the carriageway, to the severe detriment of their safety.

The University's aspirations are to bring about an overall improved pedestrian realm and sense of place in the wider University area. However, the measures put forward at present do not do this for one of the roads which will feel the greatest impact, and not only do not complement the proposals and aspirations for the area, but worsen the existing situation, to the detriment of pedestrian safety.

In view of this, the applicants are asked to explore the provision of a widened footway on the north side of Elton Road, which is the side of the road where the majority of younger pupils are based, and the side that the new Library will be located on, so will be likely to feel the effects of the increased pedestrians. Any widening should retain adequate width for contraflow cycling. Buildouts may need to be reduced to accommodate this but speed tables will reduce traffic speeds and allow for localised crossing activity.

Road Layout:

The one way should be formalised. Two way traffic (to allow for those exiting buildings on Elton Road) would be likely to be minimal, but the presence of this intermittently make create safety concerns as this will be both unexpected and could create conflict with cyclists uphill. It is anticipated that there will be more cycling traffic in Elton Road.

Proposals indicate (generally in order from East to West):

Provision of disabled bays:

The bays will not need to be hatched all around. They are designed such that anyone parking in them must reverse into them (one way movement in Elton Road), so anyone accessing from the rear will do so from the plaza. In design terms, the area should be kerbed to deter overrun. Providing that they are marked with disabled markings, are suitably wide and appropriately signed, no hatching will be required.

Replacement of bus stop with pay and display / permit spaces:

A new parking meter may be required. This should be installed on a build out to reduce impact on footway widths.

School Keep Clear Markings:

These should be to TSRGD specifications or they cannot be made enforceable. The minimum length would suffice. Associated signing will be required.

Buildouts and tables:

The existing buildouts have priority markings, which would be obsolete with the removal of the bus gate. These should be widened to allow contraflow cycling (4.1m min) and tabled on each crossing point. Dropped kerbs and tactile paving will be required on crossing points. The tables should be a minimum of

12m length to afford acceptable levels of comfort to bus passengers.

2 coach bays replacing parking spaces:

This brings the coach parking closer to school entrances.

Area of hatching – presumably to allow for coaches to exit – should be just extension to coach parking bay, or a buildout / continuation of proposed buildout. Hatching is not only unsightly but should not be used for traffic calming / parking deterrent. This will ultimately be parked in by parents and cause obstruction.

Additional pay and display / permit parking spaces:

New pay and display machines may be needed or needed to be relocated, potentially on buildouts to reduce impact on footway widths. This can be resolved at detailed design stage.

Removal of bus lane and replacement with Contraflow cycle lane

Removal of red surfacing – this will need to be scraped off and resurfaced.

Cycle symbols are required on the carriageway in Elton Road.

There should be a traffic island here to accommodate the signs and segregate cyclists from oncoming traffic. Further to this, there must be a buildout at the junction on the south side to accommodate the signs and allow for improved crossing movements for pedestrians on University Road. Dropped kerbs and tactile paving will be required at all crossing locations. Hatching is not suitable.

Additional on-street parking spaces are created in University Road to offset losses of parking elsewhere.

ELTON ROAD / TYNDALL AVENUE / WOODLAND ROAD JUNCTION

A raised table is proposed at the junction of Woodland Road / Tyndall Avenue / Elton Road. The table would be expected to be max 75mm height, with a 50mm kerb upstand. Crossing points are proposed with surface changes to highlight pedestrian activity at key desire lines.

Pedestrians

Concerns have been expressed that the increase in traffic volumes at this junction with a lack of priority or segregation will result in a drop in the level of service for walking and cycling, particularly with the pinchpoint in Woodland Road identified above. The reduction of traffic associated with the removal of general traffic eastbound will lessen the impact in this location, and crossing would become easier than if it were two way.

As concerns have been raised about the priority for pedestrians at this junction, TDM have been asked to consider the provision of a zebra crossing at this location. TDM have some reservations about any provision of formal crossing such as a zebra, as the relatively high number of movements in peaks would be likely to lead to aggression on the crossing, to the detriment of safety for pedestrians. This would also create considerable delays for bus services, particularly at peak times. Furthermore, outside the peaks and outside of term times when in less use, drivers would become complacent and not regard the crossing with the same effect. This is a reason that zebra crossings are not always the best solution for an educational setting.

Some concerns have been raised that this represents shared space and will create confusion and uncertainty about priority. TDM are of the view that the upstand and differences in road surfacing from footway surfacing at this location, along with the required double yellow lines, will clearly delineate the road from the footways.

Concerns have been raised that vehicles may stop on the desire lines, and obscure pedestrians crossing. This could be reduced by placing give way markings prior to the crossing point in Tyndall Avenue, as well as at the edge of the junction, in a similar way to Welsh Back, to afford better priority to pedestrians

crossing at this location.

The safety audit raised vehicular visibility to pedestrians using the speed tables and recommends the removal of parking to check visibility at crossing points.

Vehicular movements

Whilst the removal of priority was initially supported, there have been concerns expressed about the lack of priority.

The benefit of removing road markings at the junction would have been that the removal of certainty could reduce vehicle speeds by not providing a priority. However, road safety colleagues have also expressed some reservations about the lack of priority at this junction, and particularly with the number of movements through it.

In light of the increase in vehicular movements at the junction, the presence of a significant increase in pedestrians and a school nearby, a more traditional lining approach is favoured now.

There is a further concern that in the event that general traffic is removed eastbound, a No Entry (bus gate) will not be enforceable by the Council without the appropriate markings and signing, and general traffic could easily ignore the restrictions. It is likely that some redesign would be required at this location, to include a bus gate / prohibition of driving, which may also give rise to the need for an island. The applicants are asked to explore the details for this.

The applicants are therefore asked to design the priority to Woodland Road, with vehicles leaving Tyndall Avenue giving way.

There is some concern expressed that the proposals for the junction will not accommodate both buses and general traffic, and there is a possibility that this will result in drivers cutting the corner and driving over the footway, endangering pedestrians and cyclists. Bollards at strategic locations will be required. Tracking should demonstrate that a 15m coach can make the turns. In addition, a standard bus must be able to turn into Tyndall Avenue past a bus queuing to come out of Tyndall Avenue. If this is not possible, this will result in severe delays to buses turning into Tyndall Avenue.

ST MICHAELS PARK

St Michaels Park is 5.5m wide, including parking bays. Footways are narrow. There is not anticipated to be a significant impact in St Michaels Park in terms of pedestrian access. Traffic impact is explored above.

The width of St Michaels Park is not intended to be altered. It is not anticipated that there will be a significant number of additional pedestrians.

St Michaels Park will be made one-way, to eastbound traffic between Woodland Road and Osborne Villas, which reduces conflict and visibility issues at this location compared to two way flow. Access is to be allowed from St Michaels Hill and Woodland Road, and Osborne Villas will retain access. A contraflow cycle lane is proposed. The safety audit raises the overrun of the footway outside Senate House. This should be resolved.

The presence of additional parking in Woodland Road to the north of the junction with St Michaels Park is likely to reduce pedestrians' visibility towards vehicles approaching from the north. This area has a ramped approach. This footway is very narrow at this location and due to its camber, there is an opportunity to extend the surface treatment into this area, and there could be an opportunity to create a

continuous footway crossover across this section instead, which will allow a better pedestrian priority and make up for the narrow footway provision at this point. Traffic flows will be low enough to support this approach at this location.

CAR PARKING

Off-street car parking

The majority of the off-street parking will be removed. There are currently a total of 47 spaces within the site.

The area is well served by public transport and is within walking distance of many facilities, particularly associated with its proposed new use. The removal of parking is not contrary to the Council's policies, as it supports lessening the dependence on private car use. Its removal will reduce vehicular trips to the site. There is no objection to the loss of these spaces. The areas surrounding the site are covered by extensive waiting restrictions which will deter unsafe car parking.

Two disabled parking spaces are provided to the frontage.

Disabled users can also make use of on-street parking spaces and some areas of double yellow line where these are not creating an obstruction.

On-street car parking

The applicants have attempted to minimise the effect of on-street parking loss, in recognition of the potential objections, and the demand for such spaces at present.

At present there will be a loss of 10 spaces, although this may alter, as there are a number of alterations required to the design, as outlined above. The University is aware that they will be required to compensate the loss of income from the lost parking spaces. It is fully acknowledged that the loss of on-street spaces will result in additional pressure for on-street parking for residents, visitors and businesses. However, inconvenience is not a reasonable reason to object to a scheme, unless there will be safety related consequences. As this is within a controlled parking area, dangerous and obstructive parking can be deterred through waiting restrictions.

As a result, the parking loss, the benefits of the principles of the scheme are considered to outweigh the disbenefits of the loss of parking, and the loss is not considered a reason to object to the scheme.

CYCLE PARKING

Cycle parking will be provided to the frontage of the building within a covered plinth, and further cycle parking within the surrounding area within the public space.

The cycle parking minimum standard is 143 cycle parking spaces. The proposal provides 210 spaces, which would cater for 1 in 10 students present in the study spaces when at capacity, and some additional provision for staff.

Of these 170 are located in a secure compound accessible from a gate on Elton Road, and will be restricted to University students and staff. The additional 40 spaces are provided within the public realm. These are all Sheffield type stands.

Furthermore there are proposals to create additional cycle parking provision in Tyndall Avenue, Senate House and in the square.

524 additional spaces are to be provided elsewhere throughout the precinct, in Woodland Road, within the site itself, and throughout Tyndall Avenue. In total there will be 802 spaces.

There is currently a shortfall of short stay cycle parking available to University students, and the proposals to address this are very much welcomed.

SITE ACCESS

The site will be accessed by vehicle from a rear service yard, accessed from the north, via Woodland Road, north of the closure.

The safety audit raised the visibility from the access being obscured by parked vehicles. This should be addressed. A visibility splay should be provided and parking removed if necessary.

The internal space will allow for turning to take place internally, which will reduce any reversing movements onto the highway.

An electric vehicle charging bay is also located within the servicing yard.

TRAVEL PLANNING

A Travel Plan statement is submitted, signposting to the main UoB Travel Plan. This is satisfactory. In line with BCC Travel Plan Guidance www.bristol.gov.uk/travelplans, a Travel Plan Management and Audit Fee in the sum of £5,335 is required. The fees are to be secured through a S106 agreement or Unilateral Undertaking payable on commencement of the development.

The developer is required to implement, deliver and monitor their own agreed Travel Plan over the 5-year period, reporting biennial progress to the Council.

The Travel Plan Management and Audit Fee has been calculated on the basis of the Council officer time required, together with the provision and maintenance of supporting systems, to:

1. Set up and update the database to ensure monitoring takes place at appropriate times.
2. Attend the development Travel Plan Steering Group meetings to monitor progress and to support the delivery and success of the Travel Plan.
3. Provide training to developer Travel Plan Co-ordinators.
4. Audit and review biennial monitoring over the 5-year period of the Travel Plan.
5. Review Travel Plan progress in light of monitoring results.
6. Discuss the results and future measures with the site Travel Plan Co-ordinator.

This fee does not cover the surveys, data inputting or analysis, which are the responsibility of the developer and their Travel Plan Co-ordinator. All monitoring reports and survey output data must be submitted to BCC.

TROs

Both the Outer Zone Controlled Parking Order and the Kingsdown Residents' Parking Order would have to be remade to accommodate the changes to the arrangements for regulation of vehicle waiting, stopping and loading. A separate fee would be due for each order.

A further TRO (and fee) would be required for the Woodland Road prohibition of driving, the St Michaels Park one-way and the Elton Road prohibition of entry. Should Tyndall Avenue become one way for general traffic, this could be incorporated into the one way order for St Michaels Park.

A Statutory Notice, for which a fee would be due, would have to be processed to enable the introduction of the road humps at Elton Road, Elton Road/Tyndall Avenue/Woodland Road and St Michaels

Park/Woodland Road.

A further statutory notice (and fee) would be required to enable the removal of the existing Zebra pedestrian crossing from Woodland Road.

Each TRO and Notice would cost £5913, for the preparation and advertisement of the orders and the developer should also be responsible for organising and funding the physical works necessary to give effect to the TROs/Statutory Notices.

NETWORK MANAGEMENT

The construction of the scheme will need to coordinate with ongoing works in the area. It is recognised that the applicants have submitted details of construction management, and this looks like it has been well considered. There have been some concerns raised by Network Management about which routes to the site might be most appropriate.

Further details of phasing and the design of the closures / traffic management will be expected to be submitted prior to commencement. Information on this would normally be applied as a pre-commencement condition.

MATERIALS / LANDSCAPING

The proposals to use pennant paving and natural stone are welcomed. This will create a significantly improved urban realm. As outlined above, there will need to be contrast physically and visually for the cycle lane.

Bollards are proposed – some of these will be demountable and sturdy enough to withstand the impact of a collision at speed, for terrorism avoidance purposes.

With regard to kerbs, the vehicular crossover to the front of the building is currently laid with pennant kerbs (laid sideways) so these could be reused. All conservation materials must be returned to the Council, if not reused on this scheme.

Benches on the adopted highway would be subject to a commuted sum for future maintenance. TDM has been unable to locate the spec for these in the application package.

The specification of the pennant slabs on the highway will need to be such depth as can withstand the loading of vehicular traffic.

Setts in the carriageway will not be accepted where large numbers of turning movements will be made. Crossing points could be highlighted through the use of a lighter grey high friction surface dressing or similar.

Further to this, TDM has sought advice from highway maintenance engineering colleagues and their initial comments are as follows:

Demarcation studs are not to be used, a delineation kerb or back edge should be used in their place. This is because when paving is lifted/replaced the studs disappear and the delineation is then lost.

Recessed covers are not preferred unless they are required for tactile paving, and particularly where vehicular overrun may take place. Instead, service covers should be coloured with anti-skid to match surrounding paving.

600x300 are a little large and would be prone to cracking along the 600mm length where overrun by vehicles (e.g. emergencies / cleansing / maintenance etc)

Not sure about exposed aggregate kerbs, those dimensions are for back edging use only, exposed aggregate materials tend to break/crumble due to water ingress, so would not be suitable to use on

*adopted highway. We have experience of having to replace these elsewhere in the city.
The tactiles and blister in Pennant stone with have to be deepened to around 70mm to stop cracking.
There is a spec available for the Centre where pennant was used in the carriageway.
Any tree grills and benches in the adopted highway would probably need to be same as those in the city centre, which are stainless steel.*

TREES

Any trees planted within the adopted highway would be subject to the payment of a commuted sum for The creation of a tree pit and planting / maintenance. Clarity over the location of the proposed trees in relation to the highway would be welcomed.

ADOPTION LIMITS

Some clarity on the extents of areas offered for adoption will be required. As demarcation studs are no longer used, there should be some delineation between private areas and publicly maintainable areas, through the form of a channel / kerb line or alteration in materials / laying pattern. As outlined above, there will be a need to stop up any proposed terraced area / structures. The Council would be willing to adopt suitably designed and constructed areas, to reduce the need to create excessive delineation.

MITIGATION

Current anticipated measures to offset the proposals include the following:

Financial contributions – s106:

- TROs - £5913 for each TRO / statutory notice
- Parking income loss – depending on the number of lost spaces in each zone. Last estimate was £5k per bay in CPZ, £4,000 per bay in RPS. This figure will need to be adjusted for 2020, but would be better to do once the exact figure lost is known.
- Feasibility Study - £63,000, to be split between two phases, the second contribution to be given back should initial studies show that the proposals are not feasible.
- St Michaels Hill £40,000 contribution
- Bus stops – agreement to be made for installation – will need contribution should BCC install.
- Travel Plan - £5335
- Commuted sums for any trees / planting / benches on the adopted highway.

Highway Works – secured through Grampian and s278:

- Works in St Michaels Park
- Works in Woodland Road
- Works in Elton Road
- Works in Tyndall Avenue
- Alterations to traffic island Tyndalls Park Road
- Car parking alterations University Walk

SUMMARY

The applicants have satisfactorily addressed the concerns and the application is considered acceptable, subject to a number of conditions and mitigation measures.

Following the comments dated 6 May 2020, a number of issues needed to be addressed:

- Tyndall Avenue traffic flows
- Cycle route – layout and shared space proposals
- Terrace outside Senate House
- Congestion
- Woodland Road / Tyndall Avenue
- Impacts in St Michaels Hill
- Impacts in Elton Road – traffic and pedestrian
- Coach Parking
- Detailed design alterations

The applicants have resubmitted additional detail to address these issues and these are discussed below:

Summary of alterations:

- Removal of general traffic in Tyndall Avenue in the eastbound direction, maintaining access to buses and cycles only
- Retention of general traffic westbound
- Segregation of cycle route in Woodland Road
- Alterations to junction of Woodland Road / Tyndall Avenue / Elton Road to improve pedestrian environment
- Removal of pinch point created by terrace in Woodland Road
- Contribution towards Low Traffic Neighbourhood study for surrounding area
- Contribution towards scheme of highway improvements in St Michaels Hill
- Minor alterations to the proposed highway works

Tyndall Avenue

The applicants have altered the scheme to remove general traffic in Tyndall Avenue in the eastbound direction. This will significantly reduce the impact on the regular bus services in Tyndall Avenue. This is supported by TDM.

The measures show new relocated bus shelters and associated stops in Tyndall Avenue.

The Sustainable Transport Team is supportive of the proposals to reduce through traffic in Tyndall Avenue, as this will improve reliability and reduce journey times for buses. There have been no objections raised by the bus providers to the alterations.

The costs of the shelters would be sought through a contribution under s106, as the Council would supply these. All physical works associated with the bus stops and installations of the shelters are to be undertaken by the applicants, and the works would be secured through a Grampian condition and associated highway works agreement.

The northern bus stop would be outside of the highway boundary, so the land to accommodate the

shelter should be offered for adoption. If this is not possible, an agreement to allow the Council's contractors to enter the land to maintain the stop would need to be put into place. If necessary, this could be incorporated into the s106.

To protect the flow of bus services, a loading restriction in Tyndall Avenue would also need to be implemented. As with all of the alterations to waiting restrictions, this will be subject to a consultation process through the making of the Traffic Regulation Orders.

Cycle route – layout and shared space proposals

The applicants have altered the proposals to create a segregated cycle route through the pedestrianised section of Woodland Road. This is welcomed.

The cycle route is 3m wide, which allows two-way cycling of up to 1000 cyclists an hour. A wider cycle lane would encourage overtaking which is not desirable in this location as higher speeds are to be discouraged in an area with high footfall and significant numbers of crossing movements. The alignment is such that cycle movements are slowed but cycling is still prioritised, highlighted and convenient.

The cycle route has been the subject of much discussion and there are still some reservations about the end of the route at the junction of Tyndall Avenue. The cycle route should join the junction at more of a right angle (without impacting the provision of the proposed feature tree) to enter the centre of a junction, as general traffic would. At each end of the route carriageway materials should be installed for a short distance to indicate the transition between live carriageway and cycle route. The alterations to achieve this are minimal and can be dealt with through the s278 technical approvals process, as it is in the bounds of the existing highway.

The materials of the cycle route are yet to be agreed. These are currently shown as having a minimal contrast, but should be more contrasting to indicate the presence of the route to all, and to be visible even when wet. Similarly, there is a proposal to use 50mm height kerbs, when this should be the Bristol Cycle Kerb, which is more appropriate for cyclists as it prevents them clipping a kerb and falling off. These details can be secured through the technical approvals process.

Crossing points have been provided at key desire lines, to highlight pedestrian movements and channel pedestrian desire lines into specific crossing locations.

Signage of the NCN route will be required and secured through the s278 process.

Terrace outside Senate House

The pinchpoint identified at the north easternmost corner of the Tyndall Avenue / Woodland junction has been reduced considerably and this is welcomed. There is now plenty of space to allow for desire lines.

Congestion

As outlined in previous comments, there is an assumption that all trips will stay in the study area, but this may not be the case, with vehicular trips potentially diverted elsewhere, or even removed. The flows contained within the modelling are therefore considered robust.

The modelling has been altered to reflect the removal of general traffic in Tyndall Avenue in the eastbound direction.

Further junction modelling has been undertaken on a number of junctions that were predicted to experience the impact of these alterations. The models show that there will not be an unacceptably severe impact on these junctions arising directly from these proposals.

Notwithstanding this, the applicants accept that the diversion of some traffic may impact on the surrounding streets, and have offered a sum of money (£63k) for the Council to undertake a comprehensive study into a Low Traffic Neighbourhood in the area, which would improve walking and cycling facilities and seek to reduce through traffic in the area. Any measures arising from this would reduce the overall traffic volumes using the area.

In view of this, it is therefore not considered that there would be an unacceptably severe impact on the capacity of the surrounding highway network, although it is acknowledged that it will be less convenient to drive through this area by car.

Impacts in Elton Road – traffic and pedestrian

It is correct that if the levels of traffic remain the same and all traffic is diverted within the traffic network as assumed by the model, there would be an increase in vehicles using Elton Road. This increase at the most busy peak hour (am peak) is projected to be an additional 67 vehicles, over and above the background traffic growth.

Experience has shown elsewhere that closing roads does not ‘force’ all traffic onto alternative local routes. Traffic previously rat running through the area may be deterred from using this area at all as it becomes less convenient, and some shorter journeys may be made by alternative modes. Therefore this is expected to be a worst case scenario.

The applicants have proposed to relocate coach parking to nearer the school’s main entrance, and to maintain car parking in Elton Road, both at the request of the school. There is also a proposal to install speed tables in Elton Road to reduce traffic speeds, which is beneficial particularly where a one way system is present. Whilst speed reduction measures do not effectively reduce vehicle volumes, they do reduce speed of traffic using these streets, and safety is improved.

It has already been established that there are likely to be very few movements associated with the development. School traffic is unlikely to increase within the current school’s operation. Additional and improved public transport will be made available to the area.

It is not considered that the impact of the additional traffic in Elton Road is significantly severe as to warrant a refusal. This is on the basis that there is adequate capacity, and additional safety measures have been proposed in order to reduce concerns about safety crossing the roads. Removing traffic entirely in Elton Road would not be supported by the school or its families; the responses to the consultation identified the desire to use Elton Road to drop children off by car.

The applicants were asked to consider widening footways in Elton Road to accommodate additional pedestrian movement. A technical note was submitted by the applicants, which demonstrated a satisfactory level of service for pedestrians in Elton Road, even with a projected increase of pedestrians associated with the library.

Whilst TDM did not agree with the methodology of the survey, TDM subsequently undertook alternative modelling which demonstrated that pedestrian flows would sit within acceptable levels according to Transport for London’s Pedestrian Comfort Level guidance, apart from peak periods when coaches are embarking / disembarking, which is to be expected. The relocation of the coach parking bays will reduce this impact as children will not be required to walk as far along Elton Road.

In practical terms, a scheme to widen footways in Elton Road would also remove the coach parking and car parking, which were requirements asked for by the Grammar School.

In view of the further information provided, TDM do not consider that it is proportional or reasonable to require footway widening in Elton Road to support this planning application. The removal of two way operation in Elton Road and the introduction of appropriate traffic calming (which is being proposed in the form of speed tables) would be effective measures to reduce conflict in this instance. Further to this, as outlined above, there is potential to remove through traffic in the area but this would be subject to the wider study which is being funded by the applicant.

Woodland Road / Tyndall Avenue

The junction has been altered to tighten up the junction radii to make for a better and safer pedestrian environment. This is welcomed. This will affect the ability of two large vehicles to turn in and out of Tyndall Avenue at the same time, but this is not considered to be a problem.

Impacts in St Michaels Hill

The modelling shows an increase in traffic using St Michaels Hill. The University has proposed a scheme for measures in St Michaels Hill between Tyndall Avenue and Tyndall Park Road and offered a contribution of £40k towards its installation. It is anticipated that a more comprehensive scheme would be necessary to bring about any significant betterment, but it is considered that this is an acceptable contribution which could be used towards initial design and local engagement on a scheme with potential to bid for future funding for the installation of physical improvements for local walkable neighbourhoods.

Coach Parking

The applicants have clarified the provision of three coach layover bays in Woodland Road and directly outside the school entrances in Elton Road. This is considered adequate. There are further aspirations of the University to provide coach parking in University Walk which would be welcomed, but this is outside of the scope of this application.

Detailed design alterations

These have been addressed to the extent that the works can be included 'in principle' for the purposes of securing them and will be subject to technical approval processes under the s278.

Public objections following resubmission

There have been a number of objections submitted since the resubmission of the proposals. These mainly come under the following categories:

Disruption and inconvenience to drivers:

Many objections to the transport proposals refer to the inconvenience and disruption of through trips. This disruption, in transport terms, is not a reason to object to the proposals. Any reduction in vehicle trips or change to more sustainable modes, which will still be allowed through the area, is indeed welcomed. There will still be availability of access by cars, but it may be more circuitous. The area will become less attractive to rat running vehicles.

Increase of traffic forced down Elton Road:

This is discussed above.

Impacts associated with future Clean Air Zone and Covid measures:

There are no firm proposals for specific measures at present, and each of these schemes are subject to consultation and sign off. The development scheme is being considered on its own merits, and any refusal on the basis of any potential impact of unconfirmed schemes cannot be sustained.

Loss of parking:

The loss of parking has been considered in previous correspondence, but to summarise, there will be a loss of 11 parking spaces in the CPZ Kingsdown Residents Parking Scheme Area. The applicants have relocated as many displaced parking spaces as is feasible, and sought to reduce the impact of the loss of parking, but this is in order to secure parking availability for residents and businesses. The applicants have agreed to the necessary compensation to the council for the loss of income generated by the parking spaces, to be secured in the s106.

MITIGATION

Financial contributions – s106

- TROs - £5913 for each TRO / statutory notice:
 - Alterations to the Outer Zone Controlled Parking Order
 - Alterations to the Kingsdown Residents' Parking Order
 - New TRO for changes to movements - Woodland Road prohibition of driving, the St Michaels Park one-way, the Elton Road one-way and the Tyndall Avenue bus gate/one-way
 - Statutory Notice for removal of Zebra Crossing Woodland Road
 - Statutory Notice for speed tables in Elton Road and at Junction of Elton Road / Woodland Road / Tyndall Avenue
- Total cost **£29565** to be paid preferably on signing of the agreement to enable work to commence in a timely manner
- The income lost from the loss of parking spaces **£134,503**. This is calculated from the loss of revenue for each bay (from the past year's income) and over a 5 year period. To be paid prior to the commencement of the highway works.
 - Feasibility Study - **£63,000**. To be paid prior to commencement.
 - St Michaels Hill contribution - **£40,000** – contribution towards feasibility, design and engagement of an improved pedestrian realm in St Michaels Hill between Tyndall Avenue and Tyndalls Park Road
 - Bus stops – Total contribution of **£101,386**. To be paid prior to commencement.
 - Travel Plan monitoring and audit fee - **£5335** to be used by the Council towards the Council's costs and expenses incurred by the Council in the monitoring and auditing of the Travel Plan. To be paid prior to occupation
 - Commuted sums for any trees (to be confirmed with Arboricultural colleagues)

Highway Works – secured through Grampian and s278

- Works in St Michaels Park
- Works in Woodland Road
- Works in Elton Road
- Works in Tyndall Avenue including bus stops, shelters and concrete pads
- Alterations to traffic island Tyndalls Park Road
- Ancillary associated works including but not limited to lining, signing, street lighting, tree pits, removal of parking meters, relocation of post box, cycle stands, drainage etc. To be paid prior to commencement.

In summary, it is considered that subject to the heads of terms outlined above, and the following conditions and advices, that this application is acceptable in transport terms.

CONDITIONS:

- Highway works – General Arrangement Plan

The development hereby permitted shall not be occupied until the following works to the adopted highway have been shall be completed to the satisfaction of the Highway Authority and approved in writing by the Local Planning Authority.

As shown in principle on plans UOB-ARP-XX-TP-0001 Rev 04

- Alterations to St Michaels Park to make one way eastbound, with contraflow cycle flow, between Woodland Road and Osborne Villas
- Raised table on Elton Road
- Closure of Woodland Road between St Michaels Park and Tyndall Avenue and provision of segregated cycle facility with associated NCN route signage
- Raised table at junction of Woodland Road / Tyndall Avenue / Elton Road and realignment of Royal Fort Gardens access
- New bus stops with associated raised kerbs and Safe Haven paving, installation of shelters and concrete pads in Tyndall Avenue, and removal of bus stop in Elton Road
- Raised tables and kerblines alterations in Elton Road
- Coach Parking Bays in Woodland Road and Elton Road
- Relocation of traffic island in Tyndalls Park Road at the junction with St Michaels Hill
- Alterations to waiting and loading restrictions in Elton Road, Elmdale Road, Tyndall Avenue, Woodland Road and St Michaels Park
- Associated ancillary works but not limited to lining, signing, street lighting, tree pits, removal / relocation of parking meters, relocation of post box, cycle stands, drainage etc.

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

- **B36A Structure Adjacent To/Within 6m of the Highway**
- **B38 Construction Management Plan – Major Developments**
- **B39 Highway Condition Survey**
- **C7A Completion of Vehicular Access** – Shown on Approved Plans
- **C8 Completion of Pedestrians/Cyclists Access** – Shown
- **C11 Completion and Maintenance of Vehicular Servicing facilities** – Shown
- **C12A Completion and Maintenance of Car/Vehicle Parking** – Shown
- **C13 Completion and Maintenance of Cycle Provision** – Shown
- **D34A Travel Plans** – Submitted
- **“Electric Vehicle Charging Points**

The Electric Vehicle Charging Points as approved shall be installed prior to occupation and retained in that form thereafter for the lifetime of the development unless agreed in writing by the Local Planning Authority”

Reason: To promote sustainable travel, aid in the reduction of air pollution levels and help mitigate climate change.”

Advices:

- I024A) Works on the Public Highway
- I026A) Traffic Regulation Order (TRO)
- I043A) Impact on the highway network during construction
- I052) Highway Condition Survey
- I059) Structure Adjacent To/Within 6m of the Highway
- I061) Freight Consolidation

Summary

Transport Development Management has considered this application and the changes it proposes to the local highway network in the context of a wider future requirement for a Liveable Neighbourhood. Whilst these comments provide support and a conditional approval for the principles of what is being put forward, it is the highway authority's view that this will need to form part of a wider package of measures to fully realise and deliver the benefits in and around the university campus as well as the wider neighbourhood.

Following the submission of TDM comments of 28 August 2020, it has also been necessary to take into account a number of further submissions and matters. These comprise further objections and correspondence, including a Technical Note submitted by consultants on behalf of Bristol Grammar School (BGS) (Shown in full at Appendix 2); the Clean Air Zone (CAZ) and implementation of the Emergency Active Travel Fund (EATF) works in association with Covid-19.

TDM's recommendation that the proposal is acceptable in planning terms, subject to section 106 contributions and a number of conditions.

Objections and correspondence

With regard to the later objections on transport grounds, many of these were related to matters already covered in previous comments about additional traffic and pedestrians in Elton Road and the impact on BGS pupils, chiefly raising concerns about safety or convenient access to drop off or collect pupils.

An objection was received from the Christmas Steps Arts Quarter representatives, who, following the introduction of the prohibition of the left turn from Perry Road into St Michaels Hill associated with the Emergency Active Travel Fund (EATF) measures, had concerns about the additional impact of the proposals and the ability to access St Michaels Hill directly. This objection and the EATF measures are discussed below.

IMA/ BGS Objection

A consultant (IMA) has been appointed by BGS who have submitted a technical note (IMA Note) as an objection to the scheme, which questions the validity of the Transport Assessment and subsequent Transport Addendum, in particular the assumptions made by the applicants.

The comments raised in the IMA report can be summarised as follows:

- There will be an increase in traffic flows on Elton Road past the school, as the redistribution is flawed.
- There will be an increase in pedestrian volumes to and from the proposed library and greater pedestrian movement in Elton Road.
- The junction of Tyndall Avenue / St Michael's Hill will not function properly, and there will be a delay to bus services
- Wider consequences have not been robustly tested – queries about specific parts of the network

Assignment of Trips

The applicant has re-assigned trips diverted by the proposed road closure within a study area bound by St Michaels Hill / Tyndalls Park Road / A4018 / Park Row and Perry Road.

The trip reassignments have been made based on various assumptions, chiefly that all traffic that would travel via Woodland Road / Tyndall Avenue would divert along the quickest or shortest routes within the study area.

The IMA note suggests that some assumed diversions are shorter than the trips currently being made by choice, so traffic currently taking the longer routes may be doing so for an underlying reason, such as making a specific trip to these roads, for example to drop off a passenger or visit the street. Therefore, it is suggested, the closure of the through routes may then require these trips to be diverted around and via other streets, such as Elton Road.

Traffic modelling is only as reliable as the input and assumptions made behind it, and it is reasonable to question assumptions behind assessments. Indeed, it is TDM's role to ensure that traffic models are acceptable, to ensure that the impact on the highway network can be assessed appropriately. However, there are limits to the level of detail which can be reasonably included in a static model such as this. It would not be reasonable to create a model which would assess the uses and trips to each site within a street, and draw individual assumptions on each trip. The IMA note does not suggest any alternative assessment, nor outline any assumed proportion of traffic which might be added to particular parts of the network as a result of the suggested flaws in the modelling.

On assessment, it is TDM's position that the reassignment of trips submitted by the applicant is considered a reasonable prediction of where trips could be diverted within the network, within the bounds of the modelling tools available, and considering the relatively low volumes of traffic being considered.

Furthermore, as previously outlined, the reassignment does not include trips which would have made an earlier diversion to avoid the study area entirely, or choose not to make their journey by car. On this basis TDM concludes that the assessments put forward by the applicant are therefore considered robust.

Impact of pedestrian flows on Elton Road

The applicant has provided data showing the predicted flow of students likely to be accessing the Library using the footways in Elton Road. The assumption in trip rates is not disputed.

The IMA note outlines that Pedestrian Comfort Level assessments would be more up to date than the Fruin methodology used by the applicants. However, it then points out the flaws of the Comfort Level assessment in modelling peaks of pedestrian behaviour suggesting that a dynamic pedestrian assessment is more appropriate than static models as used in the Technical Addendum.

As outlined above, the applicants have demonstrated that, because many of the students would be on the site already, and not making specific trips to the library alone, the numbers using Elton Road would not significantly increase in direct association with the new Library. The addition of the café will be largely ancillary to the library, and it is not anticipated that the exhibition area will result in a material increase in pedestrian trips, especially at peak student times.

It is acknowledged that numbers of students at the University precinct continue to grow with the overall growth of the University. Furthermore, it is acknowledged that the focus of pedestrian movements between the core University buildings will alter within the precinct area, and that there will be an increase in movements between teaching facilities and the new Library. The existing zebra crossing in Woodland Road is not considered to perform adequately to accommodate this relocation of concentration of movements.

However, any increase in pedestrian trip rates in Elton Road to and from the University precinct is not directly attributable to the Library in itself, and TDM do not consider it reasonable under the tests of the

CIL regulations to warrant further dynamic modelling or require the implementation of additional pedestrian improvements in Elton Road to directly mitigate this specific development.

As previously outlined, measures to reduce speeds in Elton Road are proposed. Furthermore, there is potential to reduce traffic in the area in association with any future Low Traffic Neighbourhood.

Impact on wider network

The IMA note has also put forward some concerns about the impact on the wider network's junctions and identified some areas:

Queens Road / Queens Avenue – *questioning the validity of the geometric data input into the model and the type of model used.*

The effect on this junction is not considered to be significant. There will be a minor alteration in traffic volume and pedestrian movement directly relating to this development, but not enough to generate a material difference in capacity.

Tyndall Avenue / St Michaels Hill – *the IMA Note points out that buses turning left from Tyndall Avenue would need to cross the centre line, which currently occurs. With additional traffic attempting to turn right into Tyndall Avenue on St Michaels Hill, queues here may cause buses leaving Tyndall Avenue to be delayed.*

It is accepted that queuing has been identified in St Michaels Hill arising from the proposed alterations, and that this would affect buses. This may cause some delays to the flows in St Michaels Hill and Tyndall Avenue. The removal of eastbound traffic in Tyndall Avenue will reduce conflict at the junction and is likely to make the right turn into the junction easier, thus potentially reducing queues. Furthermore, as outlined below, the likely reduction of traffic in St Michaels Hill at this point (arising from the EATF and / or CAZ, which is covered below) would also reduce the traffic at this junction, and could be further improved via measures secured through any forthcoming Low Traffic Neighbourhood scheme.

There has been no objection raised to this application by the bus operators, nor BCC's Passenger Transport Team. On balance, this potential delay is not considered unacceptable given the overall benefits of the scheme in terms of traffic reduction, pedestrian and cycle priority and wider public transport priority and infrastructure improvements.

Emergency Active Travel Fund (EATF)

The COVID pandemic has necessitated and subsequently enabled people to walk and cycle more due to the reductions in traffic volumes and the enforced lack of capacity on public transport. Subsequently the government issued updated guidance on cycle provision in the form of LTN 1/20 and through the Emergency Active Travel Fund encouraged councils to accelerate the delivery of walking and cycling measures to both mitigate the impact of the pandemic and promote a shift towards more sustainable modes of transport.

In September 2020, segregated cycle facilities were installed in Park Road, Perry Road and Upper Maudlin Street under Tranche 1 of the EATF measures to prioritise active travel in the light of the Covid-19 pandemic and the fall in public transport usage.

To enable these measures, and maintain capacity on the network, it was necessary to remove a phase from the traffic signals. The prohibition of the left turn from Perry Road into St Michaels Hill was implemented to allow for other movements and reduce congestion at the junction which would have otherwise resulted. As well as the provision of a segregated cycle route, this has also improved crossing facilities for pedestrians at the bottom of St Michaels Hill.

These measures were implemented on a temporary basis and have recently been the subject of a public consultation exercise (14 Dec – 24 January). Initial observations on the outcome of the engagement has been that the measures have been broadly welcomed, although it is recognised that there are some concerns about the loss of direct access, particularly by those in very close proximity to the site. It is anticipated that TDM will be in a position to feed back the outcomes of this consultation exercise at planning committee.

The outcome of this engagement is to be fully assessed, and any proposed permanent measures drawn up following this would be subject to a further round of public consultation and subsequent statutory consultation, before any scheme would be implemented.

No traffic data collection was required for Tranche 1 of the EATF implementation, so there is no available data for the impact of this directly on St Michaels Hill and alternative routes, or the consideration of this planning proposal.

There is, however, traffic data for the junction of St Michaels Hill / Perry Road / Upper Maudlin Street. Traffic counts taken in October 2019 indicate that the volume of traffic travelling from Perry Road up to St Michaels Hill was relatively low, with left turning traffic in peak flows of 52 vehicles in the morning peak and 44 vehicles in the afternoon peak. Whilst it is accepted that traffic approaching from signal junctions upstream tends to arrive in platoons, this averages out at less than one vehicle per minute across the hour.

With the removal of the left turn, this traffic will no longer be travelling up St Michaels Hill from the west. Any forthcoming permanent measures would be anticipated to have similar results.

Christmas Steps Arts Quarter objection

The removal of the eastbound traffic in Tyndall Avenue will further reduce the ability for private motor vehicles to travel through the study area conveniently. Access directly from the Perry Road / Christmas Steps area will be restricted and will involve longer journeys. In the absence of the Tyndall Avenue one-way order for general traffic, the diversion from Park Row / Perry Road to the upper end of St Michaels Hill arising from the banned left turn currently in place could include the use of Woodland Road / Tyndall Avenue. However, the proposals under consideration as part of this planning application would no longer allow this to take place.

There are alternative routes available, and the St Michaels Hill Area would be accessible from Tyndalls Park Road and Cotham Hill to the north and east and from Upper Maudlin Street (via St James Barton roundabout) to the south. Emergency vehicles are able to make the left turn in an emergency, so such access to the hospitals in St Michaels Hill and Horfield Road would be available.

It is acknowledged that the convenience of routing for motor vehicles from Colston Street and Perry Road to the St Michaels Hill area will be reduced. Access will still be available for those starting their journeys here, but will involve longer journey distances by car. However, it is not anticipated that this will be a significant number of journeys affected, and it is TDM's position that the general reduction in through traffic is, on balance, outweighed by the benefits for pedestrians, cyclists and in terms of air quality.

CAZ

Members will be aware of Bristol's legal obligation to implement measures to reduce air pollution in the most polluted parts of the City Centre. Whilst Covid-19 has resulted in a reduction in traffic, and the active travel measures appear to be having a positive impact on air quality, there is still a requirement to implement further measures. The current proposals which will be put forward to the Government for consideration are for small zone (CAZ D) where older, more polluting vehicles would be charged to drive

in the zone. Along with charging, it is likely that other traffic reduction measures would be implemented, which would be subject to further public consultation.

Initial modelling of the CAZ indicates a general traffic reduction in the study area, and an overall reduction of two way traffic in St Michaels Hill.

Low Traffic Neighbourhoods (LNs)

In July 2020 the Government issued a new Policy Paper "*Gear Change: a bold vision for cycling and walking*". This emphasises the importance of active travel in transport and public health terms, particularly in the light of Covid-19, and highlights the tools with which to achieve it.

LNs are included in this strategy, as a tool which can be used to reduce through traffic in local neighbourhoods, through the implementation of traffic restrictions, such as road closures and prohibited movements, and active travel measures, such as pedestrian and cycling priority schemes. The aim is to provide infrastructure to make walking and cycling an attractive and convenient choice for all users in their local environment, whilst maintaining access but removing unnecessary traffic.

In response to these changes from government and the funding available the council has progressed several schemes and has proposed a number of point closures which will contribute to the delivery of LNs in the future. This approach was taken as it was not possible to deliver full LN schemes in the time available. Moving forward the council's approach is to bring forward LNs across the city and the council will be developing its policy for this over the next year.

The application proposes closing Woodland Rd to facilitate improved public realm around the new library, reducing the impact of traffic and encourage more sustainable trips to the library. While this approach is supported as per the advice provided by TDM, it does not meet the needs of the current council approach with regards to LNs that has evolved over the past 6 months. Road closures will have knock on impacts on surrounding roads and while these can be mitigated as proposed in this application, a single point closure will not bring the wider benefits desired as part of a LN.

With this in mind, the council is likely to require that this scheme be brought forward as part of a wider LN scheme for the area encompassing other routes and linked to the NCN route 4 that runs along Woodland Road into the city centre.

The closure of Woodland Road is dependent on a Traffic Regulation Order (TRO) and while the council cannot predetermine the outcome of a TRO it has made clear to the applicant that any closure of Woodland Rd would need to be considered in the context of a wider LN scheme and this will be a factor in the determination of the TRO for the proposed road closure.

The council has suggested working together with the University and other stakeholders on a wider LN scheme and will continue these discussions irrespective of the decision on the current planning application. The University is providing funding for a LN study as part of its application which will inform the future approach to LNs in the area.

Summary

TDM has considered a number of matters, comprising: a) the impact of this application on surrounding streets; b) the potential reduction in overall traffic arising from the EATF measures, and c) the potential reduction in traffic in the area arising from the CAZ proposals. The resulting impact on the surrounding highway network is not considered to be severe enough to warrant a refusal of this application.

Notwithstanding this, the applicants have agreed to fund the Council to undertake feasibility and engagement to implement Liveable Neighbourhood measures in the surrounding streets, which will

enable the Council to make subsequent bids for available Central Government Funding. Furthermore, funds have also been secured to enable the Council to undertake study, feasibility and consultation on a potential scheme for St Michaels Hill in addition to this, to make improvements to this local centre, the outcome of which could be used to make further bids to implement a meaningful improvement scheme.

In view of this, TDM recommend that the application is acceptable subject to the appropriate s106 contributions and conditions. However, members should note, as above, that the highways alterations are subject to and reliant upon the TRO process which would be conditional on wider changes to the neighbourhood.

Financial contributions – s106

- TROs - £5,913 for each TRO / statutory notice:
 - Alterations to the Outer Zone Controlled Parking Order
 - Alterations to the Kingsdown Residents' Parking Order
 - New TRO for changes to movements - Woodland Road prohibition of driving, the St Michaels Park one-way, the Elton Road one-way and the Tyndall Avenue bus gate/one-way.
 - Statutory Notice for removal of Zebra Crossing Woodland Road
 - Statutory Notice for speed tables in Elton Road and at Junction of Elton Road / Woodland Road / Tyndall Avenue

Total cost **£29,565** to be paid on signing of the agreement to enable work to commence in a timely manner

- The income lost from the loss of parking spaces **£134,503**. This is calculated from the loss of revenue for each parking bay (from the past year's income) and over a 5 year period. To be paid prior to the commencement of the highway works.
- Feasibility Study - **£63,000**. To be paid prior to commencement of development
- St Michaels Hill contribution - **£40,000** – contribution towards feasibility, design and engagement of an improved pedestrian realm in St Michaels Hill between Tyndall Avenue and Tyndalls Park Road. To be paid prior to commencement.
- Bus stops – Total contribution of **£101,386**. To be paid prior to commencement.
- Travel Plan monitoring and audit fee - **£5,335** to be used by the Council towards the Council's costs and expenses incurred by the Council in the monitoring and auditing of the Travel Plan. To be paid prior to occupation
- Commuted sums for any trees (to be confirmed with Arboricultural colleagues)

Highway Works – secured through Grampian and s278

The highway works proposed as part of this development comprise the following:

In summary, it is considered that subject to the heads of terms outlined above, and the following conditions and advices, that this application is acceptable in transport terms.

Conditions:

B1B Highway works – General Arrangement Plan

No development shall take place until general arrangement plan(s) to a scale of 1:200 showing the following works to the adopted highway have been submitted to and approved in writing by the Local Planning Authority.

- Works in St Michaels Park
- Works in Woodland Road
- Works in Elton Road
- Works in Tyndall Avenue including bus stops, shelters and concrete pads
- Alterations to traffic island at Tyndalls Park Road
- Ancillary associated works including but not limited to lining, signing, street lighting, tree pits, removal of parking meters, relocation of post box, cycle stands, drainage etc.

Where applicable indicating proposals for:

- Existing levels of the finished highway tying into building threshold levels
- Alterations to waiting restrictions or other Traffic Regulation Orders to enable the works
- Signing, street furniture, street trees and pits
- Structures on or adjacent to the highway
- Extent of any stopping up, diversion or dedication of new highway (including all public rights of way shown on the definitive map and statement)

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are: planned; approved in good time (including any statutory processes); undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

- **B36A Structure Adjacent To/Within 6m of the Highway**
- **B38 Construction Management Plan – Major Developments**
- **B39 Highway Condition Survey**
- **C7A Completion of Vehicular Access – Shown on Approved Plans**
- **C8 Completion of Pedestrians/Cyclists Access – Shown**
- **C11 Completion and Maintenance of Vehicular Servicing facilities – Shown**
- **C12A Completion and Maintenance of Car/Vehicle Parking – Shown**
- **C13 Completion and Maintenance of Cycle Provision – Shown**
- **D34A Travel Plans – Submitted**
- **“Electric Vehicle Charging Points**
The Electric Vehicle Charging Points as approved shall be installed prior to occupation and retained in that form thereafter for the lifetime of the development unless agreed in writing by the Local Planning Authority”
Reason: To promote sustainable travel, aid in the reduction of air pollution levels and help mitigate climate change.”

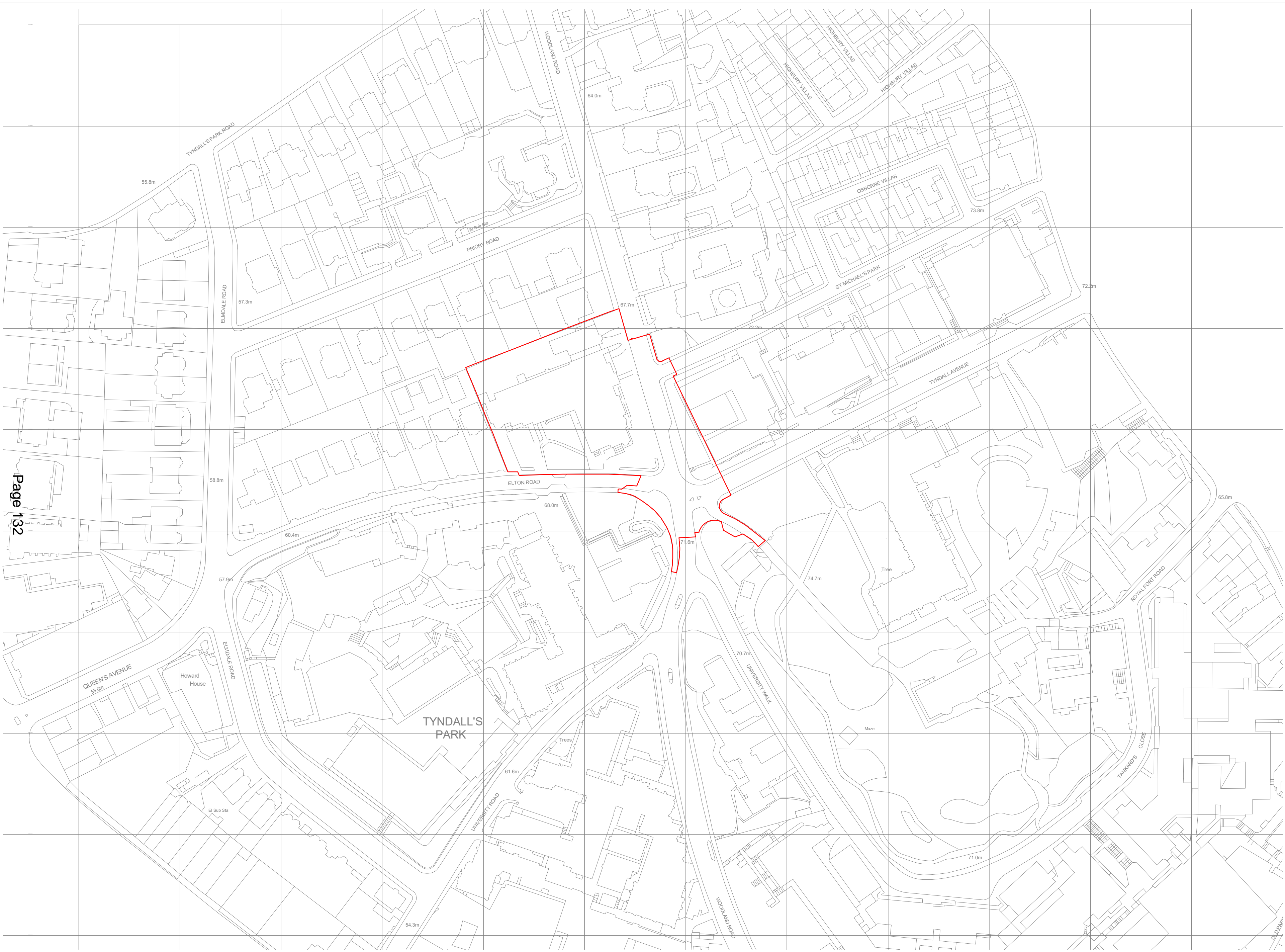
Advices:

- I024A) Works on the Public Highway
- I026A) Traffic Regulation Order (TRO)
- I043A) Impact on the highway network during construction
- I052) Highway Condition Survey
- I059) Structure Adjacent To/Within 6m of the Highway
- I061) Freight Consolidation

Supporting Documents

1. The Hawthorns Woodland Road

1. Site location plan
2. Proposed site plan
3. Proposed general arrangement
4. Proposed North elevation
5. Proposed East elevation
6. Proposed South elevation
7. Proposed West elevation
8. Proposed long elevation
9. Proposed ground floor GA plan
10. Proposed third floor GA plan



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Rev	Description	Date
P01	First Issue	20.01.20
P02	Update to Redline Boundary	17.07.20

3C Tariff Street
 Manchester M1 2FF
 mail@hawkinsbrown.com
 hawkinsbrown.com

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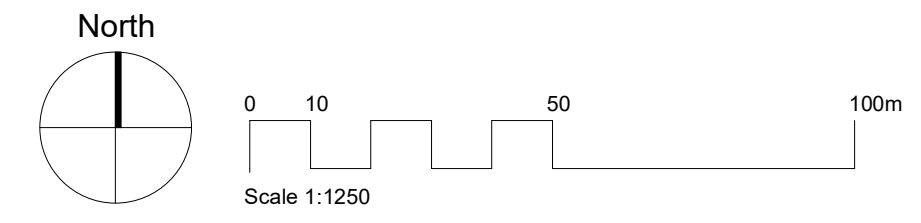
Project
 University of Bristol New Library
 14 Woodland Road
 Clifton BS8 1UQ

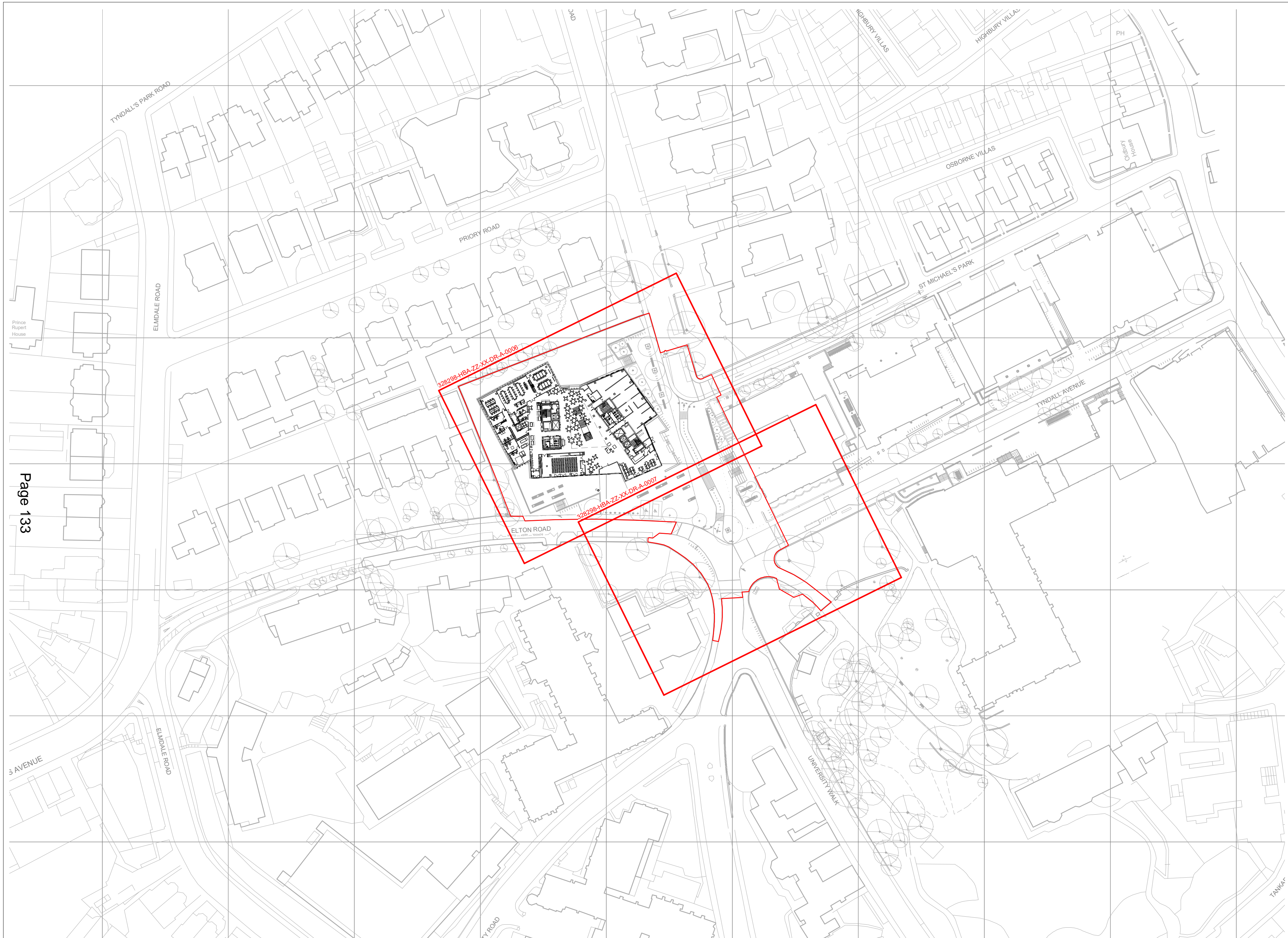
Drawing
 PL - Site Location Plan

Scale As indicated	Date 20/01/20
Drawn By JK	Checked By AC

Job Number 17058	Status S1	Purpose of Issue Planning
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Drawing No. 328298-HBA-ZZ-XX-DR-A-08-0000
 Rev P02





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Rev	Description	Date
P01	First Issue	20.01.20
P02	Update to Public Realm	17.07.20

3C Tariff Street
Manchester M1 2FF
mail@hawkinsbrown.com
hawkinsbrown.com

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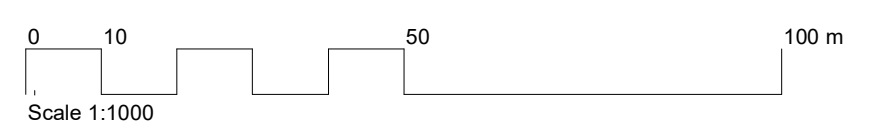
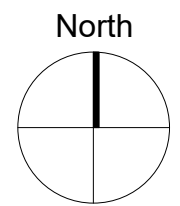
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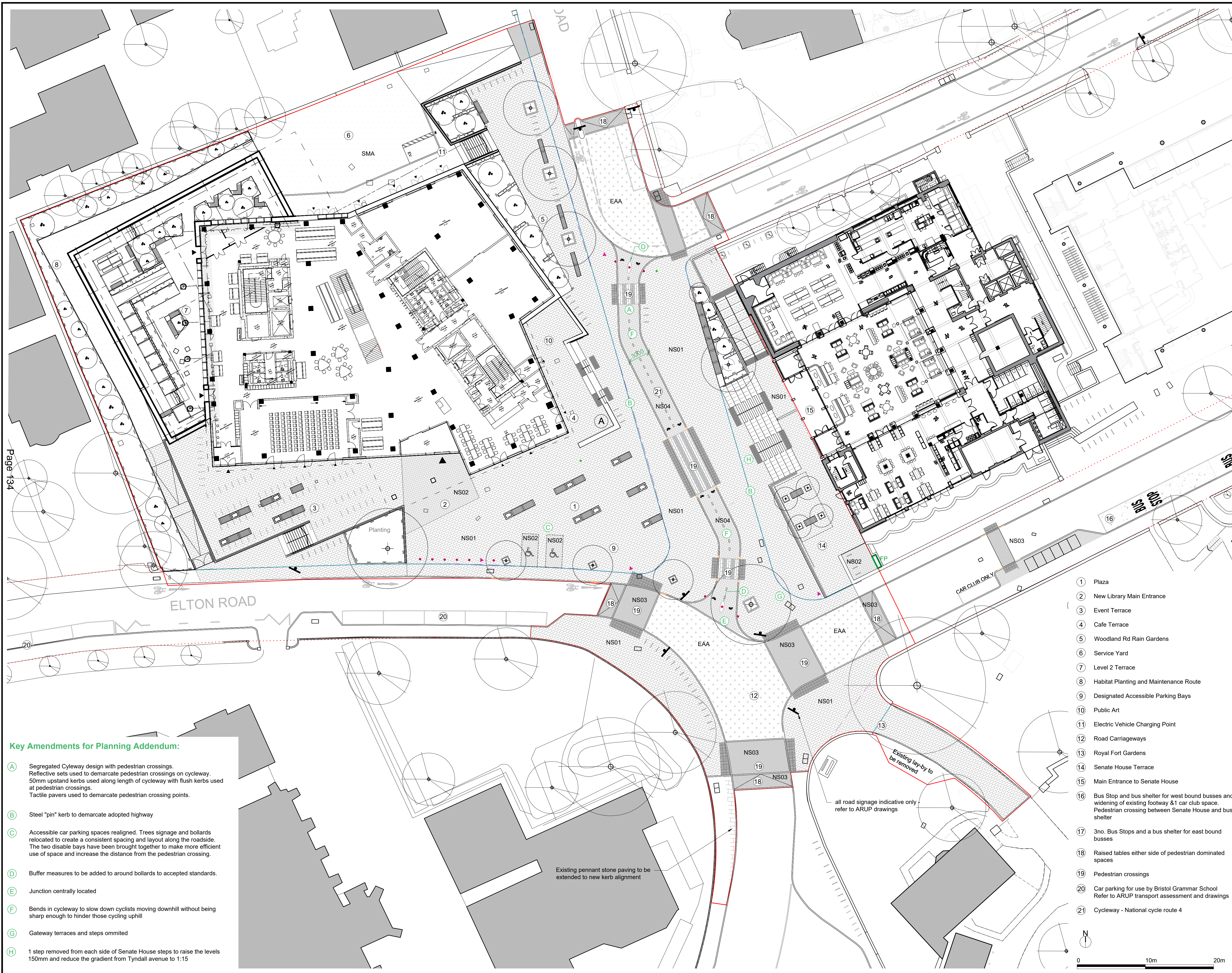
Drawing
PL - Proposed Site Plan

Scale As indicated	@ A2	Date 20/01/20
Drawn By JK	Checked By AC	

Job Number 17058	Status S1	Purpose of Issue Planning
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Drawing No. 328298-HBA-ZZ-XX-DR-A-08-0005	Rev P02
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Key Amendments for Planning Addendum:

- A** Segregated Cycleway design with pedestrian crossings. Reflective sets used to demarcate pedestrian crossings on cycleway. 50mm upstand kerbs used along length of cycleway with flush kerbs used at pedestrian crossings. Tactile pavers used to demarcate pedestrian crossing points.
- B** Steel "pin" kerb to demarcate adopted highway
- C** Accessible car parking spaces realigned. Trees signage and bollards relocated to create a consistent spacing and layout along the roadside. The two disable bays have been brought together to make more efficient use of space and increase the distance from the pedestrian crossing.
- D** Buffer measures to be added to around bollards to accepted standards.
- E** Junction centrally located
- F** Bends in cycleway to slow down cyclists moving downhill without being sharp enough to hinder those cycling uphill
- G** Gateway terraces and steps omitted
- H** 1 step removed from each side of Senate House steps to raise the levels 150mm and reduce the gradient from Tyndall avenue to 1:15

- GENERAL NOTES:**
1. All dimensions and levels to be checked and verified on site before commencing any work or producing shop drawings
 2. This drawing is to be read in conjunction with all other relevant drawings, specifications and schedules
 3. Any discrepancy concerning the drawings should be referred to the originator / CA immediately
 4. All dimensions in millimetres unless noted otherwise
 5. All levels in metres
 6. Existing service alignments to be checked on site by the contractor on site by the contractor prior to construction work commencing
 7. The content of this drawing is to be read in conjunction with the latest project CDM risk register

LEGEND

- Scope Lines**
- Core Scope Boundary for UoB New Library Public Realm landscape works
 - Scope Boundary for UoB New Library
 - Works to facilitate new highways arrangements. Refer to ARUPs transport assessment and drawings.
 - Highways Boundary
- Hardworks**
- NS01 Pennant Stone paving to public realm space around library & BGS. 600 x300mm
 - NS02 Stone sets - Building threshold, Pennant Stone 200x100mm
 - NS03 Stone Herringbone
 - NS04 Stone sets - Granite sets to cycle way to contrast with Pennant Stone 200x 100mm
 - Reflective block pavers to form white stripes on crossings to cycleway
 - SMA - Stone Mastic Asphalt
 - EAA Exposed aggregate asphalt
 - Widening of existing concrete flag paving (availability TBC). Tying in and making good of adjacent paving will be required
 - Concrete bus layby to ARUPs details. Refer to ARUP transport assessment and drawings
 - TP01 Tactile paving to top and bottom of steps
 - TP02 Tactile paving to crossings
- Bollards
 - Drop down bollard
 - Planter benches
 - Bollards on raised island to reduce risk of cyclists colliding with bollards
 - Potential artwork
 - Feeder Pillar
- Softworks**
- Refer to softworks drawing UBPR573-GRA-DR-L-5001
- Proposed multi-stemmed trees or shrubs
 - Proposed trees
 - Existing retained trees
 - Planting beds

- Cycle Parking**
- C1 cycle parking- Sheffield Stands.
 - C2 cycle parking- Double Stacking. Refer to DAS for cycle parking numbers
- Signage**
- Wayfinding signage totem by Green Hat designs
 - Shared space cycle route demarcation. Etched stone.
- Kerbs and Edging**
- SM1 - Metal inlay to demarcate highway boundary
- Refer to kerbs and edging plan UBPR573-GRA-DR-L-3002
- | | | | | |
|------|------------|--------------|-------|-------|
| P02 | 22.07.2020 | FOR PLANNING | PJ | PC |
| P01 | 23.01.2020 | FOR PLANNING | PJ | PC |
| Rev. | Date | Description | Drawn | Chk'd |

grant associates
 Landscape Architecture, Urban Design, Creative Ecology
 22 Milk Street, Bath BA1 1UT
 T: +44 (0) 1225 332664, F: +44 (0) 1225 420803
 E: info@grant-associates.uk.com

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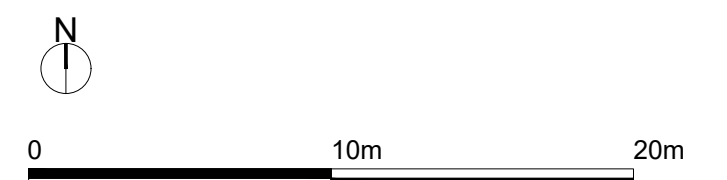
PROJECT
University of Bristol
New Library Public Realm

TITLE
Plan
Proposed General Arrangement
Central Core scope

Scale:	Date:	Drawn:	Checked:	Approved:
1:250@ A1	April 2019	NT	PJ	PC

Status:
FOR PLANNING

Drawing Number: UBPR573-GRA-DR-L-1000 Rev: P02



Rev	Description	Date
P01	First Issue	20/01/20

1. Unitised curtain walling with integrated limestone solid infill and 100mmx20mm recessed shadow gap detail.
2. Unitised silicon glazed frameless curtain walling with fully glazed infill, opening frameless vents and large limestone fins
3. Unitised curtain walling with limestone infill and large limestone fins
4. Unitised curtain walling with fully glazed infill and limestone infill and large limestone fins
5. Aluminium silicon glazed frameless stick curtain walling
6. Plant space weather louvre colour matched to limestone
7. Unitised silicone glazed curtain walling with fully glazed infill and opening frameless vents
8. 1500mm structural glazed balustrade with hidden fixings
9. Limestone solid infill soffits to match facade
10. RAL 7016 dark grey PPC metal rainscreen to lift over run
11. Glazed atria rooflight with integrated opening vents and external solar shading louvres
12. Bronze metal balustrade to external parapets
13. Natural stone cladding to landscape plinth to match facade
14. 1500mm Structural glass balustrade with hidden fixings
15. External louvre to plant room colour matched to external facade

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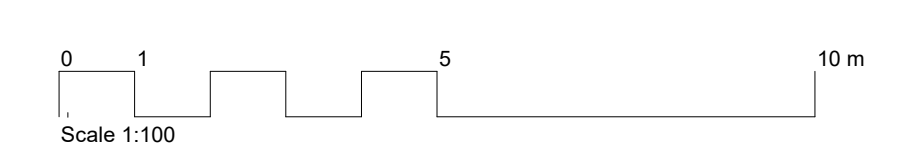
Drawing
 PL - Proposed North Elevation

Scale @ A0
 1 : 100
 Date
 20/01/20

Drawn By
 JK
 Checked By
 AC

Job Number
 17058
 Status
 S1
 Purpose of Issue
 Planning

Drawing No.
 328298-HBA-A1-XX-DR-A-08-0201P01
 Rev



Rev	Description	Date
P01	First Issue	20/01/20

1. Unitised curtain walling with integrated limestone solid infill and 100mmx20mm recessed shadow gap detail.
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15. External louver to plant room colour matched to external facade

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Drawing
 PL - Proposed East Elevation

Scale @ A0
 1 : 100

Date
 20/01/20

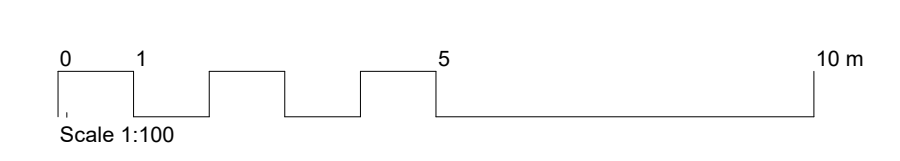
Drawn By
 JK

Checked By
 AC

Job Number
 17058

Status
 S1

Purpose of Issue
 Planning



Drawing No.
 328298-HBA-A1-XX-DR-A-08-0202P01

Rev

Rev	Description	Date
P01	First Issue	20/01/20

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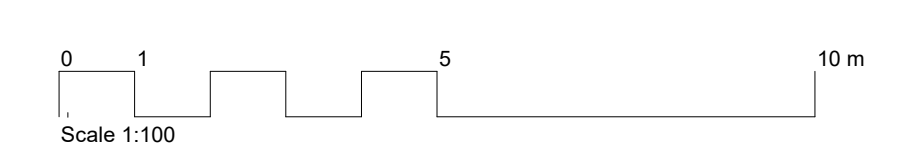
Drawing
 PL - Proposed South Elevation

Scale @ A0
 1 : 100
 Date
 20/01/20

Drawn By
 JK
 Checked By
 AC

Job Number
 17058
 Status
 S1
 Purpose of Issue
 Planning

Drawing No.
 328298-HBA-A1-XX-DR-A-08-0203P01
 Rev



Rev	Description	Date
P01	First Issue	20/01/20

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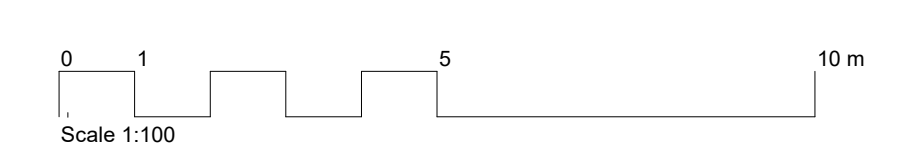
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 PL - Proposed West Elevation

Scale @ A0
 1 : 100
 Date
 20/01/20

Drawn By
 JK
 Checked By
 AC

Job Number
 17058
 Status
 S1
 Purpose of Issue
 Planning

Drawing No.
 328298-HBA-A1-XX-DR-A-08-0204P01
 Rev



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Rev	Description	Date
P01	First Issue	20.01.20



← Department of Chemistry → ← The Fry Building → ← Great Hall → ← Elton Road → ← Site → →

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Tyndall's Park Conservation Area

Whiteladies Road Conservation Area

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Drawing
 PL - Proposed Long Elevations

Scale @ A1
 1 : 500

Date
 21/01/20

Drawn By
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Status
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Purpose of Issue
 Planning

Drawing No.
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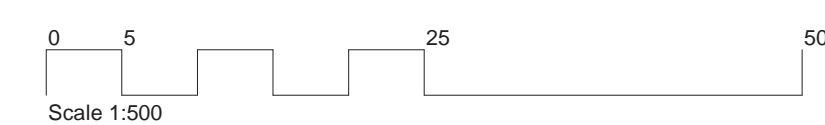
Rev



← Site → ← Woodland Road → ← Senate House → →

Whiteladies Road Conservation Area

Tyndall's Park Conservation Area



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Rev	Description	Date
P01	First Issue	20/01/20
P02	Update to Public Realm	17/07/20



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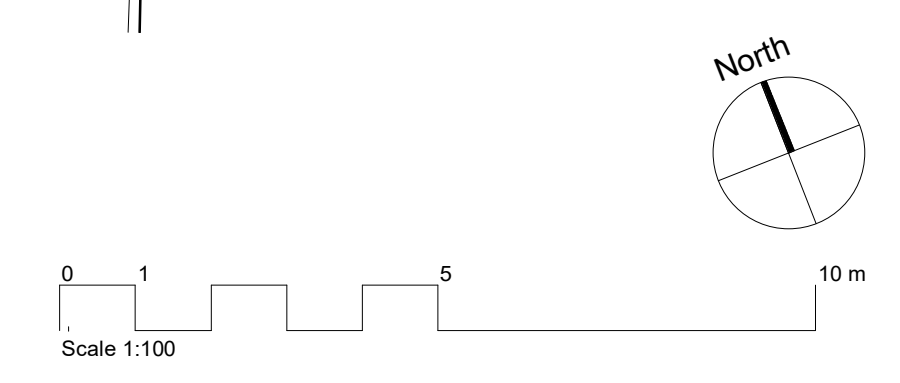
Drawing
 PL - Proposed Ground Floor GA Plan

Scale @ A0
 1 : 100
 Date
 20/01/20

Drawn By
 JK
 Checked By
 AC

Job Number
 17058
 Status
 S1
 Purpose of Issue
 Planning

Drawing No.
 328298-HBA-A1-00-DR-A-08-0103 F02
 Rev



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Rev	Description	Date
P01	First Issue	20.01.20



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Drawing
 PL - Proposed Third Floor GA Plan

Scale @ A0
 1 : 100

Date
 21/01/20

Drawn By
 JK

Checked By
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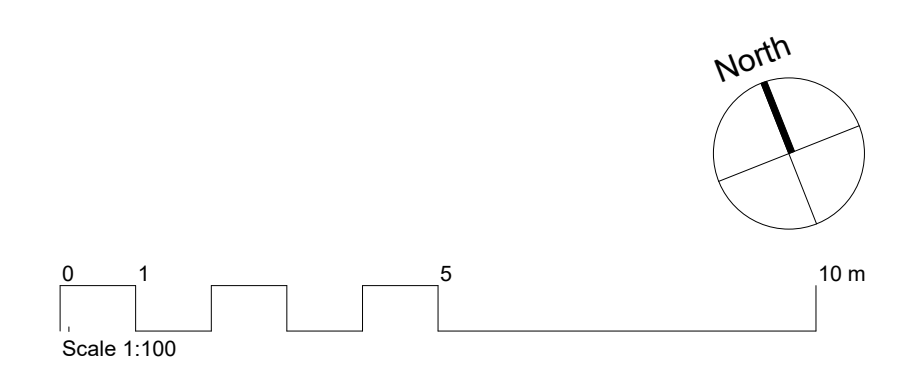
Job Number
 17058

Status
 S1

Purpose of Issue
 Planning

Drawing No.
 328298-HBA-A1-03-DR-A-08-0106 P01

Rev



WARD: Lockleaze

SITE ADDRESS: Stoke Park Park Road Stapleton Bristol

APPLICATION NO: 20/04821/X Variation/Deletion of a Condition

DETERMINATION DEADLINE: 26 February 2021

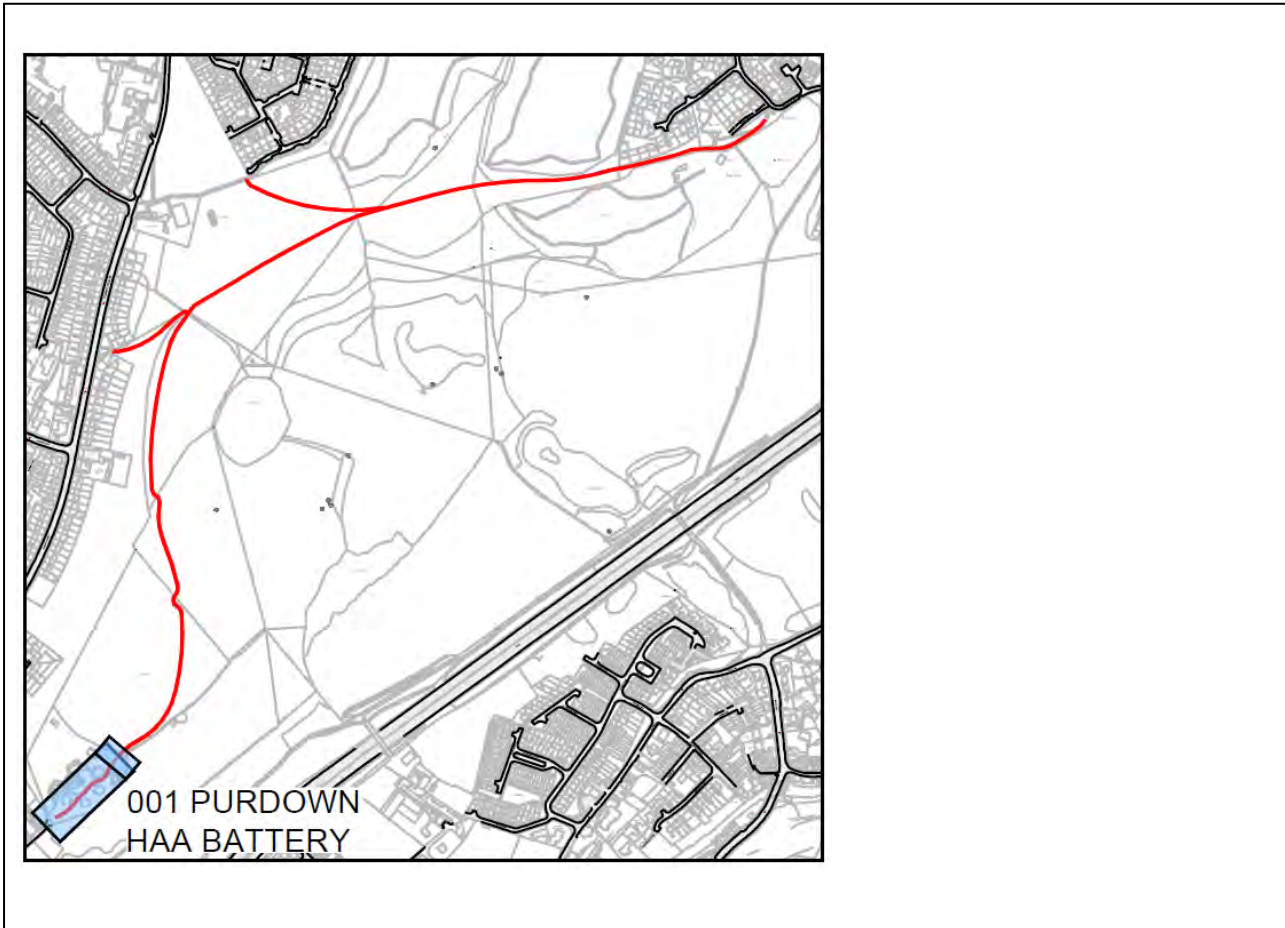
Application for variation of Condition Nos 8 (Materials) and 17 (list approved plans) following grant of planning permission 19/01213/FB for the proposed development of a formal access route through Stoke Park estate from Sir Johns Lane (Bristol) to Jellicoe Avenue (South Gloucestershire) including access works at Stanfield Close, Romney Avenue and Long Wood Meadows, following historic route and former carriage ride, comprising self-binding gravel surfaced path and associated works.

RECOMMENDATION: Grant subject to Condition(s)

APPLICANT: Mr Jamie Barker
Strategic Transport (Bristol
City Council)
100 Temple Street
Bristol
BS1 6AG

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

LOCATION PLAN:



Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

SUMMARY

This application seeks permission for minor material amendments to an extant planning permission for a shared use path through Stoke Park Estate, north-east Bristol. The park is a Grade II Listed Registered Historic Park and Garden and is also within the Stapleton and Frome Valley Conservation Area.

Development Control Committee B unanimously voted to give the original application permission in November 2019. This remains live and could be implemented. It is now sought to vary conditions 8 (Materials) and 17 (List of approved plans and drawings) attached to the planning permission.

This amendment is sought to use a different material to construct the path. Previously the path was proposed and given permission to be constructed with compressed, bound gravel. Now permission is sought to construct the path from natural quartzite asphalt. This follows construction issues being encountered with use of bound gravel in the context. This is as a result of the gradients present at sections on the route and the likelihood of gravel to degrade under use in such conditions. This could result in safety issues and would likely become a maintenance liability.

The application is presented for determination by Committee due to a high level of public interest in the case. A total of 89 responses were received in objection to the application and 10 responses were received in support of the application. Most common themes of objection relate to the inappropriateness of use of asphalt within the park, the impact in terms of appearance and change to the nature and character of the park. Many other issues raised are generally repetitions of objections previously cited in relation to the original proposal and overall principle of any path. These issues were dealt with when the original application was considered and are not relevant to the current application which only seeks variation of the surfacing material.

Officers have considered the proposals for revised surfacing material. It has been established that the asphalt material will result in a greater degree of harm to the historic park than the original proposal for gravel surface. The buff coloured natural quartzite product is however the most appropriate alternative to gravel. Given adequate demonstration that use of bound gravel would be unfeasible, Historic England and the Council's Conservation Officer have both offered support for the revised material. Harm resulting to the park through use of asphalt is classified at 'less than substantial' level. In accordance with national policy requirements, public benefits associated with the development have been weighed against the degree of harm posed. It is found that there is sufficient public benefit associated with improved and more equal access to the park as well as health benefits related to active travel that the degree of 'less than substantial' harm is outweighed in this instance.

In relation to other planning issues such as impact to open space, trees, nature conservation, neighbouring amenity, archaeology, highways and flood risk, the revised surface material is not significantly different to warrant an alternative conclusion regarding the acceptability of the development. The conditions attached to the original permission will be reapplied and are deemed sufficient to safeguard impact associated with the varied development also.

In light of these conclusions, subject to the conditions outlined within the report, the development is found to be in accordance with relevant national and local planning policy. There are no material considerations which would warrant the refusal of application. Consequently, it is the recommendation of officers that the application seeking variation is granted subject to conditions.

Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

SITE DESCRIPTION

The development site is Stoke Park estate which is an open space in north east Bristol. The park has a total area of 108 hectares (267 acres). It is bordered by Lockleaze to the west and the M32 to the east with Stapleton and Broomhill beyond. The park adjoins Purdown open space to the south. The administrative boundary with South Gloucestershire runs across the northern quarter of the park. The landscape layout at Stoke Park relates to the historic country house (Dower House or Stoke Park House, South Gloucestershire - Grade II* Listed) and was arranged between 1748 and 1766 by Thomas Wright (astronomer, mathematician, instrument maker, architect and landscape architect). The park can be entered at multiple points from various orientations however access from the east is restricted by the motorway. The estate comprises undulating topography generating interest and views. It includes three woods, (Barn Wood, Hermitage Wood, and Long Wood) which straddle the ridge to the west of the house. The woods contain a planned footpath system that provides access to woodland gardens and various historic monuments. This links to other serpentine paths which cross the open space. The open space is subject of national Listing at Grade II level for significance as a historic park and garden. The site is also within the Stapleton and Frome Valley Conservation Area. It is also a Regionally Important Geological Site, a Site of Nature Conservation Interest, a Local Historic Park and Garden as well as being designated Important Open Space. Where the park adjoins Purdown to the south at Sir Johns Lane, there is a WW2 anti-aircraft site which is a designated Scheduled Monument. Stoke Park (including land within South Gloucestershire) is owned and managed by Bristol City Council.

PLANNING HISTORY

04/03516/F and 04/03552/LA Restoration of surfacing to private access track referred to as "Carriage Drive" and "The Duchess Gate". Proposed work will be to resurface a previously existing access track GRANTED - 15.10.2004

19/01213/FB Proposed development of a formal access route through Stoke Park estate from Sir Johns Lane (Bristol) to Jellicoe Avenue (South Gloucestershire) including access works at Stanfield Close, Romney Avenue and Long Wood Meadows, following historic route and former carriage ride, comprising self-binding gravel surfaced path and associated works. GRANTED - 07.11.2019

APPLICATION

The current application is made under Section 73 of the Town and Country Planning Act 1990 which legislates for applications to develop land without compliance with conditions previously attached. The application specifically relates to planning permission (reference: 19/01213/FB) granted in November 2019 which permitted construction of a shared use path within Stoke Park Estate, north Bristol.

The development consented was construction of a self-bound gravel path with a total length of approximately 1.75km (1 mile). The route runs broadly north to south with a dog leg to the west. This development includes works to access points at Stanfield Close, 262-270 Romney Avenue and Longwood Meadows as well as minor alterations at Jellicoe Avenue in South Gloucestershire. The path is proposed for shared use by pedestrians and cyclists. It is intended to be multi-purpose both for use by existing park users, to facilitate and enable use by wider sections of the community as well as to provide a new active travel route between neighbourhoods.

This development was consented at Development Control Committee B on 6th November 2019. The vote to grant permission for the development was unanimous with all committee members supporting the development. The permission remains valid and can be implemented until November 2022 (subject to fulfilment of and compliance with conditions).

Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

The current application however now seeks to vary condition 8 (Further details: Materials) and condition 17 (List of approved plans and drawings) attached to the planning permission. The variations sought relate to the proposed method construction of the path, including the surfacing material. The path was granted permission to be constructed with a bound gravel surface however permission is now sought to construct the path with buff coloured natural quartzite asphalt surface.

This follows detailed design work on the path and subsequent liaison with a number of prospective suppliers and contractors for a bound gravel path. A number of practical issues have been identified relating to use of bound gravel construction at this location. Sections of the path were found to exceed the gradient level recommended (1:20 maximum) for use of a bound gravel surface. Use of bound gravel on sections with gradients exceed this level would likely lead to rapid degradation of the surface in these areas. Issues with pot holes and puddles are likely to emerge. Suppliers were unwilling to guarantee bound gravel for use in this context. The path would therefore become a safety and maintenance liability for the Council. Bound gravel also requires use of vibration to compress, bind and form a smooth surface. The path follows the course of the historic carriage drive which is to be retained beneath the path. Use of vibration for compaction in this context holds potential to damage the archaeological value of the historic route. The requirement for soakaway drainage may also have resulted in the land adjacent to the path becoming waterlogged resulting in further safety and maintenance issues.

As a result of these issues, a number of alternative forms of construction were considered and it was established that buff coloured asphalt represented a more appropriate alternative. This was selected on the basis it addresses all of the issues above whilst also delivering the benefits previously identified which resulted in the path being granted permission. The asphalt surface can be laid on the gradients present within the park and is guaranteed for use within such conditions. This surface will require less maintenance which means the path is safer and will last longer using less resource. It also avoids use of vibration to be laid.

The proposed asphalt surface would be a single colour (buff) for the full course of the path. There would be no differentiation of colour for the access spurs as previously consented. These would remain narrower however, 2.5m for the spurs rather than 3m as on the main course.

The application only seeks to vary the construction method, surfacing material and colour. In all other regards the path and route would remain exactly as previously deemed acceptable and granted planning permission.

It is highlighted that a concurrent application seeking permission for the same variations has been submitted to South Gloucestershire Council relating to development proposed on land within the neighbouring authority. This application was granted permission on 1st December 2020.

COMMUNITY INVOLVEMENT

The proposed development is classed as 'Minor' development; therefore there is no requirement for the Applicant to demonstrate community engagement prior to submitting the application.

Nevertheless, it is understood that the applicant did undertake their own public consultation prior to submission of the original application. The current proposal is suggested to reflect results of public consultation.

Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

RESPONSE FROM PUBLICITY AND CONSULTATION

469 neighbouring properties were directly notified of the application for variation via neighbour notification letter. The proposed development was also advertised via site notices and a local press advert.

The original deadline for responses was 13th November 2020.

A total of 89 responses were received in objection to the application and 10 responses were received in support of the application.

A summary of the grounds of objection is as follows:

- o 3000m2 asphalt carving it's way straight across the middle of four amazing meadows and one long section immediately adjacent to ancient woodland
- o Unacceptable in a city that has declared a climate emergency
- o Lack of visual man-made infringement that helps Stoke Park to give back so much to people's wellbeing
- o This proposal especially with the asphalt surfacing will fundamentally harm enjoyment of the characteristics and appearance that make the green space so unique and important to locals
- o It will change the role of the park to one of a partial through-route for commuters, which again fundamentally harms its current value and will lead to conflict between users
- o This path is not the way to reduce travel by car or improve access to the park by families or disabled
- o Asphalt and routing straight through the middle of park are unnecessary
- o The park should not be used as mitigation for house building
- o Use of non-natural material would spoil the look of the fields
- o Asphalt will look so ugly
- o Asphalt on beautiful wild green space will be harmful and ruin wild nature of the area
- o Proposal will rob Bristolians of yet another precious, green wild space, and so adversely affect people's mental health and well-being
- o Detrimental impact on habitat for wild animals
- o Proposed change of pathway materials, away from self-binding gravel, is inappropriate for this area
- o Use of asphalt is clearly being undertaken for economic reasons however it's lifecycle embedded carbon is significantly higher than self-binding gravel
- o Path will interrupt its use as a playing field
- o Asphalt would be modern urban development in place of the original plan to use self-binding gravel as a partially natural alternative
- o Negative affect the wildlife and natural diversity of the area, but also have an adverse effect on the drainage, which must surely be unacceptable at this time of climate emergency
- o Park already has good walking routes
- o Cyclists can use surrounding routes
- o Loss of a historic natural habitat
- o Eyesore as well as destroying natural habitats
- o A path that could accommodate a buggy or wheel chair out of an environmentally friendly material would be preferable
- o It would be very slippery in icy or wet weather and would be dangerous for cyclists and walkers
- o This is totally out of character with the surroundings
- o The idea was to put Stoke Park back to its original design which wouldn't include tarmac paths
- o If the original material is now considered wrong due to technical issues, maybe the route itself and the appropriateness of it at all needs to be reconsidered, rather than forcing something inappropriate on it anyway
- o Would encourage cyclists to dangerously speed through an area which is valued for its peace,

Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

- o safety, tranquility and opportunity to escape the rush of the city
- o Path would be out of keeping within the beauty of the top meadows between the ancient woodland where the proposed path is planned due to natural wildness and tranquillity, providing a feeling of being in true countryside
- o A cycle route through Stoke Park, of any surface, has little time-saving benefit
- o If the approved surface has proven to be unsuitable to the chosen route why must the planning application be to alter the surface; rather, the solution should be to reconsider the route

A summary of the grounds of support is as follows:

- o The park becomes inaccessible to many due to the water logged and muddy trails and entrances for weeks at a time
- o Many people are missing out on this wonderful asset and are unable to use this greener, more pleasant, less polluted route to travel
- o Agree the proposed changes to the surface material is more suitable, will require less maintenance and so will be more cost effective
- o The revised surface material will make the park more accessible to more people, allowing the benefits to be enjoyed by all
- o Everyone should be able to visit the park, whatever the weather
- o Numerous consultations have identified the need for better access to Purdown and Stoke Park, especially for disabled access and those with limited mobility, buggies etc.
- o Not allowing all sections of society and the community suitable access to Stoke Park is discrimination
- o Self-binding gravel is dirty gets stuck in wheelchair/buggy wheels so a firmer surface is preferred with less rolling resistance and less dirt nuisance
- o Increased access to the park will help people recover from stress, mental fatigue, reduce blood pressure and improve recovery from surgery
- o Stoke Park has been very important for wellbeing during COVID-19 lockdown periods and the park should continue to be available to all
- o Surprised by existing lack of formal paths through park
- o Use of Stoke Park has significantly increased recently and there are concerns the previous gravel surface is not appropriate to withstand this volume of footfall
- o Due to topography, gravel is more likely to wear away too fast so a more robust surface is required
- o A more even surface will provide a more pleasurable visit to the park for those who struggle with mobility
- o The path will link to the existing path running past Dower House providing continuity in route
- o Needs of the many far outweigh the needs of the few
- o There would still be plenty of wilder areas of Stoke Park for people who seek this to enjoy

ELECTED MEMEBERS & AMENITY GROUP RESPONSES

Lockleaze ward **Councillors Gill Kirk and Estella Tincknell** have submitted a joint comment on the application as follows:

"Following a period of public engagement and consultation, planning permission has already been granted for this All Weather accessible path in Stoke Park, with improved disabled entrances.

We have welcomed this decision: Stoke Park has been all but impassable in winter months when the entrances and fields become waterlogged and boggy. It is really important that our local green space is inclusive to all, at all times of year, so disabled access is a serious issue that must be addressed.

Every year in the autumn my co-councillor and I receive comments from local residents by

Development Control Committee B – 25 February 2021
Application No. 20/04821/X : Stoke Park Park Road Stapleton Bristol

email and social media reporting that they are unable to access the green space, and asking us what can be done to improve things. This year in particular during lockdown the importance of access to green space and nature for wellbeing was really highlighted. So many more local people discovered and made use of Stoke park for exercise and recreations during the Covid restrictions in the spring /summer months and now the autumn/ winter is here they are finding it once again hard to access.

We understand the strength of feeling amongst those what would prefer not to have this path in Stoke Park. However this decision was made as a result of a democratic process which invited the public to make statements and speak for and against the proposal and allowed a cross party committee to weigh up these considerations.

We believe the path will improve access to open space for existing residents and new residents when new housing is built in the area. In particular it will make Stoke Park (for the first time) more welcoming and inclusive to those with disabilities, wheelchair users, people with reduced mobility, and parents with children in buggies who at present are excluded from their local green space. It will also create an active travel route for pedestrians and cyclists that will help reduce congestion on the surrounding roads and contribute to improving air quality.

Our comments refer to this specific application for a change of the path surface to be considered, which is a decision that should be made on technical and operational grounds.

We understand the background of the proposals to change the surface from self binding gravel to natural quartzite SMA surfacing due to the technical disadvantages of self binding gravel on slopes and in terms of ongoing maintenance.

We recognise that this proposal to change the surface material has taken place in consultation with Historic England, the Conservation Officer and Bristol and West Archaeology. The SMA surface was the preferred option of 2/3 of respondents in the original consultation and the colour has been selected by Historic England as being most in keeping with the surrounding landscape. It also matches better with the existing all weather path, and the 2 spurs will no longer need to be differentiated by colour. There are advantages to the SMA surface, including its being safer on slopes, more sustainable, with less maintenance needed and it has better drainage properties which will mean less damage to the park environment.

There were technical drawbacks to the self binding gravel surface in terms of potential rutting, pooling and lower friction which would be harder to use for wheelchair users and cyclists. The evidence provided shows that changing to SMA would create a better surface for wheelchairs buggies and cyclists and would not increase the impact on the natural environment. In certain ways it appears that environmental impact would be reduced in terms of ongoing maintenance and drainage issues.

We note that the SMA surface is considered a better way to protect the underground archaeology of the carriage drive and will enable the adoption and preservation of significant parts of this historic carriageway. It appears to be the best option given the technical constraints, to create a sustainable high quality all weather accessible and active travel route, whilst preserving the heritage value of Stoke Park. We support this proposal".

INTERNAL & EXTERNAL CONSULTEES

Historic England:

"We confirm that, following our original consultation response to the planning application (19/01213/FB, response date 18/04/19) we have had further, detailed discussions with Bristol City Council (BCC) in June 2020 regarding their proposed change in surface treatment to the all-weather,

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accessible path.

Historic England had originally accepted a self-binding gravel surface as it reflected the proposals within BCC's Stoke Park Conservation Management Plan (2016). One of the key objectives of the Plan has been to restore and reinstate safe and accessible circuit routes for public use. Wherever possible, these are to be aligned on original historical routes. The all-weather, accessible path is to follow the original carriage drive alignment along Purdown Ridge.

BCC subsequently advised us that the proposal to use self-binding gravel presented a number of practical constraints that were difficult to overcome, and that an alternative material had needed to be sought. Hence, the proposal for natural gravel coloured stone mastic asphalt (SMA).

We requested further detail to justify the change, including a detailed explanation of the constraints the site specifically posed for using self-binding gravel. The constraints primarily related to site topography, drainage, underlying archaeology, and long-term maintenance.

BCC provided a discussion paper setting out their justifications, supported by detailed design drawings and a physical sample of the proposed SMA product. Following review of the additional information, and the discussions held in June, we were able to establish a better understanding of the issues and subsequent changes.

Our preferred option out of the SMA products that had been put forward by BCC was a Natural Gravel SMA, which we considered had the closest appearance to a selfbinding gravel. However, BCC advised that it did not have a durable enough specification, ie, be able to take occasional maintenance vehicle traffic in addition to pedestrians and cycles. Therefore, the Natural Quartzite product was identified as a compromise between a pure natural gravel appearance and the more uniform buff coloured SMA products available.

We subsequently advised BCC that based on the additional information provided we accepted the change from self-binding gravel to the SMA surface, and we would not have an objection to this being submitted as a planning amendment.

Regarding the proposed new spurs to the footpath, in our planning consultation response of 18/04/19 we considered that in addition to their width being differentiated from the carriage drive, their surface treatment should also be different.

However, given the limited suitable colours available in the SMA product line, and to avoid using the more uniform buff colours, we agree to the use of the Natural Quartzite SMA for these as well. As a small detail, in order to delineate the carriage drive at the junctions with the spurs, we would recommend continuing a flush edge through between the two".

Recommendation

Historic England has no objection to the application on heritage grounds

Avon Gardens Trust:

"Thank you for consulting The Gardens Trust [GT] in its role as Statutory Consultee with regard to the proposed development affecting a site that falls within the boundary of the designated area of a Registered Historic Park and Garden, which is identified on the national register as Grade II. The Avon Gardens Trust is a member organisation of the GT and works in partnership with it in respect of the protection and conservation of registered sites, and is authorised by the GT to respond on GT's behalf in respect of such consultations.

Avon Gardens Trust have considered the information provided in this application and consider that the proposed line of the cycle route should follow the original C18th. carriage drive. To insert straight lines into a naturalistic Arcadian landscape would visually harm the park laid out by Thomas Wright

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between 1748 and 1766, around a country house. This route is key as a linear feature, boundary drive lost since 1768. Reference to Fig.36 of the Conservation Management Plan produced by Nicholas Pearson Partnership LLP.

Additionally, the intrusion of a 3.0m wide cycle path into Barn Wood, with associated work, [some tree clearance, local grading /verge reinstatement either side of the path and disruption to this small area of woodland] seems unnecessary. We would suggest that it could be omitted altogether.

Regarding the surface material; we would prefer the self - binding gravel solution, as proposed in the CMP, but we recognise that it would require more maintenance than the bound gravel over tarmac sub-base, particularly as the gradients will accelerate wear and tear. Whilst Natural Quartzite SMA is successfully used in many historic locations, it does require a formal edge treatment [precast concrete edging] and can therefore appear alien in a parkland setting - particularly if the route planning does not follow the historic route. Any unnatural routes and unsympathetic materials will immediately jar within the exposed, undulating landscape setting.

With reference to the NPPF policy on conserving and enhancing the historic environment, Avon Gardens Trust have considered the impact of the proposal on the significance of the grade II registered park and garden. Any harm to, or loss of, the significance of a designated heritage asset, from its alteration or destruction, or from development within its setting, should require clear and convincing justification. Avon Gardens Trust supported the original application, 19/01213/FB, in March 2019, but are unable to support this application which seeks to straighten parts of the original historic carriageway, and to re-surface a very prominent and authentic C18th. driveway with a substance less sympathetic to its surroundings and long distance views. Harm will be done to the registered park and garden, which will outweigh any public benefit.

Therefore, Avon Gardens Trust objects to this current proposal".

Conservation Advisory Panel:

"It is noted that The Gardens Trust has objected to this proposal. The proposed route of the cycleway doesn't follow the original line of the carriageway, which followed the contours of the land. The Panel queried the need to use a resin bound gravel surface as this was not considered to be in keeping with the Historic Park. The originally approved binding gravel would be a more appropriate solution".

Conservation Officer, City Design Group, Bristol City Council:

"I have no objections to the proposed changes. As far as I can tell the proposed path follows the consented route closely, and the changes are in the surface. There would be a degree of impact from the changes proposed, but these appear to be justifiable for any additional visual harm they pose, and there is an acceptable degree of public benefit to offset harm".

OFFICER RESPONSE TO PUBLIC CONSULTATION

The content of all public consultation responses is noted and acknowledged. It is highlighted that a high number of objections submitted followed an identical copied and pasted wording. This statement accounted for 40 of the objections submitted.

Many comments also focus on the principle acceptability of a path within the park at all however it is highlighted that this has already been established by the extant planning permission. The current application must be assessed on the basis of the variations for which permission is now sought beyond the existing consent.

The consultation response from Avon Gardens Trust and the Conservation Advisory Panel notably include references to the path following a different route to that previously consented. However, this is

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not the case and it appears these groups have misinterpreted the proposals. The route of the path would be the same as previously consented. The only difference relates to the method of construction, surface material and colour. Assessment of relevant planning issues which result from these differences will continue beneath.

RELEVANT POLICIES

Planning (Listed Buildings & Conservation Areas) Act 1990
 National Planning Policy Framework – February 2019
 Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.
 PAN 2 Conservation Area Enhancement Statements (November 1993).

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

ASSESSMENT

The current application seeks variation of conditions attached to the extant planning permission for construction of a shared use path through Stoke Park estate. The application only seeks to vary the construction method, surfacing material and colour. In all other regards the path and route would remain exactly as previously deemed acceptable and granted planning permission. Issues relating to the development of open space, impact to trees and green infrastructure, neighbouring amenity and crime prevention would remain materially no different to previously assessed. The assessment presented within the original committee report submitted to Development Control Committee B - 6th November 2019 remains relevant and should be referred to in relation to these issues. This is available online at the following link. Relevant planning issues relating to the impact of the material changes for which variation is now sought will be discussed in turn beneath.

APPEARANCE, CHARACTER & HERITAGE ASSETS

The Authority is required (under Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area as well as the setting and significance of Listed buildings or structures. 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".

Section 12 (Achieving well-designed places) of the NPPF outlines that "The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities". Planning policies and decisions should aim to ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and

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landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Section 12 of the NPPF also states that "Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents".

Section 16 (Conserving and enhancing the historic environment) of the NPPF outlines that heritage assets "are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Paragraph 189 of the NPPF states that "In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary".

Paragraph 195 of the NPPF states that "Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 196 of the NPPF states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".

Policy BCS21 (Quality Urban Design) of the Core Strategy advocates that new development should deliver high quality urban design that contributes positively to an area's character and identity, whilst

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safeguarding the amenity of existing development.

Policy BCS22 (Conservation and the Historic Environment) of the Core Strategy states that new development will safeguard or enhance heritage assets and the character and setting of areas of acknowledged importance including:

- o Scheduled ancient monuments;
- o Historic buildings both nationally and locally listed;
- o Historic parks and gardens both nationally and locally listed;
- o Conservation areas;
- o Archaeological remains

Policy DM26 (Local Character & Distinctiveness) of the Site Allocations & Development Management Policies (SADMP) Local Plan outlines that all development is expected to contribute positively to an area's character and identity. The policy builds on policy BCS21 (above) by stipulating the characteristics which development should seek to respond to. General principles include:

- i. Responding appropriately to and incorporating existing land forms, green infrastructure assets and historic assets and features; and
- ii. Respecting, building upon or restoring the local pattern and grain of development, including the historical development of the area; and
- iii. Responding appropriately to local patterns of movement and the scale, character and function of streets and public spaces; and
- iv. Retaining, enhancing and creating important views into, out of and through the site; and
- v. Making appropriate use of landmarks and focal features, and preserving or enhancing the setting of existing landmarks and focal features; and
- vi. Responding appropriately to the height, scale, massing, shape, form and proportion of existing buildings, building lines and set-backs from the street, skylines and roofscapes; and
- vii. Reflecting locally characteristic architectural styles, rhythms, patterns, features and themes taking account of their scale and proportion; and
- viii. Reflecting the predominant materials, colours, textures, landscape treatments and boundary treatments in the area.

The policy states that "development will not be permitted where it would be harmful to local character and distinctiveness or where it would fail to take the opportunities available to improve the character and quality of the area and the way it functions."

Policy DM27 (Layout and Form) of the SADMP outlines 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. It should make efficient use of land, provide inclusive access and take account of local climatic conditions.

Policy DM28 (Public Realm) of the SADMP outlines that development should create or contribute to a safe, attractive, high quality, inclusive and legible public realm that contributes positively to local character and identity and encourages appropriate levels of activity and social interaction.

Policy DM31 (Heritage Assets) of the SADMP outlines that where development has an impact upon a heritage asset, it will be expected to conserve and, where appropriate, enhance the asset or its

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setting.

With regards to Registered Historic Parks and Gardens, Policy DM31 states:

"Development will be expected to have no adverse impact on the design, character, appearance or settings of registered historic parks and gardens and to safeguard those features which form an integral part of their character and appearance".

In this case, Stoke Park is listed by Historic England on the Register of Historic Parks and Gardens of Special Historic Interest in England (List Entry Number: 1000129) at Grade II level and therefore the park is of national importance. This designation covers the whole park area, except the southern end of Purdown, either side of Sir John's Lane. The parts of the park located in Bristol (including Purdown) also falls within the Stapleton & Frome Valley Conservation Area however this status ends at the boundary with South Gloucestershire. Both the park landscape itself and the wider conservation area represent designated heritage assets.

The listing entry which describes the historic significance of the park reads as follows:

"Stoke Park occupies a wedge of open land extending from 2km to 5km north-east of the centre of Bristol. The 140ha park occupies the scarped and indented eastern flank of Purdown, a ridge of lias limestone rising to c 90m above sea level and commanding wide views over Kingswood, Bristol and the valley of the River Frome. The park retains its open character but is now surrounded on all sides by housing and other development and is divided by the M32 motorway. The park is bounded to the north by fences and a stone wall from a cycle track which marks the southern boundary of the grounds of the University of the West of England. The west boundary is formed by the back gardens of houses on Romney Avenue, the south-west boundary by public open space and the boundary wall of Heath House, and the south-east boundary by the M32 motorway and Frenchay Park Road. The southern end of the east boundary is formed by Stoke Lane which becomes Coldharbour Lane to the north. The former hospital site to the north-east which has been developed for housing is excluded from the site here registered. Although missing some key landscape features and compromised by its poor condition and the intrusion of the motorway, Stoke Park is of considerable interest as the best documented and most complete surviving landscape design by Thomas Wright."

"Two serpentine drives were laid out between 1725 and 1768, approaching from Bristol to the south-west and from Stapleton to the south. The first is an extension of a public footpath, formerly a drive, called Sir John's Lane which runs along the top of the Purdown Ridge, entering Stoke Park c 25m west of Purdown Camp (scheduled ancient monument) which was used as an anti-aircraft gun site (1940). The drive provides a variety of extensive views over the park and the surrounding countryside to the east and glimpsed views of the House to the north-east. It passes through the remains of Purdown Camp and, after c 400m, curves to the north, west of Pale Plantation, and follows a mid C20 fence line to a mid C20 gateway where it turns north-east through parkland on the top of the ridge, then east between Hermitage Wood to the north and Barn Wood to the south, before turning south to meet the north drive c 100m north of the House."

The Stapleton & Frome Valley Conservation Area Enhancement Statement states in relation to Stoke Park:

"The plateau providing the historic site of Stapleton Village ends at the M32 motorway where the land rises steeply again to form the estate of Stoke Park, a Grade II site (in the register of Gardens and Grounds of Special Historic Interest) , which provides setting for the Dower House, (a Grade II* Listed Building)".

The significance and consequent inclusion within the conservation area largely relates to the landscape quality and the same characteristics which warranted listing as a Historic Park and Garden.

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In terms of Enhancement Objectives for the conservation area, the Enhancement Statement outlines the following:

"An environmental traffic management scheme, including provision for cyclists needs to be considered for Stapleton Village in conjunction with the Highway Authority. This should address the issues of through traffic, parking and the needs of the residents and shoppers within the area".

"That part of the Conservation Area presently comprising the Stoke Park, and Purdown Hospital Estates and adjoining Bristol City Council owned recreation grounds and playing fields, and Bridge Farm represents an open landscape and is essential to the character of the Conservation Area and provides a green gateway into the city. Development altering this character will not normally be permitted".

"The sub division of large garden plots is a particular problem in the area and will not normally be permitted".

"'Stoke Park, Purdown Enhancement and Preservation Policy 1990', will apply to development and land in the Conservation Area north of Frenchay Park Road, the Stoke Park and Purdown Hospital Estates, and the recreation grounds and playing fields adjacent to Lockleaze; including Bridge Farm".

It is highlighted that 'Stoke Park, Purdown Enhancement and Preservation Policy 1990' has now been superseded by national and local planning policy which is included at the beginning of this section.

The route, size and layout of the proposed path would all remain as previously granted permission in November 2019. This is designed to follow the course of the historic carriage drive through the estate reflecting Thomas Wright's original 18th Century layout. A route following this course is evidenced on historic city plans (earliest being the 1840 Tithing plan) as well as on the ground today. This justification was supported by Historic England, Avon Gardens Trust, Conservation Advisory Panel and officers when originally granting permission for the path in November 2019.

It is now proposed to revise the method of construction, surfacing material and colour of the path. The impact of this variation would predominantly relate to the visual change in surface material. This would be the difference between a bound gravel surfaced path and an asphalt surfaced path.

The applicant has provided detailed information at Appendix 2 of the Heritage, Design and Access Addendum prepared in support of the application offering background as to why bound gravel could not be used on each section of the route. They also outline the likely implications if gravel was used. It is accepted that in accessibility and maintenance terms, these issues eliminate many of the benefits associated with the proposal. Whilst it is unfortunate these issues only came to light following permission being granted for the original design, it is accepted that sufficient justification has been provided for seeking an alternative material. The application is assessed predominantly on the basis of the difference in terms of impact between bound gravel and asphalt as surfacing materials.

The proposed use of a hard bound stone surface such as asphalt will recognisably be less in keeping with the historic and natural character of the parkland setting. Asphalt has a greater manmade presence in comparison to bound gravel. Although the proposed asphalt surface will include quartzite which is a natural stone, its processing achieves a more solid surface finish. This will appear more defined and substantive in comparison to a bound gravel surface. It is these exact characteristics for which asphalt has been selected but conversely the material will appear more urban and moderately more out of keeping within the setting.

However it is noted that there are currently asphalt surfaced routes within the park. The route running from Frenchay Park Road to Jellicoe Avenue past Dower House is surfaced with a similar material. Sir Johns Lane at the southern end of the open space also includes a hard surfaced access which runs into the historic park. The proposed path would effectively connect these two existing hard surfaced

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routes. There are many asphalt or tarmac routes within the overall conservation area. The use of asphalt is not without precedent within the registered park or the conservation area. In comparison to other registered parks within the city, Stoke Park estate includes significantly less hard surfaced area. Oldbury Court Estate, Ashton Court, Blaise Castle and Arnos Vale all include a number of hard surfaced paths and routes. The later three are registered parks listed at a higher Grade II* level.

The proposed asphalt will be a light coloured product including natural quartzite. Within a range of formal hard surfacing materials, the proposed natural quartzite product is at the more sensitive end. It will appear significantly different both in colour and texture to traditional tarmac or concrete. The buff colour will include similarities to limestone. The texture provided by stone will offer a more natural appearance. The appearance will not be that of a typical tarmacked road.

It is noted that Historic England has been consulted on the application for variation. Subject to use of the natural quartzite product the body were willing to support this amendment. This followed provision of sufficient justification confirming the change is necessary. There is also no objection raised to use of a single colour for the access spurs. This is due to the limited suitable colours available in this product.

The Council's own Conservation Officer has also reviewed the proposals. Whilst recognising an increased degree of impact from the changes proposed, it was noted that this was justified. It was confirmed that there is an acceptable degree of public benefit resulting from the path to offset the additional visual harm.

It is noted that Avon Gardens Trust and the Conservation Advisory Panel raised objections to the application for variation. This appears to have been based on the understanding that the course of the path was also being varied however this is not the case. The consultees appear to have misinterpreted the extent of variations sought. It is noted that both supported the original application.

Paragraph 196 of the NPPF states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".

There are two major relevant heritage assets in this instance. These are the Stoke Park Estate as a Grade II Registered Park and Garden and also the Stapleton and Frome Valley Conservation Area. Whilst Stoke Park is an important component, the conservation area relates to a wide geographic area and in this case the proposed development by virtue of its scale and position would have a very low degree of impact to the conservation area on the whole. The impact of the difference between the surfacing material to the significance of the overall conservation area would be very low. The Local Planning Authority finds that the degree of harm posed to the conservation area as a heritage asset is negligible.

With regards to impact to the park a grade II listed Registered Park and Garden, it is recognised that the proposed hard surfaced asphalt path will cause a greater level of harm to the park than the previous gravel version. This is on the basis of the more formal nature of the hard surface which is recognisably more substantive and less natural in appearance than gravel. It is noted that the previous proposals for gravel path were found to result in 'less than substantial' harm to the Registered Park and Garden. The revised hard surfaced path will also rank as 'less than substantial' harm to the Registered Park and Garden, albeit at a higher degree than the original proposals. The public benefits associated with the development must therefore be weighed against the harm posed in accordance with paragraph 196 of the NPPF.

It is generally accepted by the Local Planning Authority that the path will represent an enhancement to usability and functionality of the park as a destination for outdoor leisure and recreation. The public as a whole will benefit from enhanced access and particularly greater equality regarding the range of

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people and times of year when users can access the park. Whilst difficult to measure, there will be public health benefits which can be associated with a greater range of people being able to access the park more frequently. Similarly, if the route is used as a quieter alternative commuter route which encourages active travel, this holds further public health benefit, may reduce congestion and reduce carbon emissions. There is also a low degree of public benefit associated with the enhanced appearance and drainage which the path will offer over current conditions. The proposals also include additional works such as revised access control at the site entrances and new park furniture which will represent an enhancement on existing conditions.

On weighing the degree of harm which will result to the open space as a heritage asset against the aforementioned public benefits, it is found that there is sufficient public benefit resulting from development in this instance to warrant the proposals acceptable in policy terms. As such, the degree of public benefit resulting from the proposed development is sufficient to offset a moderate degree of harm caused to the open space as a heritage asset. The development therefore passes the test as set out at paragraph 196 of the NPPF.

To conclude, whilst the variation would result in a greater level of harm than the original proposals, there is sufficient public benefit associated with the development to outweigh this harm. The proposals are found in accordance with the intentions of national and local planning policy in this regard and are consequently acceptable.

NATURE CONSERVATION

Paragraph 175 of the NPPF states: "When determining planning applications, local planning authorities should apply the following principles:

- a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
- b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;
- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and
- d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.

Paragraph 177 of the NPPF states: "The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site".

Policy BCS9 of the Core Strategy states: "The integrity and connectivity of the strategic green infrastructure network will be maintained, protected and enhanced. Opportunities to extend the coverage and connectivity of the existing strategic green infrastructure network should be taken.

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Individual green assets should be retained wherever possible and integrated into new development. Loss of green infrastructure will only be acceptable where it is allowed for as part of an adopted Development Plan Document or is necessary, on balance, to achieve the policy aims of the Core Strategy. Appropriate mitigation of the lost green infrastructure assets will be required.

Development should incorporate new and/or enhanced green infrastructure of an appropriate type, standard and size. Where on-site provision of green infrastructure is not possible, contributions will be sought to make appropriate provision for green infrastructure off site".

In relation to Biological Conservation the policy states: "Internationally important nature conservation sites are subject to statutory protection.

National and local sites of biological and geological conservation importance will be protected having regard to the hierarchy of designations and the potential for appropriate mitigation. The extent to which a development would contribute to the achievement of wider objectives of the Core Strategy will be carefully considered when assessing their impact on biological and geological conservation.

Where development would have an impact on the Bristol Wildlife Network it should ensure that the integrity of the network is maintained or strengthened".

Policy DM19 of the SADMP states: "Development which would be likely to have any impact upon habitat, species or features, which contribute to nature conservation in Bristol will be expected to:

- i. Be informed by an appropriate survey and assessment of impacts; and
- ii. Be designed and sited, in so far as practicably and viably possible, to avoid any harm to identified habitats, species and features of importance; and
- iii. Take opportunities to connect any identified on-site habitats, species or features to nearby corridors in the Wildlife Network.

Where loss of nature conservation value would arise development will be expected to provide mitigation on-site and where this is not possible provide mitigation off-site.

Development on or adjacent to sites of nature conservation value will be expected to enhance the site's nature conservation value through the design and placement of any green infrastructure provided".

In relation to Sites of Nature Conservation Importance (SNCI), the policy states: "Development which would have a harmful impact on the nature conservation value of a Site of Nature Conservation Interest will not be permitted".

Stoke Park Estate is a designated Site of Nature Conservation Importance (SNCI) and is also locally designated as a wildlife corridor forming part of the wider Bristol Wildlife Network. The primary impact of development to wildlife, ecology and biodiversity will be through loss of a low degree of habitat including grass and trees. Given that the scale of the path will remain as previously consented, there will be no further loss of habitat. Replacement tree planting remains as per the original consent. Therefore the impact to ecology will be directly comparable to the previous proposals. The inclusion of an asphalt surface would not result in any further detriment to nature or ecology than the previous proposals which were found acceptable in this regard. Given the absence of lighting and limited width of the path, impacts on the Wildlife Corridor site will be limited. As such, there will be no significant impact to the capacity and function of the park as a Wildlife Corridor.

The same conditions relating to nature conservation as attached to the original permission would be applied to the varied permission. These would be sufficient to safeguard nature and ecology with

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regard to the Site of Nature Conservation Importance. Submission of a 'Precautionary Method of Working' (PMW) with respect to vegetation and site clearance and the potential presence of nesting birds and any other legally protected and priority species to include badgers and hedgehogs will be required prior to commencement of any development. The PMW shall include measures to protect badgers during construction to prevent them from becoming trapped in excavations or open pipework. This document will need to be agreed by the Local Planning Authority and adhered to throughout construction. Bird and bat boxes will also be required to be installed at various locations along the course of the path to provide further habitat for wildlife.

Subject to these measures, the varied development would avoid harmfully impacting upon habitat, species or features, which contribute to nature conservation in Bristol. The development is therefore found to accord with the objectives of national and local planning policy and resultantly the development is acceptable in this regard.

ARCHAEOLOGY

Policy DM31 (Heritage Assets) of the Site Allocations and Development Management Policies Local Plan states that: "Development that has an impact upon a heritage asset will be expected to conserve and, where appropriate, enhance the asset or its setting".

In relation to archaeology, the policy states: "Scheduled monuments and other non-designated archaeological sites of equivalent importance should be preserved in situ. In those cases where this is not justifiable or feasible, provision should be made for excavation and record with an appropriate assessment and evaluation. The appropriate publication/curation of findings will be expected".

The wartime battery structures on Purdown have been scheduled under the monument name: Second World War heavy anti-aircraft battery 590m north east of Highwood House, Pur Down, Bristol (List Entry Number: 1004531). As a scheduled monument, the structures have been identified as a nationally important archaeological site and are legally protected against damage or destruction. Any works to or around the ruined structures require scheduled monument consent from Historic England. The applicant will be advised to determine whether such consent is required and seek this as necessary from Historic England. This process is however separate to the planning process but will ensure the scheduled monument is preserved.

Bristol City Council Archaeological Officer has been consulted on the application seeking variation. They have confirmed that the remains of the former carriage drive will be effectively preserved beneath the resurfaced path. The asphalt surface will offer greater protection to the historic carriage drive than the previously proposed gravel surface. The construction is also less intensive to the remains of the carriage drive as no use of major vibration or compression is required.

The submitted statement suggests that an intermittent watching brief will be required to ensure that harm to the asset is kept to a minimum and recording can take place where required. This watching brief will be secured through relevant conditions similar to those attached to the original consent. Subject to these measures, the development would accord with the requirements of policy in relation to archaeology and no detriment shall result.

TRANSPORT, HIGHWAYS & ACCESS

Section 9 (Promoting Sustainable Transport) of the NPPF outlines that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

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In relation to sustainable transport, the NPPF states that development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second - so far as possible - to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive - which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Policy BCS10 (Transport & Access Improvements) of the Core Strategy states that development proposals should be located where sustainable travel patterns can be achieved, with more intensive, higher density mixed use development at accessible centres and along or close to main public transport routes. Proposals should minimise the need to travel, especially by private car, and maximise opportunities for the use of walking, cycling and public transport.

Developments should be designed and located to ensure the provision of safe streets and reduce as far as possible the negative impacts of vehicles such as excessive volumes, fumes and noise. Proposals should create places and streets where traffic and other activities are integrated and where buildings, spaces and the needs of people shape the area.

The following hierarchy for transport user priorities is set out:

- a) The pedestrian;
- b) The cyclist;
- c) Public transport;
- d) Access for commercial vehicles;
- e) Short stay visitors by car;
- f) The private car.

Policy DM23 (Transport Development Management) of the SADMP outlines that new development should not give rise to unacceptable traffic conditions and will be expected to provide safe access to the highway network. The policy also outlines that new development should be accessible by sustainable transport methods such as walking, cycling and public transport.

The path is proposed primarily as a transport and connectivity improvement project which also holds benefits in terms of park access enhancement. The path will provide a more direct route between the neighbourhoods of Lockleaze, Stapleton and Fishponds as well as the university campuses at Frenchay and Glenside. It is also noted that the path provides a longer route away from roads and segregated from motor vehicles, extending significantly further south than existing segregated foot and cycle paths. As such, it offers safety and user experience improvements over existing routes which may encourage more people to opt to walk or cycle. As a shared use foot and cycle path, the proposal fundamentally complies with the intentions of both national and local planning policy which strongly support development which encourages walking and cycling as active and low carbon transport modes.

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The benefits cited above were accepted and supported in granting permission for the original proposal. These benefits will be retained and enhanced through use of a more efficient and effective surfacing material which will be more resilient and require less maintenance. The use of a hard surface which will avoid easily degrading offers highway safety benefits in comparison to the original proposals.

The revised asphalt surface may feasibly allow cyclists to achieve higher speeds on the path in comparison to bound gravel due to slightly lower rolling resistance and improved traction. The route will remain predominantly through open parkland where there is very good visibility. Users will have a good view of oncoming traffic and be able to pass safely. If there was a scenario where there was a sudden, unexpected last minute movement by either a pedestrian, dog or cyclist, it is noted that the side of the path will be level and entirely open. This will allow for an area of run off or refuge should there be a need to avoid a collision. This would be unusual under normal conditions however. The 3m wide path will provide sufficient area for multiple pedestrians and cyclists to pass without issue. There will be warning signs at the beginning of the route alerting users to the fact the path are shared use. These will be conditioned as they were within the original permission. Users will need to follow Highway Code and utilise a degree of common courtesy but this is the responsibility of respective users and the refusal of planning permission is not warranted on this basis.

In transport and highways terms, the proposed revision to the surface will lead to a more accessible proposal and eliminate maintenance liabilities. These ensure that benefits associated with the development are delivered. The proposed use of hard surface will not cause any highways or movement issues. The variation is therefore found to accord with the requirements of local and national planning policy. All highways conditions which were associated with the original permission remain relevant and will be applied again.

COMMUNITY INFRASTRUCTURE LEVY

Some new developments granted planning permission will be liable to pay Community Infrastructure Levy (CIL) to Bristol City Council.

CIL is payable where development comprises 100m² or more of new build floorspace or results in the creation of one or more dwellings.

The proposed development does not qualify to pay CIL.

CONCLUSION

The proposed variation involving revision of the bound gravel path with natural quartzite asphalt is not found to cause any additional significant conflict with planning policy. The revised material will result in a moderate increase to the level of harm which the path causes to the registered park. There is found to be sufficient public benefit associated with the development to outweigh the harm posed to the park as a heritage asset. The use of an appropriate and hardwearing surface will ensure all benefits attributed to the proposal are achieved. Subject to safeguarding conditions as applied to the original consent, the proposed development would avoid detrimental impact to ecology, biodiversity, trees, green infrastructure, neighbouring amenity and living conditions, public safety and flood risk. The revised development would therefore still accord with relevant national and local planning policy. There are no material considerations which would warrant the refusal of the application seeking variation. It is therefore the recommendation of officers that the application is granted subject to conditions beneath.

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EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Time Limit

The development hereby subject of variation of conditions shall begin before the expiration of three years from the date of the original permission (7th November 2019).

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

Pre commencement condition(s)

2. Approval of Highway Works Necessary

Prior to the commencement of development, general arrangement plan(s) indicating the following works to the public highway shall be submitted and approved in writing by the Local Planning Authority:

- o Upgrading of footpaths between 270 and 262 Romney Avenue

These works shall be completed prior to first use of the path hereby approved and to the satisfaction of the Local Highway Authority.

Reason: In the interests of public safety and to ensure that all road works associated with the proposed development are planned and approved in good time to include any statutory processes, are undertaken to a standard approved by the Local Planning Authority and are completed before occupation.

3. Construction Management Plan

No development shall take place including any works of demolition (with the exception of erection of the single storey environmental classroom and enabling works) until a construction management plan or construction method statement has been submitted to and been approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the construction period. The statement shall provide for:

- o Parking of vehicles of site operatives and visitors
- o Routes for construction traffic
- o Method of preventing mud being carried onto the highway
- o Pedestrian and cyclist protection
- o Proposed temporary traffic arrangements including hoardings and/or footway closures

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- o Arrangements for turning vehicles
- o Arrangements to receive abnormal loads or unusually large vehicles
- o How the delivery of construction materials and the collection of waste will be managed
- o Where construction materials and waste will be stored
- o Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses

Reason: In the interests of safe operation of the highway in the lead into development both during the demolition and construction phase of the development.

4. Vegetation Clearance

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. If clearance is proposed to take place within this period, the Local Planning Authority will require evidence provided by a suitably qualified ecologist that no breeding birds would be adversely affected including by disturbance, before giving its prior written approval. 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. Any clearance agreed by the Local Planning Authority must then be undertaken in accordance with the recommendations of the project ecologist.

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

5. Precautionary Method of Working

Prior to the commencement of development hereby approved, including all site clearance and vegetation removal, a method statement for a Precautionary Method of Working (PMW) with respect to vegetation and site clearance and the potential presence of nesting birds and any other legally protected and priority species including badgers and hedgehogs shall be prepared by a suitably qualified ecological consultant and submitted to and approved in writing by the Local Planning Authority. The PMW shall include measures to protect badgers during construction to prevent them from becoming trapped in excavations or open pipework. Open pipework larger than 150 mm outside diameter shall be blanked off at the end of each working day. The development shall be carried out in full accordance with the approved method statement unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the protection of legally protected and priority (Section 41) species which are a material planning consideration.

6. To ensure implementation of a programme of archaeological works

No development shall take place within the area indicated on plan number P1104 REV A and P1102 REV D; until the applicant/developer has secured the implementation of a programme of archaeological work, in accordance with a Written Scheme of Investigation which has been submitted by the developer and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

1. The programme and methodology of site investigation and recording
2. The programme for post investigation assessment
3. Provision to be made for analysis of the site investigation and recording
4. Provision to be made for publication and dissemination of the analysis and records of the site investigation

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5. Provision to be made for archive deposition of the analysis and records of the site investigation
6. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

Reason: To ensure that archaeological remains and features are recorded prior to their destruction.

7. Protection of Retained Trees During the Construction Period

No work of any kind shall take place on the site until the protective fence(s) has (have) been erected around the retained trees; in the position and to the specification shown on Drawing Nos. TPP-1 (B), TPP-2 (B), TPP-3 (B), TPP-4 (B), TPP-5 (B), TPP-6 (B), TPP-7 (B) and TPP-8 (B);. The Local Planning Authority shall be given not less than two weeks prior written notice by the developer of the commencement of works on the site in order that the Local Planning Authority may verify in writing that the approved tree protection measures are in place when the work commences. The approved fence(s) shall be in place before any equipment, machinery or materials are brought on to the site for the purposes of the development and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Within the fenced area(s) there shall be no scaffolding, no stockpiling of any materials or soil, no machinery or other equipment parked or operated, no traffic over the root system, no changes to the soil level, no excavation of trenches, no site huts, no fires lit, no dumping of toxic chemicals and no retained trees shall be used for winching purposes. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the council.

Reason: To protect the retained trees from damage during construction, including all ground works and works that may be required by other conditions, and in recognition of the contribution which the retained tree(s) give(s) and will continue to give to the amenity of the area.

Pre occupation condition(s)

8. Further details: Materials

A detailed manufacturer's or product specification and sample of the proposed natural quartzite buff ulticolour treatment stone mastic asphalt (SMA) surface(s) shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced or items installed.

The development shall be completed in accordance with the approved details prior to first use of the path, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order that the appearance of the path is of a high quality and would be appropriate to the setting within conservation area and registered historic park and garden.

9. Further details: Signage

Prior to installation of signage hereby permitted, full details of all proposed signage demonstrating scale, materials and appearance shall be submitted to and approved in writing by the Local Planning Authority. The agreed signage shall then be installed prior to first use of the path unless otherwise agreed in writing by the Local Planning Authority. Installation of any

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future signage on the route of the path shall not be undertaken without the prior agreement in writing of the Local Planning Authority.

Reason: To safeguard the appearance, character and historic significance of the park and surrounding conservation area.

10. Bird and Bat Boxes

Prior to first use of the path hereby approved 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 bird nesting and bat roosting opportunities and shown on a site plan with compass directions marked on it. This shall include eight bird and eight bat boxes.

Bird boxes shall be installed to face between north and east to avoid direct sunlight and heavy rain. Bird boxes shall be erected out of the reach of predators and at least 3.5 metres high on publicly accessible sites. Bat boxes shall face south, between south-east and south-west. Bat boxes shall be erected at a height of at least four metres, close to hedges, shrubs or tree-lines and avoid well-lit locations. Development shall be undertaken in accordance with the approved details prior to first use of the path hereby consented unless otherwise agreed in writing by the Local Planning Authority.

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

11. Sustainable Drainage System (SuDS)

The drainage proposals as outlined within the supplied application documents shall be installed and fully operation prior to first use of the path unless otherwise agreed in writing by the Local Planning Authority.

Reason: To minimise the impact of the path in terms of flood risk and ensure sustainable drainage techniques are employed.

12. Full details: Management Plan

Prior to first use of the path hereby approved, a final copy of a Management Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall include a section outlining how members of the public can report any issues or nuisance resulting from use or misuse of the path hereby consented and the protocol which shall be followed once reports are received. The path shall then be managed in accordance with the contents of the approved Management Plan for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure ongoing management of the development following completion and to safeguard the quality of the public realm.

13. To secure the conduct of a watching brief during development groundworks

The applicant/developer shall ensure that all groundworks, including geotechnical works, are monitored and recorded by an archaeologist or an archaeological organisation to be approved by the council and in accordance with the Written Scheme of Investigation approved under condition 6;.

Reason: To record remains of archaeological interest before destruction.

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14. Completion of Pedestrians/Cyclists Access - Shown on approved plans

Use of the development hereby permitted shall not commence until the means of access for pedestrians and/or cyclists have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety.

Post occupation management

15. Tree planting works - shown

The tree planting proposals hereby approved comprising x15 *Tilia cordata*, 10-14cm minimum girth planting stock (as indicated on drawing titled: Proposed Replacement Tree Planting, numbered: BCC.177.SK01) shall be carried out no later than during the first planting season following the date when the development hereby permitted is first open for public use or in accordance with a programme agreed in writing with the Local Planning Authority. All planted materials must be maintained for a minimum of five years and any trees or plants removed, dying, being severely damaged or becoming seriously diseased within 5 years of planting shall be replaced with others of similar size and species to those originally required to be planted unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the appearance of the development is satisfactory and the development makes acceptable contributions to replacement of green infrastructure.

16. K-Frame Barriers

All K-Frame entry barriers hereby permitted at entrances shall be set by default to the maximum calibration of 750mm width. If a reduction in accessibility is deemed necessary at any point, this must first be agreed in writing by the Local Planning Authority. If repaired or replaced, this must be with a solution which offers equivalent accessibility, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the barriers do not hinder access to the park by all future users including those with pushchairs, mobility aids, wheelchair users, cyclists etc.

List of approved plans

17. Updated list of approved plans and drawings

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

P1104 REV A Site location plan (S. Glos), received 16 September 2019
 P1102 REV D Site location plan (Bristol), received 16 September 2019
 EAB 12 03 13 KB7 Showing Range of Plates & Widths, received 16 September 2019
 BCC.177.SK01 Proposed replacement tree planting, received 16 September 2019
 P1131 REV A Park access details - sheet 1, received 11 March 2019
 P1132 REV A Park access details - sheet 2, received 11 March 2019
 P1133 REV A Park access details - sheet 3, received 11 March 2019
 TCP-OVERVIEW Tree constraints plan overview, received 11 March 2019

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TCP-1 Tree constraints plan, received 11 March 2019
 TCP-2 Tree constraints plan, received 11 March 2019
 TCP-3 Tree constraints plan, received 11 March 2019
 TCP-4 Tree constraints plan, received 11 March 2019
 TCP-5 Tree constraints plan, received 11 March 2019
 TCP-6 Tree constraints plan, received 11 March 2019
 TCP-7 Tree constraints plan, received 11 March 2019
 P1103 REV A Temporary site compound, received 11 March 2019
 E18013-02-C02-0105 Carriage Drive North sheet 1, received 13 October 2020
 E18013-02-C02-0106 Carriage Drive North sheet 2, received 13 October 2020
 E18013-02-C02-0107 Carriage Drive North sheet 3, received 13 October 2020
 E18013-02-C02-0108 Barnwood, received 13 October 2020
 E18013-02-C02-0109 Romney Avenue Link, received 13 October 2020
 E18013-02-C02-0110 Cheswick Village Link, received 13 October 2020
 E18013-02-C02-0501 Drainage, received 13 October 2020
 E18013-02-C02-0701 Typical cross section, received 13 October 2020
 E18013-02-C02-0702 Detailed cross section, received 13 October 2020
 E18013-02-C02-0703 Detailed cross section, received 13 October 2020
 E18013-02-C02-0704 Detailed cross section, received 13 October 2020
 E18013-02-C02-0705 Detailed cross section, received 13 October 2020
 E18013-02-C02-0706 Detailed cross section, received 13 October 2020
 E18013-02-C02-0707 Detailed cross section, received 13 October 2020
 E18013-02-C02-0708 Detailed cross section, received 13 October 2020
 E18013-02-C02-0709 Detailed cross section, received 13 October 2020
 E18013-02-C02-0101 Purdown HAA Battery GA, received 13 October 2020
 E18013-02-C02-0102 Carriage Drive South sheet 1, received 13 October 2020
 E18013-02-C02-0103 Carriage Drive sheet 2, received 13 October 2020
 E18013-02-C02-0104 Carriage Drive South sheet 3, received 13 October 2020
 Arboricultural impact assessment and tree protection plan, received 16 September 2019
 Arboricultural method statement, received 16 September 2019
 Archaeology survey evaluation report - final, received 11 March 2019
 Bat survey report final issue, received 11 March 2019
 Conservation management plan figures 3-5, received 11 March 2019
 Drainage strategy V1 issue, received 11 March 2019
 Ecology report 1D section V1 issue, received 11 March 2019
 Ecology report main V1 issue, received 11 March 2019
 Management statement V3 draft, received 11 March 2019
 Public consultation response summary report, received 11 March 2019
 Public consultation results, received 11 March 2019
 Archaeological desk based report, received 13 October 2020
 Heritage, Design and Access Addendum, received 13 October 2020
 Planning Statement, received 13 October 2020

Reason: For the avoidance of doubt.

Advices

1 Scheduled Monument Consent

The wartime battery structures on Purdown are scheduled under the monument name: Second World War heavy anti-aircraft battery 590m north east of Highwood House, Pur Down, Bristol (List Entry Number: 1004531). As a scheduled monument, the structures have been identified as a nationally important archaeological site and are legally protected against damage or destruction. Any works to or around the ruined structures require scheduled monument consent from Historic England. It is the responsibility of the applicant and the

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applicant is advised by the Local Planning Authority to contact Historic England to confirm whether scheduled monument consent is required for the works proposed and if so to ensure this is obtained prior to works commencing on this aspect of development.

- 2 Construction site noise: Due to the proximity of existing noise sensitive development and the potential for disturbance arising from contractors' operations, the developers' attention is drawn to Section 60 and 61 of the Control of Pollution Act 1974, to BS 5528: Parts 1 and 2: 2009 Noise and Vibration Control on Construction and Open Sites code of practice for basic information and procedures for noise and vibration control" and the code of practice adopted by Bristol City Council with regard to "Construction Noise Control". Information in this respect can be obtained from Pollution Control, City Hall, Bristol City Council, PO Box 3176, Bristol BS3 9FS.
- 3 BS Standard - tree work: Any works should be completed in accordance with British Standard 3998: Recommendations for tree work, you are advised that the work should be undertaken by a competent and suitably qualified tree contractor.
- 4 Tree Protection: You are advised to refer to BS5837 : 2012 Trees in relation to construction for detailed information on types of tree protection, protection zones and other relevant matters.
- 5 Nesting birds: Anyone who takes, damages or destroys the nest of any wild bird whilst that nest is in use or being built is guilty of an offence under the Wildlife and Countryside Act 1981 and prior to commencing work you should ensure that no nesting birds will be affected.
- 6 Bats and bat roosts: Anyone who kills, injures or disturbs bats, obstructs access to bat roosts or damages or disturbs bat roosts, even when unoccupied by bats, is guilty of an offence under the Wildlife and Countryside Act 1981, the Countryside and Rights of Way Act 2000 and the Conservation (Natural Habitats, &c.) Regulations Act. Prior to commencing work you should ensure that no bats or bat roosts would be affected. If it is suspected that a bat or bat roost is likely to be affected by the proposed works, you should consult English Nature (Taunton office 01823 283211).
- 7 Traffic Regulation Order (TRO)

You are advised that a Traffic Regulation Order (TRO) is required. You must submit a plan to a scale of 1:1000 of an indicative scheme for a TRO, along with timescales for commencement and completion of the development. Please be aware that the statutory TRO process is not straightforward; involving the public advertisement of the proposal(s) and the resolution of any objections.

You should expect a minimum of six months to elapse between the Highway Authority's TRO Team confirming that it has all the information necessary to enable it to proceed and the TRO being advertised. You will not be permitted to implement the TRO measures until the TRO has been sealed, and we cannot always guarantee the outcome of the process.

We cannot begin the TRO process until the appropriate fee has been received. To arrange for a TRO to be processed contact the Highway Authority's Transport Development Management Team at transportdm@bristol.gov.uk

N.B. The cost of implementing any lining, signing or resurfacing required by the TRO is separate to the TRO fees, which solely cover the administration required to prepare, consult, amend and seal the TRO.

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8 Public Right of Way

The property boundary of the development hereby approved abuts a Public Right of Way PROW (No.) (BCC/144/10, BCC/81/10, BCC/80/20 and BCC/80/10). You are advised that before undertaking any work you must contact the Highway Authority's Public Rights Of Way Team at rightsofway@bristol.gov.uk Whilst it may be unlikely that the Public Right Of Way will be affected by the proposed development (PROW) (No.) (BCC/144/10, BCC/81/10, BCC/80/20 and BCC/80/10):

- o Should remain open, unobstructed and safe for public use at all times;
- o No materials are to be stored or spilled on the surface of the PROW;
- o There must be no encroachment onto the width of the PROW;
- o No vehicles are to use the PROW without lawful authority of the landowner(s), unless a private right of way is shown on property deeds. It is the applicant's responsibility to ensure that the appropriate private right exists or has been acquired from the landowner.
- o Any scaffolding and/or skips placed over or adjacent to the PROW must not obstruct public access or inconvenience the public in their use of the way and must be properly licensed. Licences are available at www.bristol.gov.uk/highwaylicences
- o Any interference of the PROW either whilst demolition/construction is in progress or on completion, may well constitute a criminal offence.

If construction works are likely to temporarily affect the right of way, a Temporary Traffic Regulation Order (TTRO) may be required to close or divert the PROW for the duration of the works on the grounds of safety of the public. To discuss and/or apply for a TTRO contact the Highway Authority's Network Management Team at traffic@bristol.gov.uk

N.B. Any damage caused to the surface of the PROW during development works must be made good to the satisfaction of the Local Highway Authority.

9 You are advised that the planting season is normally November to February.

Supporting Documents

2. Stoke Park, Park Road

1. Site photos
2. Revised Heritage, Design & Access Statement





















Heritage, Design and Access Addendum

Original proposal

The original proposal, as laid out in the Heritage, Design and Access statement for Planning Application 19/01213/FB, was:

- The widening and surfacing of sections of existing paths, including the majority of Stoke Park's historic carriage drive
- The delivery of the path to match as closely as possible with the Stoke Park Conservation Management Plan
- The width of the path to be 3 metres, except as detailed below
- The path route (detailed in Appendix 1) to include a 'main' route through the park, with two 'spurs' differentiated by narrowing the width to 2.5 metres AND by a different coloured surface
- The surface of the path to be self-binding gravel, after discussions with key stakeholders such as Historic England

Changes to the proposal

The changes to the proposal are:

- The surfacing of the path to be stone mastic asphalt (SMA), specifically SMA with a Natural Quartzite ULTICOLOUR treatment (similar to that used at Stonehenge)
- The two 'spurs' to be differentiated by narrowing the width to 2.5m as before, as well as with a flush edging but NOT with a different colour; the two spurs will also be Natural Quartzite SMA

The proposal remains otherwise the same.

Background to the original proposal

- As outlined in the Heritage, Design and Access Statement the proposal was guided by the Stoke Park Conservation Management Plan in many ways, including the recommended surfacing option
- As part of our original pre-application discussions, we engaged in further discussions with Historic England. This was both in their statutory role in relation to Historic Landscapes and in their role as sponsor and funder of the Stoke Park Conservation Management Plan
- A public consultation was undertaken that asked specific questions about elements of the proposal. In relation to surfacing, two thirds of respondents preferred a "tarmac-like" surfacing and one third a gravel surface
- Our original proposal used a self-binding gravel surface to ensure maximum compliance with the Conservation Management Plan
- The Heritage, Design and Access statement outlined the advantages and disadvantages of each surfacing option in a table. This table is reproduced below for ease:

No	Path Surfacing Option	Advantages	Disadvantages
1	'Self-binding' Gravel	<ul style="list-style-type: none"> - Low installation costs - More 'natural' looking and in keeping with the rural environment - May discourage high speed cycling 	<ul style="list-style-type: none"> - Requires a rigid yearly maintenance regime to top up the stone and fill puddles - Grass like to grow in from the verges - In winter, it will be muddy and likely to rut - In summer, it will be dusty and prone to cracking. - Material is prone to erosion from cattle/horse traffic, rainwater and general use - Given the cross falls on some sections, stone is likely to wash out - Some cross fall sections will require provision of a French drain, at additional cost - Needs a robust path edging - Whole life costs are likely to be greater than for comparable sealed surfaces (Sustrans report) - Ride quality is poor and not comfortable for use by wheel chair users and those with limited mobility - Not suitable for regular tracking by motorised vehicles - Takes longer to lay, so installation costs not same ratio as material costs - Not considered suitable for gradients steeper than 1:20 (some sections of the path exceed this)
2	Stone to Dust Surface	<ul style="list-style-type: none"> - Very low cost - Less likely to wash out than gravel due to gradient of the cross fall (but still prone) - More frost and vehicular resistance due to proximity of DoT type 1 in the surface - The historic material as identified in trial pits 	<ul style="list-style-type: none"> - All the above
3	Asphalt Surface (black colour)	<ul style="list-style-type: none"> - High quality machine laid surface suitable for cycling, those in wheel chairs or with limited mobility - 15 to 20 year life span - Low annual maintenance requirement - Will take low levels of traffic from small motorised vehicles - Easy to repair small patches - Easy to surface dress - Lower visual impact in shady situations - Some asphalt along Sir Johns Lane 	<ul style="list-style-type: none"> - Visually obtrusive and not suited to main historic landscape - Lower visual impact in shady situations - Some asphalt along Sir Johns Lane
4	Buff Surface Treatment (similar to	<ul style="list-style-type: none"> - Life span of 10 years if laid well 	<ul style="list-style-type: none"> - Requires specialist contractors and can only be successfully laid in dry warm conditions

	existing all-weather path)	<ul style="list-style-type: none"> - Possible to patch small areas with repair kits - Machine laid binder course suitable for cycling, those in wheel chairs or with limited mobility - Low annual maintenance requirement - Will take low levels of traffic from small motorised vehicles 	<ul style="list-style-type: none"> - Can delaminate if laid in less than optimum conditions - Susceptible to fire damage - Silts up and may stain with leaf fall - Robust path edging essential - Oil-based resin/binder - Limited scope for end of life recycling
5	Buff Coloured SMA Surface Course	<ul style="list-style-type: none"> - Buff natural colour to suited historic landscape - High quality machine laid surface suitable for cycling, those in wheel chairs or with limited mobility. 15 to 20 year life span. - Low annual maintenance requirement - Will take low levels of traffic from small motorised vehicles - Can now get patching kits 	<ul style="list-style-type: none"> - Requires specialist approved contractors to install - May stain with leaf fall (although less noticeable on a buff colour) - Repairs do not colour match for several years - Robust path edging essential - Unknown scope for end of life recycling
<p>Options Appraisal Conclusion:</p> <p>Gravel would be the most historically appropriate surface for the parkland setting but will be more susceptible to wet conditions and require regular annual maintenance. A buff coloured SMA would provide a similar visual solution but is more expensive.</p> <p>It is proposed to proceed with self-binding gravel as the path surfacing option, although “stone to dust” gravel might be considered as an alternative.</p>			

- As shown above, the decision was taken to proceed with self-binding gravel, with the caveat that other options might be considered
- In addition, as part of our discussions with Historic England, in order to clearly delineate which sections were compliant with the Conservation Management Plan and which were additional, we agreed with narrow the width of the ‘spurs’ to 2.5m and to surface them with a different colour of self-binding gravel

Rationale behind the proposed changes

- Subsequent to achieving Planning permission, we undertook further detailed design alongside soft market testing with prospective suppliers and contractors
- Several issues were identified with a self-binding gravel surfacing:
 - Long-fall slopes in some areas of the proposed path exceeded the maximum gradient for a successful use of self-binding gravel. Use of self-binding gravel on gradients beyond 1 in 20

results in rapid degradation of the surface, resulting in reduced path quality and impacting on the accessibility improvements of the path

- *Cross-fall from slopes adjacent to some areas of the path also exceeds 1 in 20 in places, exacerbating the issue*
- *Concerns were expressed about the possibility of a permeable surface (such as self-binding gravel) resulting in less protection of the historic carriage drive archaeology below compared to an impermeable surface (such as SMA)*
- *Drainage requirements for a self-binding gravel surface would require a soakaway adjacent to the path, resulting in 'locally marshy conditions'*
- *Archaeological advice regarding the historic carriage drive discouraged the use of heavy rollers or vibration to avoid damage to the archaeology. Self-binding gravel can only be successfully laid using vibration.*
- *Suppliers expressed strong views that the gravel surfacing was not appropriate for slopes or where vibration is not permitted*
- ***For more detail on issues identified, please review "Appendix 2: Self-binding gravel design issues" prepared by the project's Principal Designer***
- *After a review of the Stoke Park Conservation Management Plan in light of the issues above, it became apparent that the technical challenges identified above had not been identified when the document had been prepared*
- *It was appropriate therefore for us to further consult with Historic England as the sponsor of the Conservation Management Plan to establish the best course of action*
- *It was mutually agreed with Historic England that the best option given the technical constraints and the heritage value of the site was the usage of a Natural Quartzite SMA surfacing*
- *It was additionally agreed, given the desire to minimise the visual impact, that the path 'spurs' should no longer be differentiated by colour*
- *This new surfacing was proposed for the following reasons:*
 - *It can be laid on slopes and without vibration, mitigating the issues found with self-binding gravel*
 - *It is a much lower-maintenance solution, so that the path will remain a high-quality accessible active travel route for much longer than would be the case with self-binding gravel*
 - *The colour of the surfacing was selected by Historic England as the most appropriate for the historic site*
 - *The type of surfacing proposed is more in keeping with the results of the public consultation, where a sizable majority asked for an 'all-weather surface like the existing Stoke Park Path'*
 - *There would be no requirement for a French drain arrangement, reducing the impact on the park environment*

SMA surfacing choice: interface with Planning policy

- *The HD&A statement identified several areas of Planning policy relevant to the application.*
- *The change to an SMA surface will have an impact on the project's adherence with Planning policy, so each area is detailed below with a short explanation*
- ***National Planning Policy Framework 2012***
 - ***Paragraph 56***
 - *This proposed change to the path will deliver a better design that closely adhere to the statement in this paragraph*

- Section 12 in the NPPF 2019 also emphasises this and particularly mentions that designs should **“function well...not just for the short term but over the lifetime of the development”**. This proposed change in surfacing will increase the usable lifespan of the proposed path
 - **Paragraph 61**
 - The proposed change to the surfacing will make the path more attractive and usable for a wide range of individuals, including disabled users and those pushing buggies – whereas self-binding gravel is prone to rutting or ponding, the SMA surface is much smoother and easier to use with wheelchairs, buggies and bicycles
 - Similarly, Section 12 in the NPPF 2019 emphasises the need for inclusivity.
 - **Paragraph 73**
 - Improving access to open spaces is the core goal of the proposal, not just for existing residents but for prospective new residents in developments nearby. In addition, there are several identified complementary projects (such as the visitor’s centre mentioned in the Conservation Management Plan) that the delivery of the path would enable
 - Section 8, paragraph 96 of the NPPF 2019 also emphasises this facet. Particularly notable is paragraph 98 which emphasises the need to “enhance public rights of way and access, including taking opportunities to provide better facilities to users”.
 - **Chapter 11: Conserving and enhancing the natural environment**
 - Throughout the project process we have worked with Historic England, the Conservation Officer and Bristol & West Archaeology to ensure that the path delivers on this objective. The change in surfacing, given the technical challenges, is the appropriate way to deliver a high-quality path while conserving Stoke Park’s natural value.
 - Chapter 15 of the NPPF 2019 strongly reinforces this tenet. The change in surfacing will not increase the impact on the natural environment, and the reduced need for drainage will reduce the amount of construction work required.
 - **Chapter 12: Conserving and enhancing the historic environment**
 - We have undertaken significant work to understand, conserve and enhance the historic environment in this area. The change to surfacing will provide an impermeable surface that represents an opportunity to better preserve historic value in situ, limiting the risk of damage from water ingress.
- **Bristol Development Framework Core Strategy**
 - **Policy BCS9: Green infrastructure**
 - There is no change to the relevance of Stoke Park to Policy BCS9. The existing route in Stoke Park is identified as a ‘link to M32 corridor’; our additional route will support and enhance this infrastructure
 - **Policy BCS10: Transport and Access Improvements**
 - The change in surfacing improves the relevance of the path to this Policy, further enhancing transport infrastructure.
 - The change in surfacing further supports the transport user priorities emphasised here and in the Joint Local Transport Plan; pedestrians and cyclists will have a high-quality year-round path, while disabled users will be better supported with a smooth, lower-friction surface without risk of ponding, rutting or other issues that may arise with a self-binding gravel surface.
 - **Policy BCS22: Conservation and the Historic Environment**

- *There is no change to the assertion that this route adopts and restores a significant part of the historic carriage drive, a key aspiration of the Stoke Park Conservation Management Plan prepared by Historic England*
 - *It is notable that the new surfacing does not match the surfacing suggested in the Conservation Management Plan. In light of this, extensive discussions with Historic England have been undertaken to identify and explain the technical challenges facing the use of self-binding gravel, and to ensure that any proposed new surface is appropriate to the location.*
 - *The proposed surface will better safeguard underground archaeology with an impermeable surface, with a similar visual impact to self-binding gravel*
- **Site Allocations and Development Management Local Plan**
 - **Policy DM19**
 - *There is no change to the approach laid out in the original HD&A statement*
 - *However, it is notable that the appropriate survey and assessment of impacts will also have a positive impact on future improvements to Stoke Park, as the information is shared with key stakeholders to better inform potential works such as improved paths in Stoke Park's woodlands*
- **Relevant South Gloucestershire Council Policies**
 - *There is no change to the relevant policies as laid out in the original statement.*

Conclusion

We accept and appreciate that the proposed change of surfacing represents an important discussion point in the delivery of a path in Stoke Park Estate.

Consequently we have discussed the proposal with key stakeholders prior to application, and have taken into account the strong support at public consultation stage for our proposed change.

The change represents a careful compromise between the standards required of a strategic transport link, the requirements of all users whether able-bodied or otherwise, and the heritage and historic importance of the site.



Self-Binding Gravel

2. Self-binding gravel (SBG) is a gravel material graded to 30mm with large quantities of fines which act to bind the material together. It comes in a variety of colours and is usually sourced from local quarries. The material is laid over a sub-base of well compacted Type 1 stone of minimum thickness of 100mm. The material is laid when damp and compacted with a mechanical vibrating roller and 'sets' when dry. Path edgings are required to retain the material.

3. Although considered an open surface it can become impermeable in well trafficked sections. It requires sufficient drainage to ensure storm water can drain away freely. At locations where adjacent sloping ground will shed water on to the path, French drains must be provided along-side the path edges. Geotextile membranes should not be used between construction layers as this reduces the binding of the material with the sub-base.

4. Although a path edging will be provided to retain the material, small stones and fines will migrate beyond the edging of the path leading to the appearance of the path widening over time. As water runs off the surface it can wash out fines and gravel leaving rivulets which eventually form ruts that lead to ponding. This can be fixed relatively easily by breaking the surface with a pick, adding more material and re-compacting but this will be an ongoing maintenance activity, probably needing to be done annually. The surface will also need regular weeding as seeds that settle on the surface will grow into it and establish themselves. After weeding the material will need to be re-levelled and compacted.

Path Section Details

5. Drawing E18013-02-SK06 shows the different sections of the path and has been marked up with indicative cross fall and the extents of the drainage infrastructure required to protect the SBG surface from excess surface water run-off. Detailed description of the sections shown on the plan follows:

001 Purdown HAA Battery

6. In order to protect the historic monument this section will be constructed using 'no-dig' containment system, shown in typical cross-section DD on drawing 'E18013-02-C01-0701',

7. The no-dig system uses a single sized stone in the sub-base which is not compacted but relies on the angular interlock of the stone to provide strength. The sub-base material is porous which means that fines and smaller stones from the SBG surface may migrate into the sub-base unless a geotextile membrane is provide between layers. However the SBG laying instructions advise that membranes should not be used between construction layers.

8. The long fall of the path in this section is acceptable gradient for SBG.

002 Carriage Drive South

9. The route of this section is based on the route of the carriage drive identified in the Conservation Management Plan (CMP) although subsequent archaeological investigation has not found evidence of the carriage drive on this alignment.

10. This section of the path will be constructed using standard footpath construction as shown in typical cross-section CC on drawing 'E18013-02-C01-0701'

11. As the gradients on drawing E18013-02-SK06 show, lengths of the path have gradient steeper than 1:20 as well as having adjacent slope falling towards the path at Gradients steeper than 1:18.

12. These area will be subject to scouring of the SBG surface leading to rutting of the path and will require open French drains cut alongside the path to reduce the impact of surface water run-off.

003 Carriage Drive North

13. The route of this section is based on the route of the historic carriage drive identified in the (CMP). Archaeological investigations have found evidence of the carriage drive formation along the whole length of this section.

14. The construction of this section for the path has been designed to incorporate and protect the historic formation as can be seen in typical cross-section BB on drawing E18013-02-C01-0701.

15. The western section of this section has steep adjacent slopes of around 1:8. An open French drain will be required to intercept surface water runoff along this length of the path (see drawing E18013-02-C01-0501 for details of the drainage system). As there is no existing surface drains nearby collected surface water will be piped to a system of concrete soak-away rings which will be constructed in the park land towards the middle of this section. The sub-soil in this area is clay-loam with poor permeability. As a result the soakaway can only act as storage and will eventually fill up and overflow into the surrounding parkland. This will create locally marshy conditions and possibly in the most severe storms creating surface pond as highlighted on drawing E18013-02-SK06.

16. Archaeological advice that we have received stated that vibrating compacting rollers should be avoided when laying new surface materials over the historic carriage drive formation to avoid damage to the historic structure. SBG can only be successfully laid using vibrating compaction.

004 Barn Wood

17. This follows the line of the historic carriage drive down to Jellicoe Avenue through the historic woodland.

18. In order to protect tree roots the no-dig containment system will be to be used to construct the sub-base, as shown in typical cross-section D-D on drawing E18013-02-C01-0701. Vibrating compaction must not be used to avoided damage to tree roots.

19. Steepness of the path between 1:21 to 1:11 and will channel water along its length to the bottom of the hill. The close proximity of the historic woodland and steep side slopes provide no space for a drainage along its length but a soak away system is proposed at the bottom of the hill to prevent what is already a waterlogged section becoming worse.

20. Due the above factors SBG surface is unsuitable for use along this section.

005 Romney Avenue Link

21. This is a new foot path link to connect the carriageway drive to the pedestrian access at Romney Avenue. It will be standard footway construction with additional capping material at its base which will act as the site compound haul road during construction as shown in typical cross-section A-A on drawing E18013-02-C01-0701.

22. Adjacent slopes are steeper than 1:20 so this section will have a French drain that connects to the drainage system in section 003.

006 Cheswick Village Link

23. This is a new foot path link connecting the carriage drive route with the existing cycle path and eventually on to the Cheswick Village housing development. It will be standard footpath construction as shown in typical cross-section C-C on drawing E18013-02-C01-0701.

24. The path gradient is between 1:22 and 1:14 with steep adjacent slopes of between 1:16 and 1:9. A French drain is provided to reduce the surface run-off from the adjacent slopes reaching the path. Due to the overall steepness of the path and cross falls SBG is not a suitable material at this location.

Buff SMA

25. Buff SMA is a through coloured asphalt surface which uses the coloured aggregate and clear binder to achieve the surface finish.

26. There is a range of 3 buff colours available which are more natural looking than the buff surface treatment on the existing path in front of the Dower House.

27. The open French drainage system would not be required as the bound stone will not wash out under intense rainfall. In all other respects the cross-sectional profiles will remain the same.

28. The material can be expected to last 15 to 20 years before any serious maintenance is required and require virtually no annual maintenance. Should the surface be damaged, small areas can be replaced using 20kg patching kits available in the same gravel colours.

WARD: Southville

SITE ADDRESS: 2 Alpha Road Bristol BS3 1DH

APPLICATION NO: 20/04645/F Full Planning

DETERMINATION DEADLINE: 1 December 2020

Proposed additional residential dwelling to replace the consented commercial unit (amending 16/03638/F, as varied by 19/01144/X and 19/05993/X) with associated works.

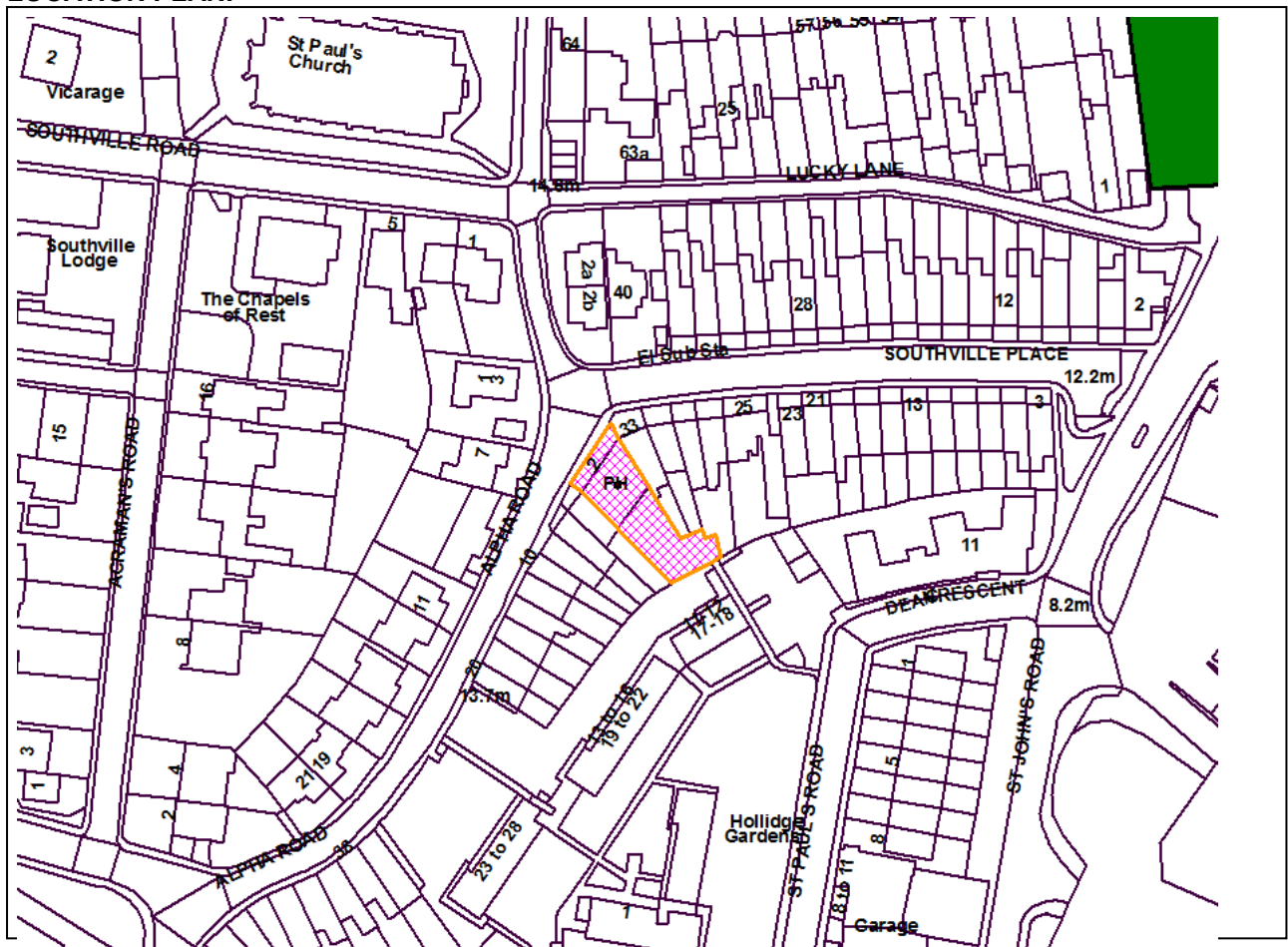
RECOMMENDATION: Grant subject to Condition(s)

AGENT: Aspect360 Ltd
45 Oakfield Road
Clifton
Bristol
BS8 2AX

APPLICANT: Solid State (Easton) Ltd
C/o Agent

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

LOCATION PLAN:



Development Control Committee B – 25 February 2021
Application No. 20/04645/F : 2 Alpha Road Bristol BS3 1DH

BACKGROUND

The application has been called in for determination at planning committee by Councillor Bolton.

SITE DESCRIPTION AND APPLICATION

The application site is located on the eastern side of Alpha Road, and is set within the Bedminster Conservation Area. The application property is a former public house that had residential accommodation above, which is undergoing conversion to residential use with a commercial unit (café) retained at ground and basement levels following grant of planning consent (see planning history listed below).

The current application seeks to provide an additional residential dwelling in place of the previously approved café unit.

See plans and supporting documents for full details.

RELEVANT HISTORY

16/03638/F - Change of use of existing public house (Use Class A4) to cafe (Use Class A3). Conversion, extension and new-build development to create additional residential units with associated provision of refuse and cycle storage. PERMISSION GRANTED.

19/01144/X - Application to vary condition Nos 4 (Odour Management Plan) and 18 (List of Approved Plans) attached to planning permission 16/03638/F - To increase the amount of floorspace. Permission granted.

19/05993/X - Application for removal or variation of a condition following consent granted under app.no.19/01144/X - Application to vary condition Nos 4 (Odour Management Plan) and 18 (List of Approved Plans) attached to planning permission 16/03638/F - To increase the amount of floorspace - now proposed changes to frontage, with the addition of 3no. lightwells and reduction in the size of the terrace. PERMISSION GRANTED.

19/02660/COND - Application to approve details in relation to condition 2(noise- development), 5(cemp) and 6 (suds) of permission 19/01144/X application to vary condition Nos.4 and 18 attached to planning permission 16/03638/F - to increase floorspace. DECIDED.

20/02036/COND - Application to approve details in relation to condition 3 - samples of permission 19/05993/X - 16/03638/F Change of use of existing public house (Use Class A4) to cafe (Use Class A3). Conversion, extension and new-build development to create additional residential units with associated provision of refuse and cycle storage. DECIDED.

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RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised via site notice along with letters sent to neighbouring properties. 13 written responses were received raising objection to the proposal. Comments can be summarised as follows:

Principle (key issue A)

- o The pub was a central hub of the community. The idea of a café in one of the units needs to be fully explored
- o The premises should be marketed once completed
- o Marketing during the current pandemic/recession is not representative

Design (Key Issue C)

- o Density would be too high

Highways (Key Issue D)

- o Increased parking pressure

These points will be discussed within the key issues section below.

RELEVANT POLICIES

Urban Living SPD - November 2018

Bedminster Conservation Area Character Appraisal

Planning (Listed Buildings & Conservation Areas) Act 1990

National Planning Policy Framework – February 2019

Bristol Local Plan comprising Core Strategy (Adopted June 2011), Site Allocations and Development Management Policies (Adopted July 2014) and (as appropriate) the Bristol Central Area Plan (Adopted March 2015) and (as appropriate) the Old Market Quarter Neighbourhood Development Plan 2016 and Lawrence Weston Neighbourhood Development Plan 2017 and the Hengrove and Whitchurch Park Neighbourhood Development Plan 2019.

In determining this application, the Local Planning Authority has had regard to all relevant policies of the Bristol Local Plan and relevant guidance.

KEY ISSUES

(A) PRINCIPLE OF CHANGE OF USE

The loss of the former public house has already been permitted under previous consents (refer to planning history section above), where it was noted that there was (and still is) a wide range of alternative provision within a short walk of the application site.

It is now proposed that the previously approved café unit is instead used to provide an additional residential dwelling, taking the total number of dwellings on site up to six.

Core strategy policy BCS7 relates to retail, office, leisure and entertainment uses, and states that such uses will be primarily located within identified centres. Local shopping or service provision in smaller frontages or single shops away from the identified centres should be retained where it remains viable and provides an important service to the local community.

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The application is supported by the provision of a marketing report, with the premises being marketed since December 2017 to date but with no operators willing to take the premises on (see submitted marketing report for full details). It is noted that at present the development is not complete, however as part of the marketing has been offer of assistance in fit out costs along with a rent-free period to assist with starting up a business on site. Concerns raised by members of the public in relation to marketing undertaken during the current pandemic are noted, however it is considered that the marketing requirements are met in terms of the nature of marketing undertaken, along with the period of marketing.

In addition to the marketing information provided, it should also be noted that the area is well served by shopping, food and drink, cultural and community facilities. Nearby provision includes that within the Bedminster Town Centre (Bedminster Parade; East Street, Cannon Street and North Street) which is a short walk from the application site, along with individual pubs and community facilities including those on Dean Lane, and; a variety of food and drink uses at Whapping Wharf. All of the aforementioned uses are within a 5-10 minute walk of the site, and many more shops, services and facilities are available within a slightly further walk, including those within Bristol City Centre which is approximately a 10 minute walk from the site. It is therefore considered that the area is well served by a range of shops, services and community facilities, such that the loss of the previously approved café would not be detrimental to local provision and would not have any significant impact upon opportunities available for local residents.

Some of the public comments received express the former pub and previously approved cafe as a community facility. But does the approved cafe comprise a community facility? Within the supporting text to policy BCS12 it is stated:

"The term Community facilities is wide-ranging and can include community centres and childcare facilities, cultural centres and venues, places of worship, education establishments and training centres, health and social care facilities, sport and recreation facilities and civic and administrative facilities. It may also include other uses whose primary function is commercial but perform a social or community role i.e. sport, recreational and leisure facilities including local pubs. Such services and facilities provide a focus for local people, helping to promote better personal contact between groups and individuals and generating community spirit and a sense of place. Together, they are essential to the quality of life of people living and working in Bristol and can help to reduce levels of deprivation and social exclusion and improve health and wellbeing."

The supporting text therefore places greatest importance on non-commercial uses that provide social or welfare benefit to the community. Leisure facilities may be considered a community use, although the policy does not assert that this is always the case. A cafe for example, in an area where there is no other such provision, may be of importance to the community to facilitate social interaction to a degree that it is considered a community facility, however this is not necessarily the case where there is alternative provision within the vicinity that provides leisure and social opportunities for local residents.

Given that locally there is a variety of alternative shopping, food and drink and cultural venues, it is considered that the cafe is not of such individual importance to be considered a community facility by definition, and certainly not in the same way that a community centre or healthcare centre would be considered a community facility.

For the sake of completeness however, consideration will also be given to the policy text relating to community facilities. The policy wording of BCS12 states that existing community facilities should be retained, unless it can be demonstrated that there is no longer a need to retain the use or where alternative provision is made.

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The variety of nearby alternative retail and leisure uses are such that adequate local offer would remain, albeit at different venues. On this basis it is considered that there is not a demonstrable need for the approved cafe specifically, and as such, even if the venue were considered a community facility, its loss would not be harmful to a degree that would warrant resistance to redevelopment of the premises for other purposes appropriate for the area.

Core Strategy policy BCS5 aims to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city. The policy states that the development of new homes will primarily be on previously developed sites across the city. Policy BCS20 encourages the efficient use of land, but in doing so acknowledges the need to achieve high quality well designed environments, and the need for development to be informed by local context, accessibility and the characteristics of the site. This is furthered by policy BCS21.

The application site has no specific land use designation, although is set within a residential context. In land use terms the proposed residential use is therefore considered compatible.

While the proposed redevelopment of the site is not precluded in land use terms, issues of residential amenity, design, movement and sustainability must however be appropriately addressed, and will be discussed within the key issues to follow.

(B) RESIDENTIAL AMENITY

Policy BCS18 requires residential development to provide sufficient space for everyday activities and enable flexibility and adaptability by meeting appropriate space standards. Policy BCS21 expects development to create a high quality environment for future occupiers while safeguarding existing surrounding development. Policy DM2 requires development to provide a good standard of accommodation by meeting relevant requirements and standards. Policy DM29 expects new buildings to safeguard the amenity of the host premises and neighbouring occupiers.

Current space standards are set out within the Nationally Described Space Standards, with the minimum required internal space for a two bedroom three-person unit being 61 square metres. The application proposes a two-bedroom maisonette, with a floor area of 97.9 square metres and therefore exceeding current space standards requirements in this regard.

The proposed dwelling would be single-aspect and facing west/north-west, and would be set across ground and basement levels. This does give rise to some concern in relation to daylighting, with the potential for basement rooms in particular to be dark. Physical measures have been incorporated into the design to maximise daylighting levels, with enlarged light wells (previously approved) with glass balustrades incorporated to bring more natural light to the basement level, along with a upside-down room layout so that basement rooms comprise bedroom and bathroom facilities, whilst living spaces are set at ground floor level and would have large windows, maximising natural light to the main living spaces within the dwelling. Overall the arrangement proposed is considered acceptable on balance in relation to daylighting.

There are no physical alterations to the building proposed other than omission of a previously approved ground floor door; the provision of 3 additional solar PV panels, and; amended refuse/recycling and cycle storage facilities, and as such neighbouring amenity would not be impacted. If anything the proposals represent an improvement to neighbouring amenity as noise and disturbance generated from a single residential dwelling is likely to be lesser than that of the consented commercial use.

Overall the proposal is considered acceptable when considering the residential amenity of neighbouring occupiers as well as that of future occupiers of the site.

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(C) DESIGN AND CONSERVATION

Core Strategy policy BCS21 relates to overarching urban design principles to ensure high quality development acceptable within its context, with Development Management policy DM26 relating specifically to local character and distinctiveness. Policy DM26 requires development to contribute towards local character and distinctiveness, in relation to various factors including pattern and grain of development, scale, character, function and architectural styles. Policy DM27 is concerned with layout and form, including principles in relation to blocks and plots. The site is located within the Bedminster Conservation Area, and as such, policies BCS22 and DM31 also apply, which require heritage assets (including Conservation Areas) to be safeguarded or enhanced.

The Bedminster Conservation Area Character appraisal identifies the building as a post 1950 building (due to substantial rebuilding works following damage in WWII) set amongst predominantly pre-Victorian and mid-Victorian properties, within the Acramans Road Character Area. This document defines the building as a character building. Buildings to the south-west are predominantly defined as character buildings, while buildings to the east are predominantly defined as unlisted buildings of merit (a higher classification in terms of conservation value).

Physical alterations beyond those previously approved comprise omission of a ground floor door; the provision of 3 additional solar PV panels to the rear roof pitch, and; amended refuse/recycling and cycle storage facilities. These alterations are considered to represent a nominal change and do not give rise to concern to visual impact upon the Conservation Area, subject to the additional refuse/recycling and cycle storage facilities being appropriately screened, which can be secured by condition.

Within public comments received, the resultant density of residential development on the site was raised as a concern.

The Urban Living SPD defines the site as being set within the inner urban area of the city, although the site is close to the boundary of the city centre setting as set out within the SPD. Suggested optimum densities within the Urban Living SPD are 200 dwellings per hectare (dph) in a city centre setting, and 120dph in an inner urban setting. It should however be noted that the SPD does not express a cap on densities, but expresses that an acceptable living environment should be achieved.

The proposed additional dwelling would bring the total number on site to 6, and based on the overall site area of 325 square metres would result in a density of 185 dph on site. This figure falls between the suggested optimum densities for an inner urban and city centre location, as set out within the Urban Living SPD. As has been set out within key issue B above, the proposal is considered acceptable when considering the residential amenity of neighbouring occupiers and future occupiers of the site, and as such it is considered that the proposed density on site is acceptable in this instance.

The previously approved proposal for the site was considered to represent a sensitive design that respects its context, which at the least preserves, if not enhances, the character and appearance of this part of the Conservation Area. The proposed alterations to that scheme are so minor that this viewpoint remains, and as such the proposal is considered to be acceptable in design and conservation terms, in line with current local and national planning policy.

(D) HIGHWAYS AND SERVICING

Core Strategy policy BCS10 sets out a transport hierarchy for the design of developments, with pedestrians first, followed by cyclists then public transport. The private car is lowest on the hierarchy. The policy also expresses that development should be located where sustainable travel patterns can

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Application No. 20/04645/F : 2 Alpha Road Bristol BS3 1DH

be achieved; should minimise the need to travel; and maximise opportunities for the use of walking, cycling and public transport. It is also expressed that developments should be designed and located to ensure the provision of safe streets.

Policy DM23 expresses that development should not give rise to unacceptable traffic conditions and will be expected to provide: safe and adequate access onto the highway network; adequate access to public transport; transport improvements where necessary; adequate provision for pedestrians and cyclists. The policy also requires the provision of adequate servicing facilities, and safe accessible and usable parking in accordance with the parking standards schedule. Policy DM32 requires adequate refuse and recycling provision in new development.

The application site is sustainably located, within walking distance of the city centre and close to local shops, services and public transport links. The provision of secure cycle parking is included within the proposed design, which provides a policy compliant level of secure cycle parking provision.

No off-street parking is proposed, which is considered acceptable given the sustainable location of the application site. As is the case with the remainder of the residential accommodation on site that has been previously approved, future occupiers would not be eligible for parking permits.

The location of the property set amongst narrow streets, some of which are one-way (including Alpha Road) is such that if permission is granted, a Construction Management Plan will be required to ensure that any local disruption during works is minimised. The previously approved development of the site was subject to a construction management plan which was agreed under application 19/02660/COND. This plan should also be adhered to for the works to create the additional dwelling on site if planning permission is granted, and can be conditioned as such.

On the basis of the above, and subject to the imposition of relevant planning conditions, the proposal is considered acceptable in terms of transport, movement and highway safety issues.

(E) SUSTAINABILITY AND FLOOD RISK

Current planning policy within the adopted Bristol Development Framework, Core Strategy (2011) requires new development to be designed to mitigate and adapt to climate change and meet targets to reduce carbon dioxide emissions. This should be achieved, amongst other measures, through efficient building design, the provision of on-site renewable energy generation to reduce carbon dioxide emissions by at least 20% based on the projected residual energy demand of new buildings and extensions to existing buildings, and for new development to mitigate against the risk of flooding, including rainwater soak-away drainage. The approach proposed should also be supported by the provision of a sustainability statement and an energy strategy.

In order to account for the increased residual energy demand of a dwelling compared with a daytime café use, three additional solar PV panels have been specified to be added to the previously consented solar array located on the main roof. This increased solar PV provision is such that on site renewable energy generation is provided as part of the proposal, adequate to reduce CO2 emissions from the residual energy demand of the dwellings (approved and proposed) by in excess of 20%, in accordance with current policy requirements.

The application site is set within flood zone 1 and as such is at low risk from tidal and fluvial flooding. A drainage strategy for the site has been previously approved under application 19/02660/COND and would remain unchanged by the proposals.

The proposal is therefore considered to be acceptable in relation to sustainability and flood risk issues.

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CONCLUSION

The extensive marketing undertaken along with the identifiable significant provision of shops, services and leisure uses nearby are such that the loss of the approved café unit is considered acceptable, with a residential unit supported by policy as an appropriate alternative use. The proposed dwelling would provide an acceptable living environment for future occupiers whilst safeguarding the residential amenity of neighbouring occupiers. The minor physical alterations proposed to the building adequately safeguard this part of the Bedminster Conservation Area, and the scheme provides adequate highways and servicing facilities, as well as on-site renewable energy generation.

RECOMMENDATION

It is recommended that the application is approved subject to conditions.

COMMUNITY INFRASTRUCTURE LEVY (CIL) LIABILITY

The CIL liability for this development is £7276.94

EQUALITIES ASSESSMENT

During the determination of this application due regard has been given to the impact of this scheme in relation to the Equalities Act 2010 in terms of its impact upon key equalities protected characteristics. These characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. There is no indication or evidence (including from consultation with relevant groups) that different groups have or would have different needs, experiences, issues and priorities in relation this particular proposed development. Overall, it is considered that this application would not have any significant adverse impact upon different groups or implications for the Equalities Act 2010.

RECOMMENDED GRANT subject to condition(s)

Time limit for commencement of development

1. Full Planning Permission

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

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

Pre commencement condition(s)

2. Construction Environment Management Plan

The Construction Environment Management Plan v2, received 17th July 2019, approved under application 19/02660/COND, shall be implemented in full and adhered to throughout the construction period.

Reason: In the interests of safe operation of the highway in during the demolition and construction phases of the development.

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3. Sample Panels before specified elements started

Sample panels of the screening to the refuse/recycling and cycle stores are to be erected on site and approved in writing by the Local Planning Authority before the relevant parts of the work are commenced. The development shall be completed in accordance with the approved details before the building is occupied.

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

Pre occupation condition(s)

4. Materials

The development shall be completed in accordance with the materials agreed under application 20/02036/COND prior to occupation.

Reason: To ensure an acceptable external appearance.

5. Implementation/Installation of Refuse Storage and Recycling Facilities – Shown on Approved Plans

No building or use hereby permitted shall be occupied or use commenced until the refuse store and area/facilities allocated for storing of recyclable materials, as shown on the approved plans have been completed in accordance with the approved plans.

Thereafter, all refuse and recyclable materials associated with the development shall either be stored within this dedicated store/area, as shown on the approved plans, or internally within the building(s) that form part of the application site. No refuse or recycling material shall be stored or placed for collection on the adopted highway (including the footway), except on the day of collection.

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

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

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

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

7. Renewable energy

The scheme of on-site renewable energy generation shall be completed in full accordance with the approved details prior to the first occupation of the development hereby approved and shall be retained and maintained as such thereafter.

Reason: To ensure adequate provision of on-site renewable energy generation.

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List of approved plans

8. List of approved plans and drawings

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

1613 L 01 Site location plan, received 6 October 2020
1613 (L)190 Existing lower ground floor plan, received 6 October 2020
1613 (L)191 Existing ground floor plan, received 6 October 2020
1613 (L)194 Existing roof plan, received 6 October 2020
1613 (L)195 Existing front elevation, received 6 October 2020
1613 (L)200A Proposed lower ground floor plan, received 6 October 2020
1613 (L)201B Proposed ground floor plan, received 6 October 2020
1613 (L)204 Proposed roof out, received 6 October 2020
1613 (L)205D Proposed front elevation, received 6 October 2020
Heritage, Design and Access Statement, received 6 October 2020
Marketing Brochure, received 6 October 2020
Marketing letter, received 6 October 2020
Sustainability Statement, received 6 October 2020

Reason: For the avoidance of doubt.

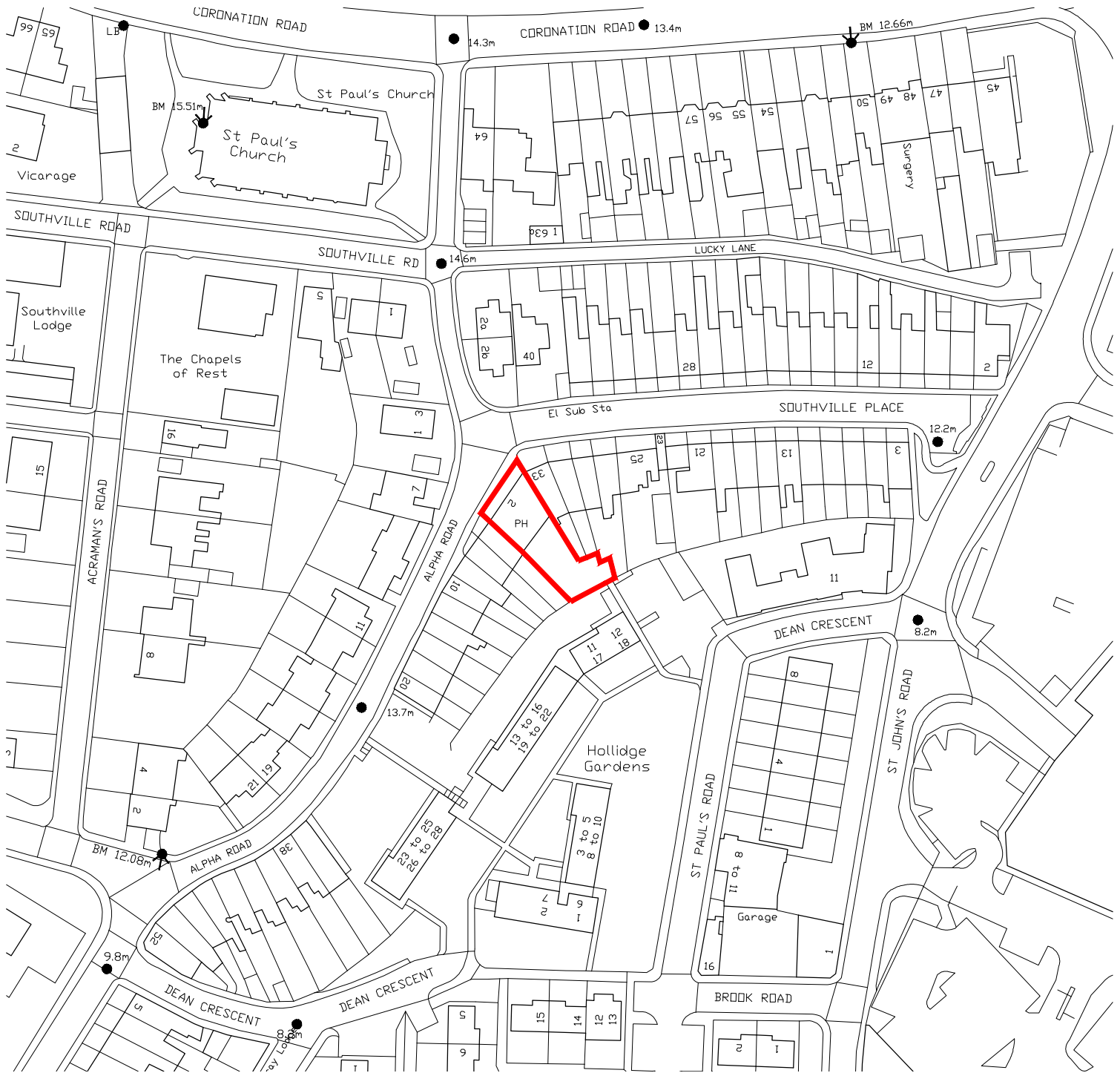
Advices

- 1 Note that in deciding to grant permission, the Committee/Planning Service Director also decided to recommend to the Council's Executive in its capacity as Traffic Authority in the administration of the existing Controlled Parking Zone of which the development forms part, that the development should be treated as car free / low-car and the occupiers ineligible for resident parking permits.

Supporting Documents

3. 2 Alpha Road

1. Site location plan
2. Approved front elevation
3. Approved ground floor plan
4. Approved lower ground floor plan
5. Proposed front elevation
6. Proposed ground floor plan
7. Proposed lower ground floor plan
8. Proposed roof plan



105 WEST ARCHITECTS Ltd
 107 Lower Redland Road, Redland,
 Bristol. BS6 6SW

T: 0117 3737596
 E: info@105west.co.uk
 Web site: www.105west.co.uk

Project **The Imp**

Drawing Title **Location Plan**

Drawing No. **1613(L)01**

REV Note

Date



Scale @A3 drawn by Date Rev
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Responsibility is not accepted for errors made by others scaling from this drawing. All construction information should be taken from figured dimensions only.

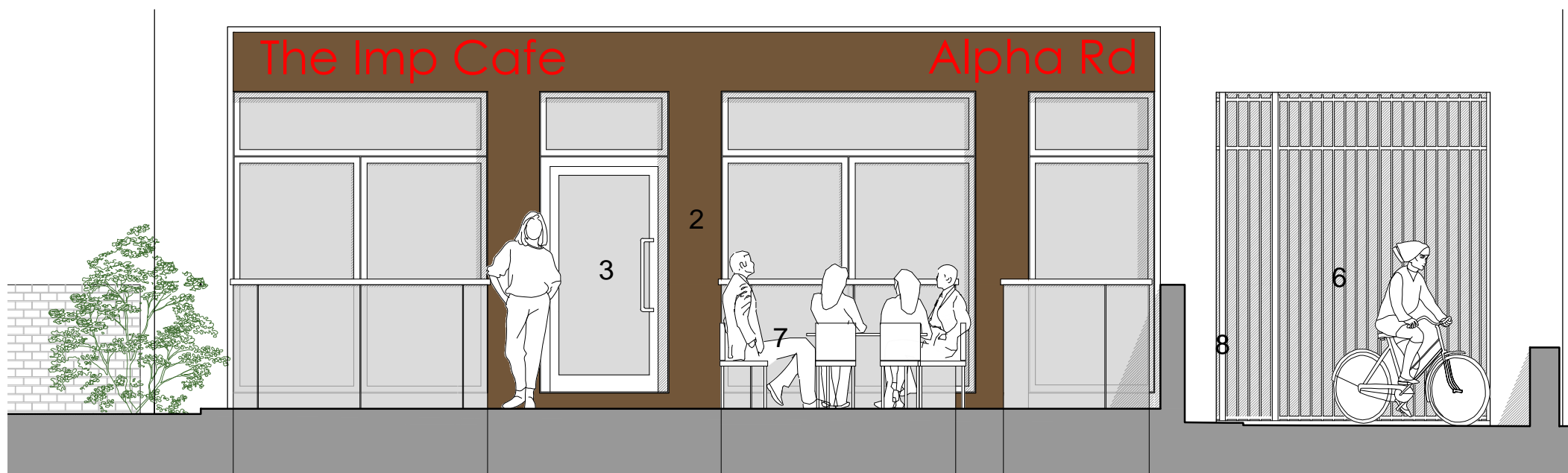


Materials:

1. Facade - Through colour insulated render
2. Facade - Through colour rendered panels framing the glazing
3. Windows & Doors - Metal and timber composite frames to Ral 7022
4. Dormer - Lead standing seam
5. Roof - To match existing
6. Metal gate - Coloured to 7022
7. Balustrade - Brick work (to match neighboring boundary walls) and Metal Railings coloured to 7022
8. Boundary Bin Store - Brick work to match neighboring boundary walls.

Existing Front Elevation 1:100

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Existing Front Balustrade 1:50

REV	Note	Date

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 105 WEST ARCHITECTS Ltd
 107 Lower Redland Road, Redland,
 Bristol. BS6 6SW
 T: 0117 3737596
 E: info@105west.co.uk
 Web site: www.105west.co.uk

Project **The Imp**

Drawing Title **Existing Front Elevation of the former pub**

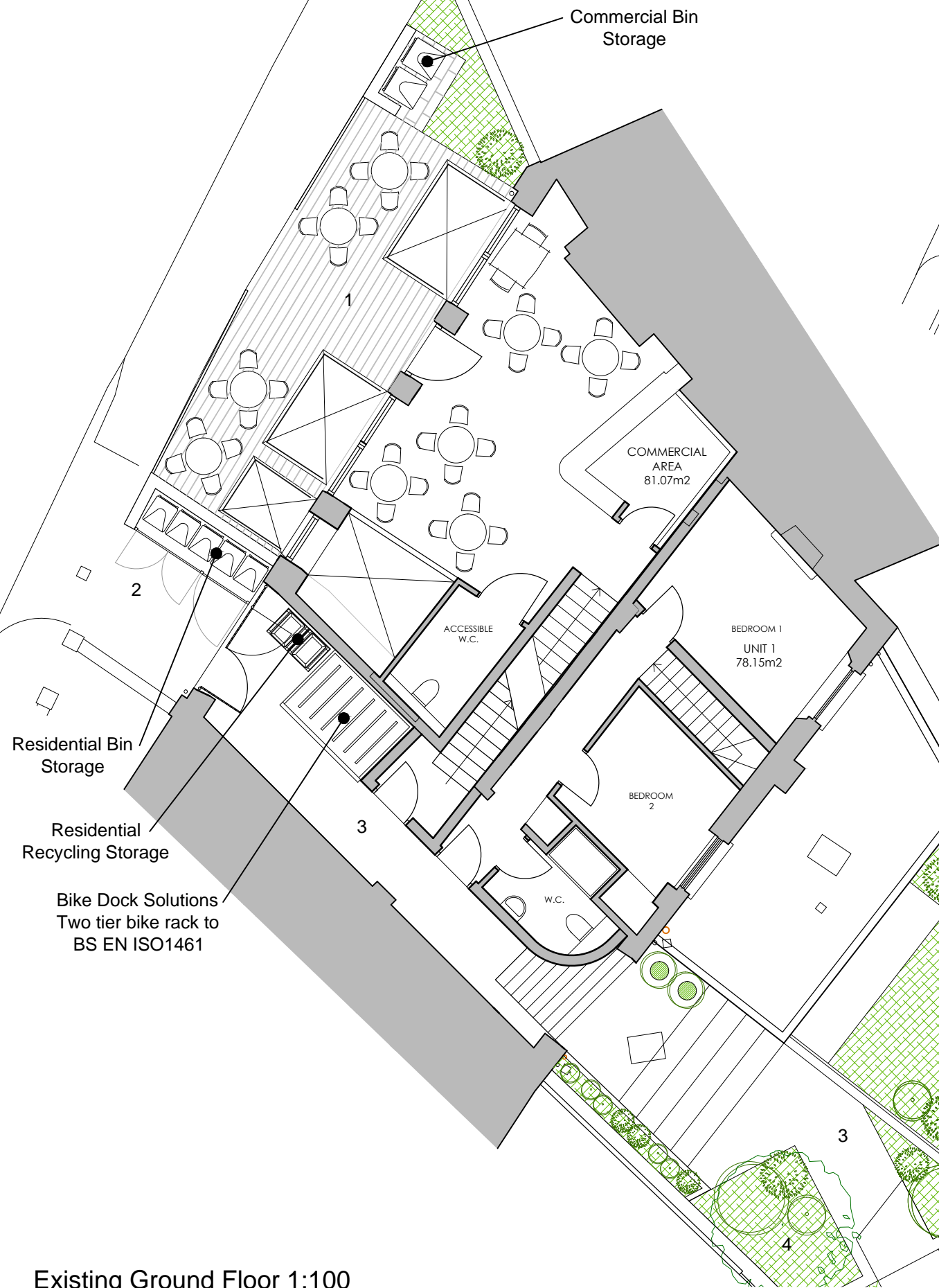
Drawing No. **1613(L)195**

Scale @A3	drawn by	Date	Rev
1:100	TF	05/10/20	/

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- Surface Materials:
1. Timber decking
 2. Existing paving
 3. Permeable paving
 4. Soft landscaping

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Existing Site Plan 1:200

Existing Ground Floor 1:100

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 107 Lower Redland Road, Redland,
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 T: 0117 3737596
 E: info@105west.co.uk
 Web site: www.105west.co.uk

Project	The Imp		
Drawing Title	Existing Ground Floor and Site Plan		
Drawing No.	1613(L)191		
Scale @A3	drawn by	Date	Rev
As Indicated	LR	05/10/20	/

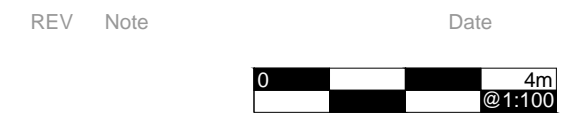
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Existing Garden House Lower Ground Floor

APPROX. LOCATION OF WESSEX WATER 2250 CW SEWER



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 107 Lower Redland Road, Redland, Bristol. BS6 6SW
 T: 0117 3737596
 E: info@105west.co.uk
 Web site: www.105west.co.uk

Project **The Imp**

Drawing Title **Existing Lower Ground Floor & Garden House**

Drawing No. **1613(L)190**

Scale @A3 drawn by Date Rev
 1:100 LR 05/10/20 /

Existing Lower Ground & Garden House Ground Floor



Part of the Approved Planning Application 16/03638/F and Subsequent Amendments

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Materials:

- 1. Facade - Through colour insulated render
- 2. Facade - Through colour rendered panels framing the glazing
- 3. Windows & Doors - Metal and timber composite frames to Ral 7022
- 4. Dormer - Lead standing seam
- 5. Roof - To match existing
- 6. Balustrade - Brick work (to match neighboring boundary walls) and Metal Railings coloured to 7022
- 7. Boundary Bin Store - Brick work to match neighboring boundary walls.

Proposed Front Elevation 1:100



Proposed Front Balustrade 1:50

Frontage of main building unchanged from Planning Application 16/03638/F and Subsequent Amendments

REV	Note	Date
D	Amended following clients comments	05.10.20
C	Windows altered	30.09.20
B	Window and frontage altered	23.09.20
A	Annotations amended	15.09.20



105 WEST ARCHITECTS
 105 WEST ARCHITECTS Ltd
 107 Lower Redland Road, Redland,
 Bristol. BS6 6SW
 T: 0117 3737596
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Project **The Imp**

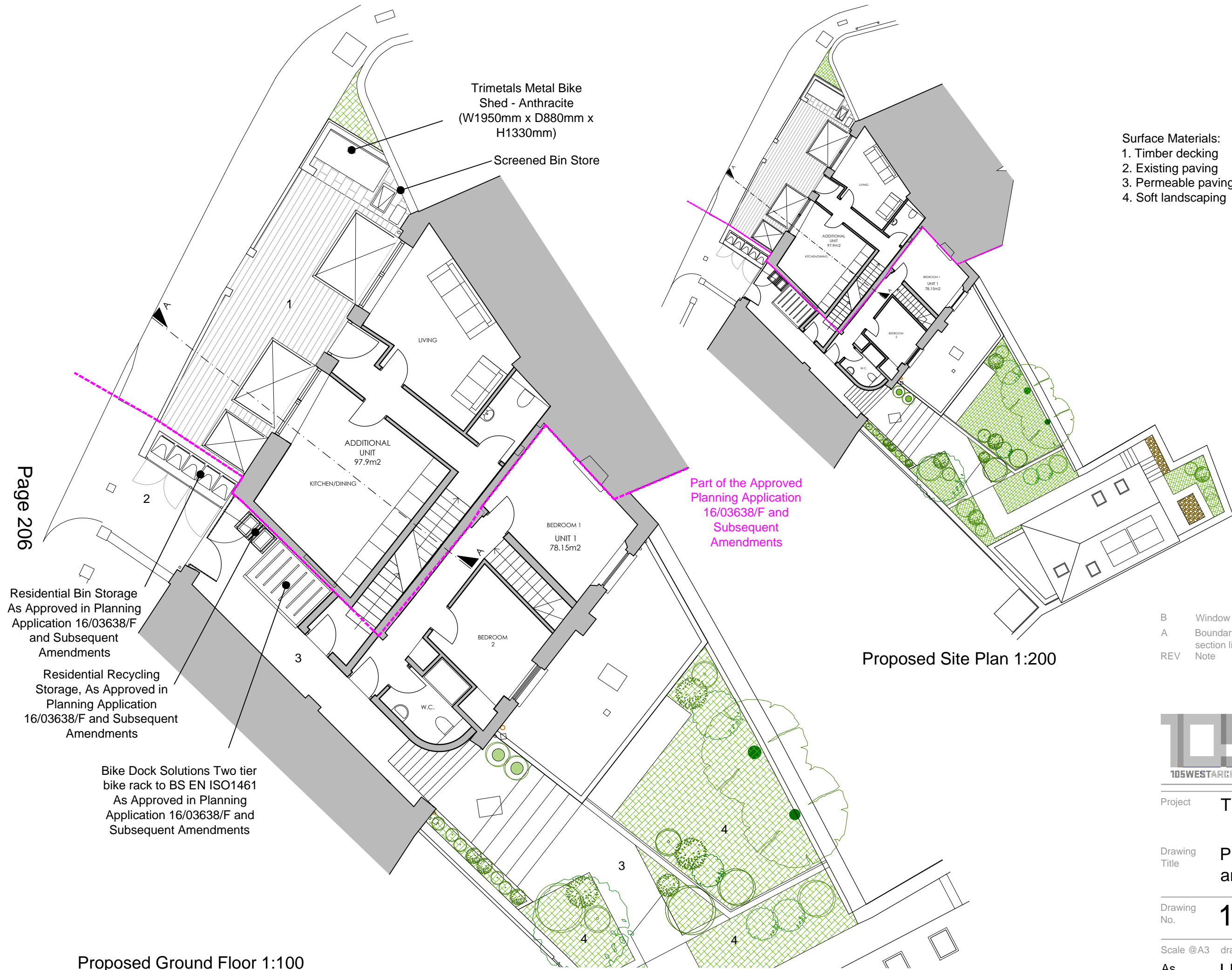
Drawing Title **Proposed Front Elevation of the former pub**

Drawing No. **1613(L)205**

Scale @A3	drawn by	Date	Rev
1:100	LR	11/09/20	D

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- Surface Materials:
1. Timber decking
 2. Existing paving
 3. Permeable paving
 4. Soft landscaping

Part of the Approved Planning Application 16/03638/F and Subsequent Amendments

Residential Bin Storage As Approved in Planning Application 16/03638/F and Subsequent Amendments

Residential Recycling Storage, As Approved in Planning Application 16/03638/F and Subsequent Amendments

Bike Dock Solutions Two tier bike rack to BS EN ISO1461 As Approved in Planning Application 16/03638/F and Subsequent Amendments

Proposed Ground Floor 1:100

Proposed Site Plan 1:200

B	Window and frontage altered	23.09.20
A	Boundary wall updated and section line shown	15.09.20
REV	Note	Date



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 E: info@105west.co.uk
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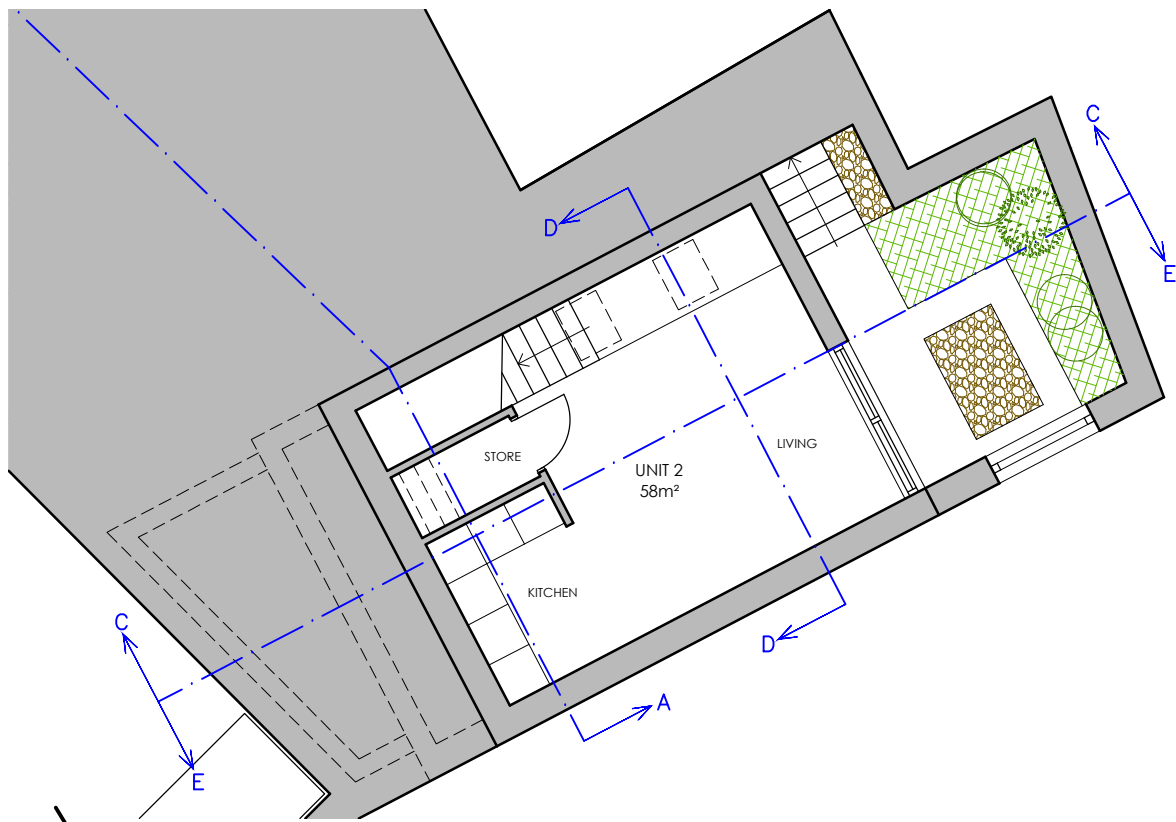
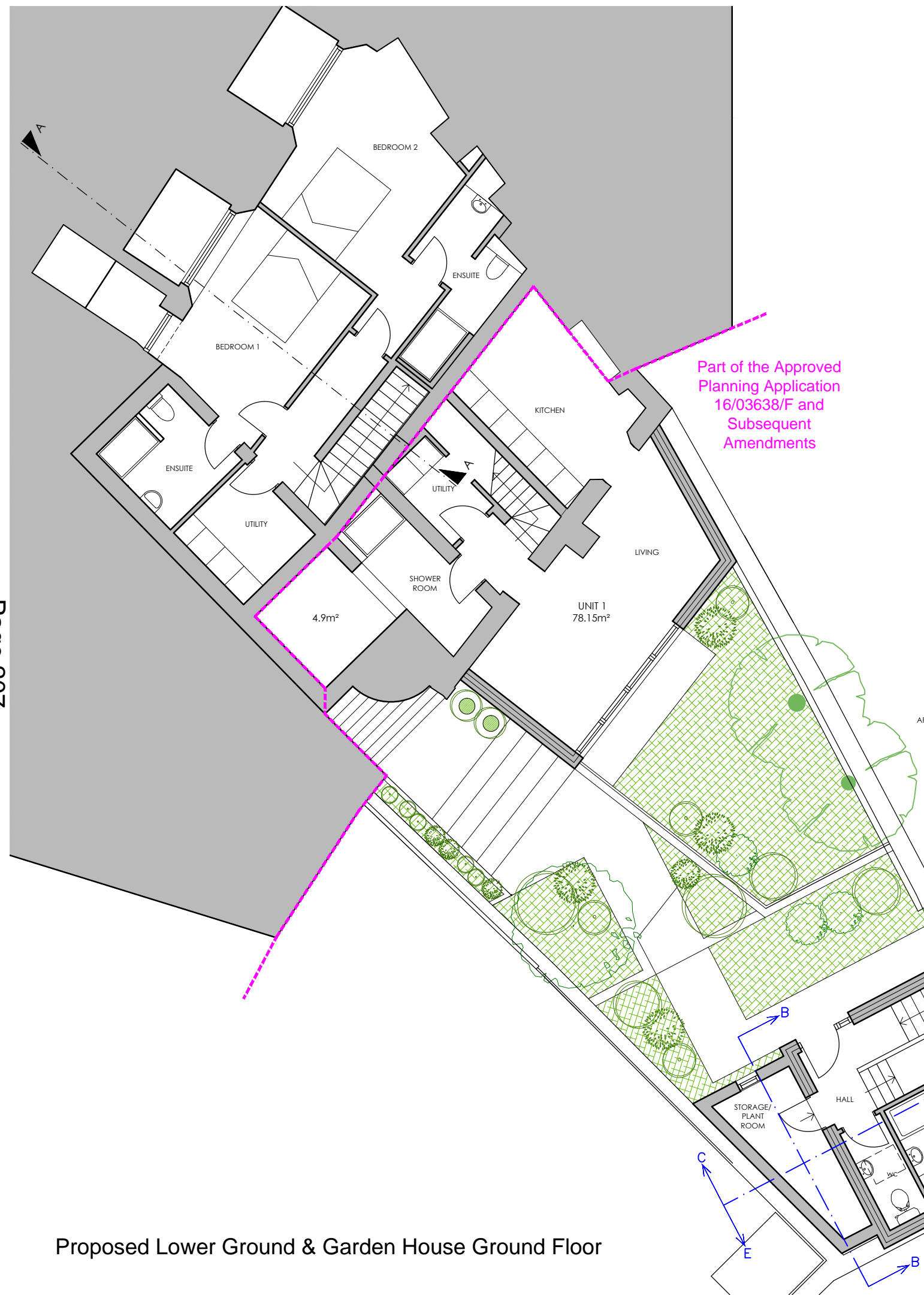
Project **The Imp**

Drawing Title **Proposed Ground Floor and Site Plan**

Drawing No. **1613(L)201**

Scale @A3	drawn by	Date	Rev
As Indicated	LR	11/09/20	B

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Proposed Garden House Lower Ground Floor

APPROX. LOCATION OF WESSEX WATER 2250 CW SEWER

Proposed Lower Ground & Garden House Ground Floor

A	Section line shown	15.09.20
REV	Note	Date

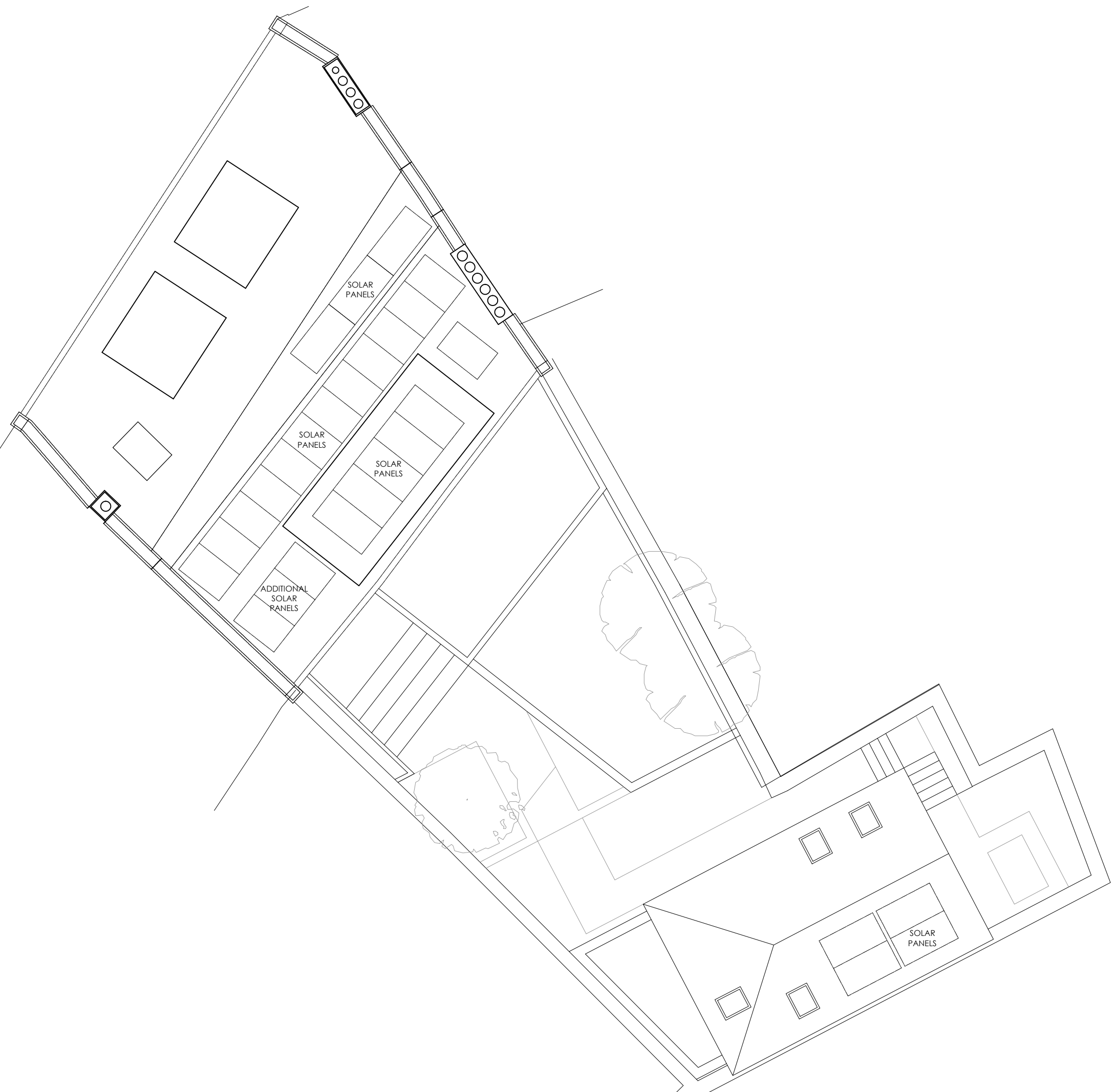


105 WEST ARCHITECTS
 105 WEST ARCHITECTS Ltd
 107 Lower Redland Road, Redland,
 Bristol, BS6 6SW
 T: 0117 3737596
 E: info@105west.co.uk
 Web site: www.105west.co.uk

Project	The Imp		
Drawing Title	Proposed Lower Ground Floor & Garden House		
Drawing No.	1613(L)200		
Scale @A3	drawn by	Date	Rev
1:100	LR	11/09/20	A

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REV	Note	Date

0 4m @1:100

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107 Lower Redland Road, Redland,
Bristol. BS6 6SW
T: 0117 3737596
E: info@105west.co.uk
Web site: www.105west.co.uk

Project	The Imp		
Drawing Title	Proposed Roof Plan		
Drawing No.	1613(L)204		
Scale @A3	drawn by	Date	Rev
1:100	LR	15/09/20	/