

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).**

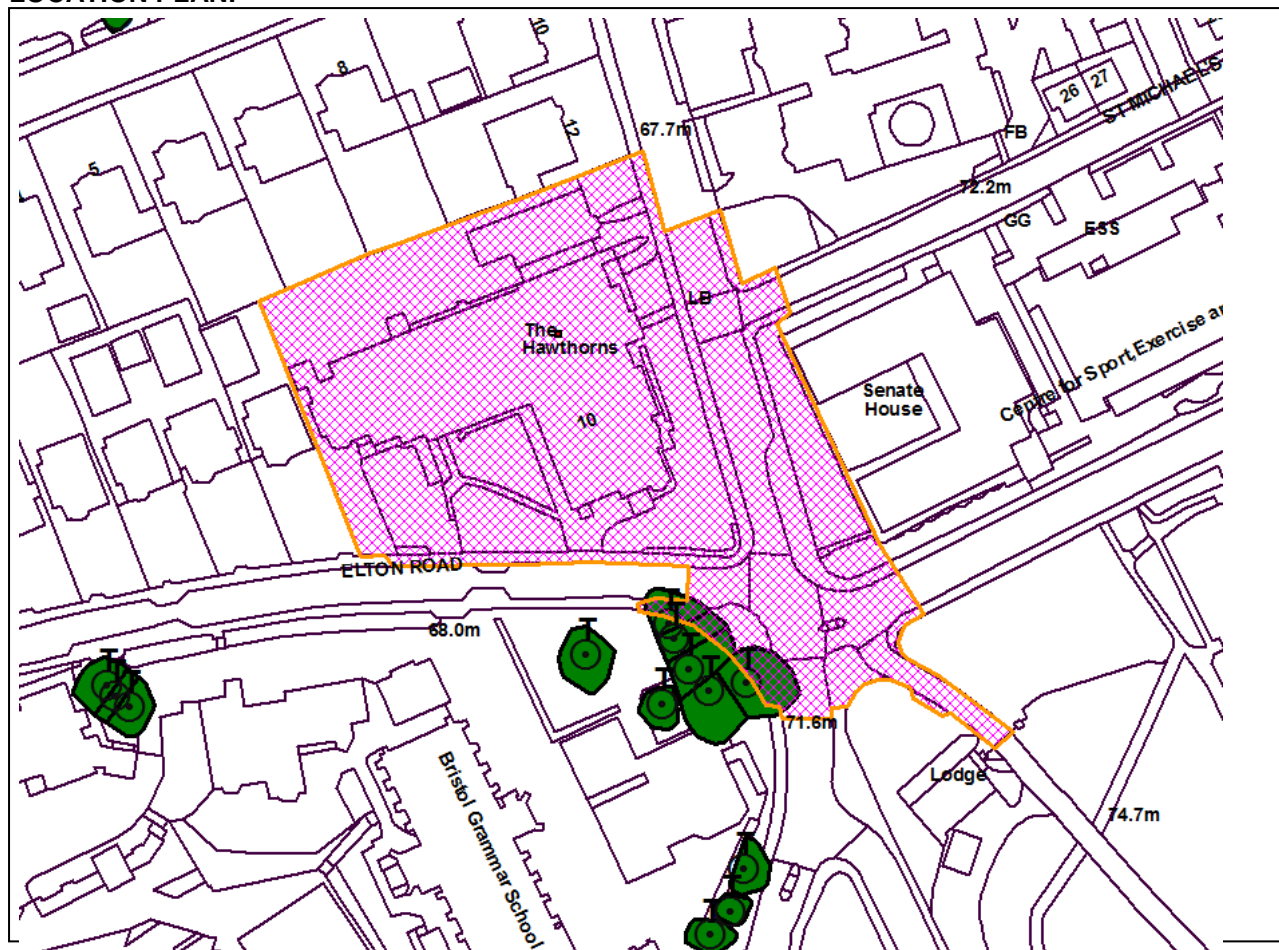
RECOMMENDATION: GRANT subject to Planning Agreement

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:



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Members will recall that this application was to be considered at the Development Control (B) Committee Meeting on 16<sup>th</sup> 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 The application was withdrawn from the Committee Agenda by the Director, Development of Place, in order to allow for further assessment of the impacts of the proposed development on St.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.

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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 2<sup>nd</sup> 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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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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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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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 16<sup>th</sup> 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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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 m<sup>2</sup>. Option C in paragraph 4. 3 of Design and Access Statement (D&AS) states that the GIFA is 14,300 m<sup>2</sup>. This is an uplift of 5,670 m<sup>2</sup>. However, Option C says that the uplift is 4,330 m<sup>2</sup>, up from the SPD's 8,630 m<sup>2</sup>. 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 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 16<sup>th</sup> September 2020 further comments were received dated 8<sup>th</sup> 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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## 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 appreciation 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]

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

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

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 1000m<sup>2</sup>, 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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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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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 m<sup>2</sup> 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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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 m<sup>2</sup>, as opposed to the 8,630 to 9,795 m<sup>2</sup> 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 m<sup>2</sup>. This clearly exceeded the maximum capacity for the site and the requirement was reduced to 14,320 m<sup>2</sup>. 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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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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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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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 acknowledges 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

**Development Control Committee B – 25 February 2021****Application No. 20/00433/F : The Hawthorns Woodland Road Bristol BS8 1UQ****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: 6<sup>th</sup> 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 overspilling 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 stepped 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](http://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 will 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

## TRANSPORT DEVELOPMENT MANAGEMENT: SECOND COMMENTS: 28<sup>th</sup> August 2020

### 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 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 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.”

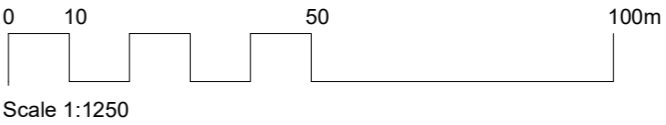
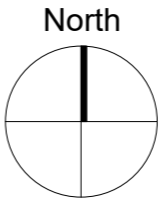
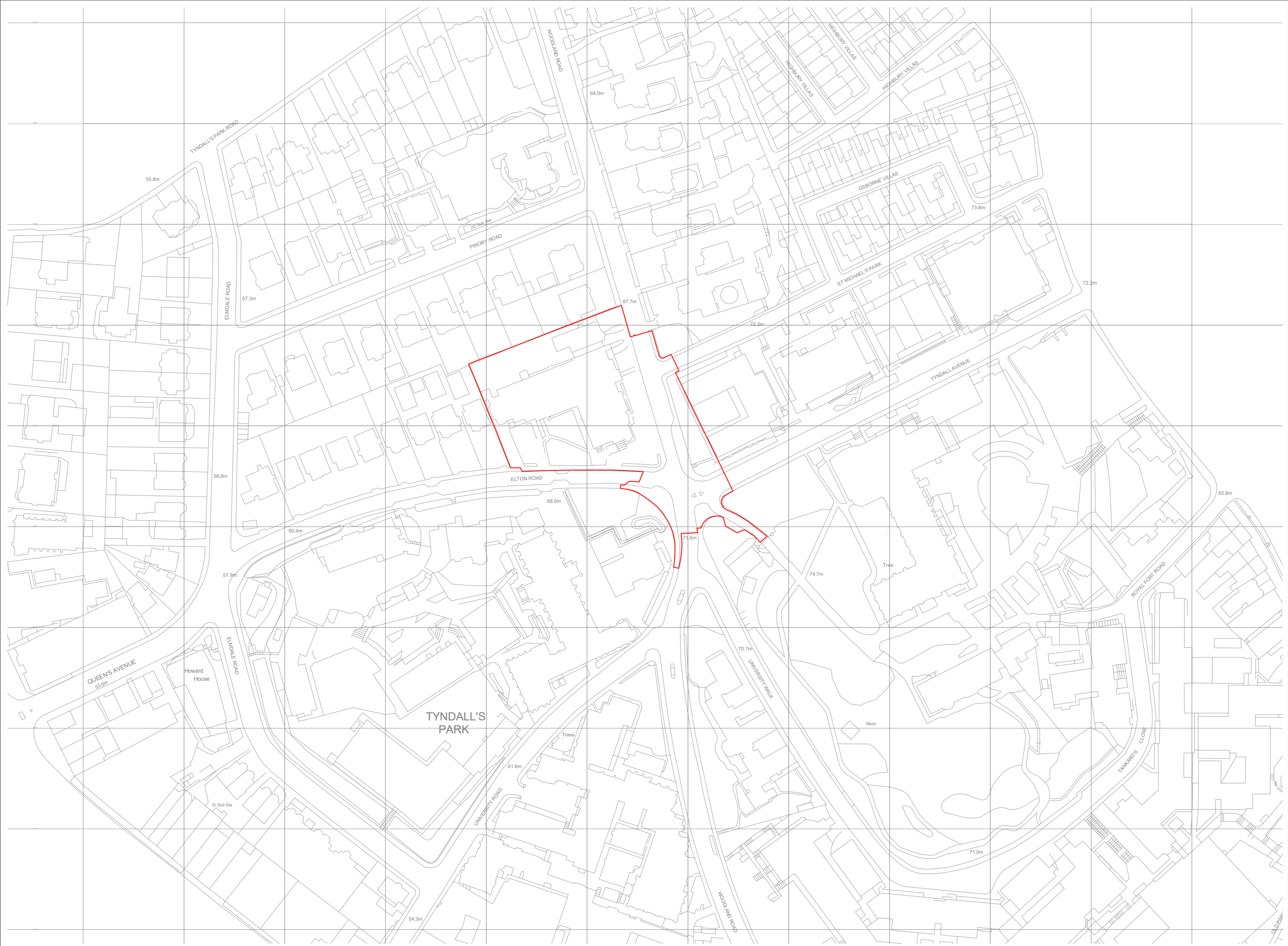
#### **Advices:**

- 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

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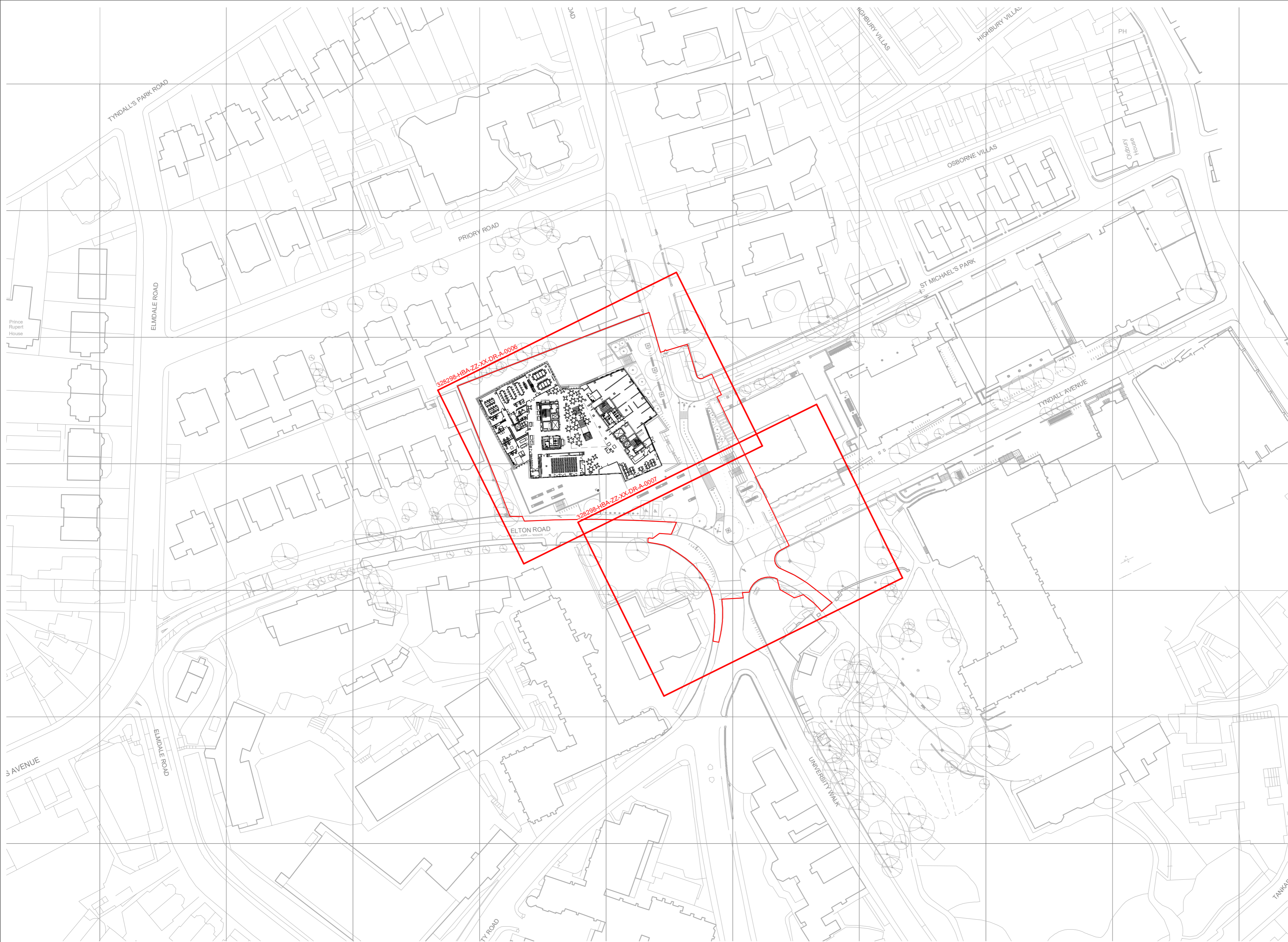
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Project  
University of Bristol New Library  
14 Woodland Road  
Clifton BS8 1UQ

Drawing  
PL - Site Location Plan

Scale As indicated	@ A2	Date 20/01/20
Drawn By JK		Checked By AC
Job Number 17058	Status S1	Purpose of Issue Planning
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

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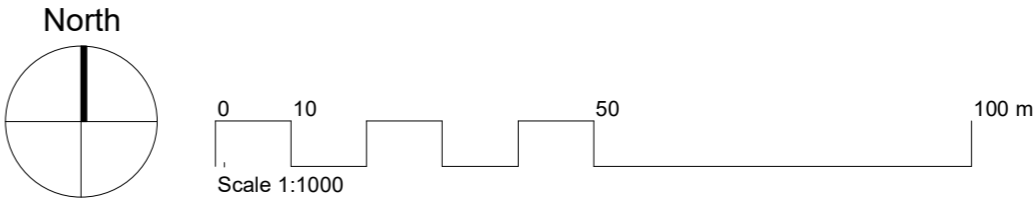
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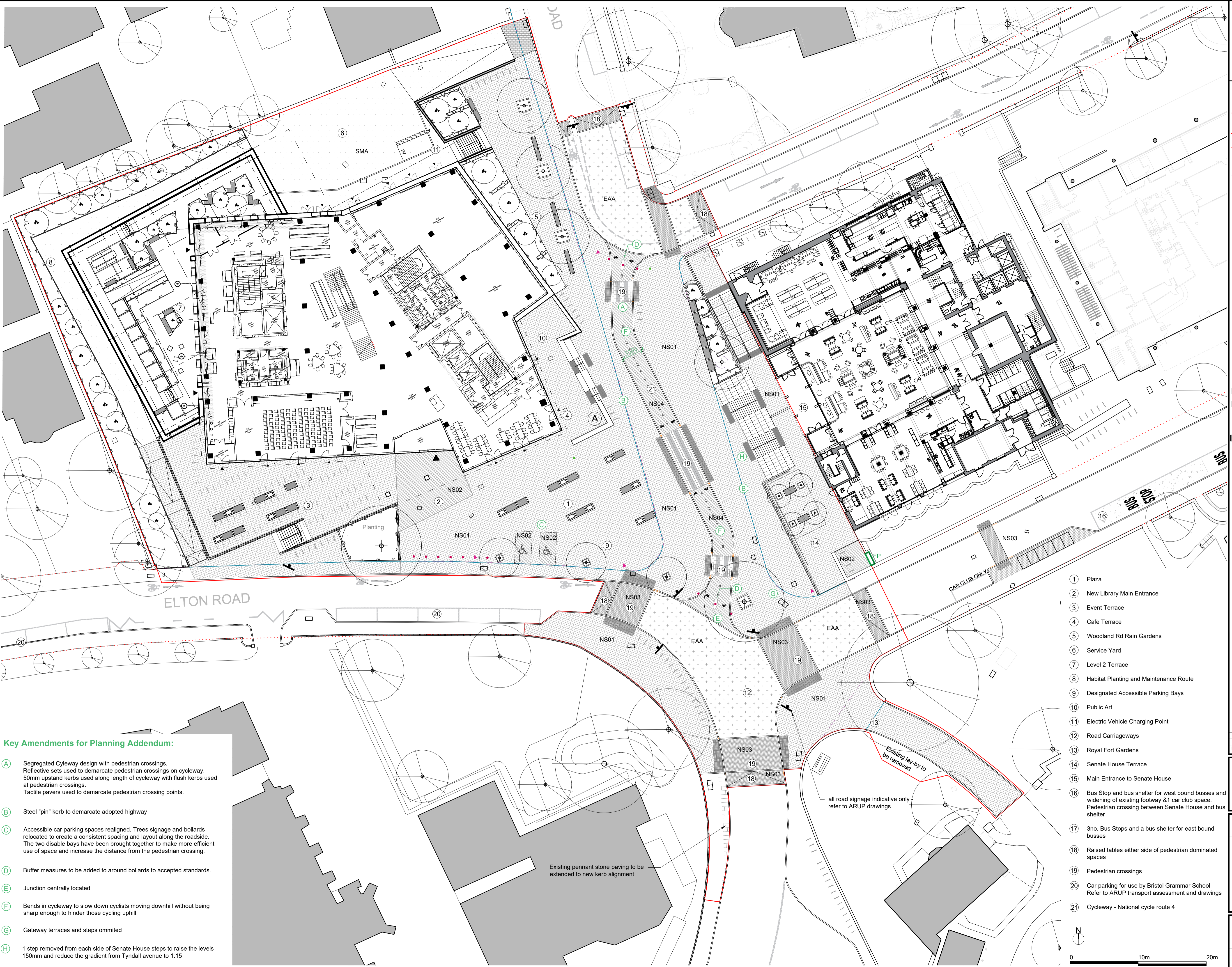
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Project  
University of Bristol New Library  
14 Woodland Road  
Clifton BS8 1UQ

Drawing  
PL - Proposed Site Plan

Scale As @ A2 indicated		Date 20/01/20
Drawn By JK		Checked By AC
Job Number 17058	Status S1	Purpose of Issue Planning
Drawing No. 328298-HBA-ZZ-XX-DR-A-08-0005		Rev P02





- Key Amendments for Planning Addendum:**
- A** Segregated Cyleway 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 Tynhall avenue to 1:15

- 1 Plaza
- 2 New Library Main Entrance
- 3 Event Terrace
- 4 Cafe Terrace
- 5 Woodland Rd Rain Gardens
- 6 Service Yard
- 7 Level 2 Terrace
- 8 Habitat Planting and Maintenance Route
- 9 Designated Accessible Parking Bays
- 10 Public Art
- 11 Electric Vehicle Charging Point
- 12 Road Carriageways
- 13 Royal Fort Gardens
- 14 Senate House Terrace
- 15 Main Entrance to Senate House
- 16 Bus Stop and bus shelter for west bound busses and widening of existing footway & 1 car club space. Pedestrian crossing between Senate House and bus shelter
- 17 3no. Bus Stops and a bus shelter for east bound busses
- 18 Raised tables either side of pedestrian dominated spaces
- 19 Pedestrian crossings
- 20 Car parking for use by Bristol Grammar School. Refer to ARUP transport assessment and drawings
- 21 Cycleway - National cycle route 4

GENERAL NOTES:

- All dimensions and levels to be checked and verified on site before commencing any work or producing shop drawings
- This drawing is to be read in conjunction with all other relevant drawings, specifications and schedules
- Any discrepancy concerning the drawings should be referred to the originator / CA immediately
- All dimensions in millimetres unless noted otherwise
- All levels in metres
- Existing service alignments to be checked on site by the contractor on site by the contractor prior to construction work commencing
- 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

**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	PJ	PC

Drawn		Ch'd
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CLIENT  
**University of Bristol**

PROJECT  
**University of Bristol  
New Library Public Realm**

TITLE  
**Plan  
Proposed General Arrangement  
Central Core scope**

Scale: 1:250@ A1	Date: April 2019	Drawn: NT	Checked: PJ	Approved: PC
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Status:  
**FOR PLANNING**

Drawing Number: <b>UBPR573-GRA-DR-L-1000</b>	Rev: <b>P02</b>
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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 flameless 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 louver to plant room colour matched to external facade



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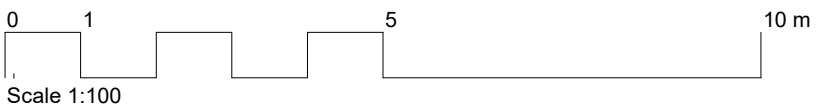
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Project  
University of Bristol New Library  
14 Woodland Road Clifton BS8 1UQ

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	Description	Date
P01	First Issue	20/01/20



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Project  
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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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Project  
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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



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
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Project  
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Drawing  
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

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Scale 1:100



← Department of Chemistry → ↔ The Fry Building →      ← Great Hall → ↔ Elton Road → ← Site → →

Tyndall's Park Conservation Area

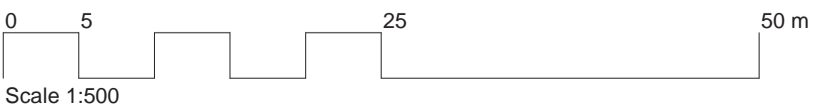
Whiteladies Road Conservation Area



← Site → ↔ Woodland Road → ← Senate House → →

Whiteladies Road Conservation Area

Tyndall's Park Conservation Area



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Drawing  
PL - Proposed Long Elevations

Scale @ A1 1 : 500	Date 21/01/20
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Drawn By JUS	Checked By ACH
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Job Number 17058	Status S1	Purpose of Issue Planning
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Drawing No. 328298-HBA-A1- XX-DR-A-008-0205 P01	Rev
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Rev	Description	Date
P01	First Issue	20.01.2017
P02	Update to Public Domain	17.07.2017

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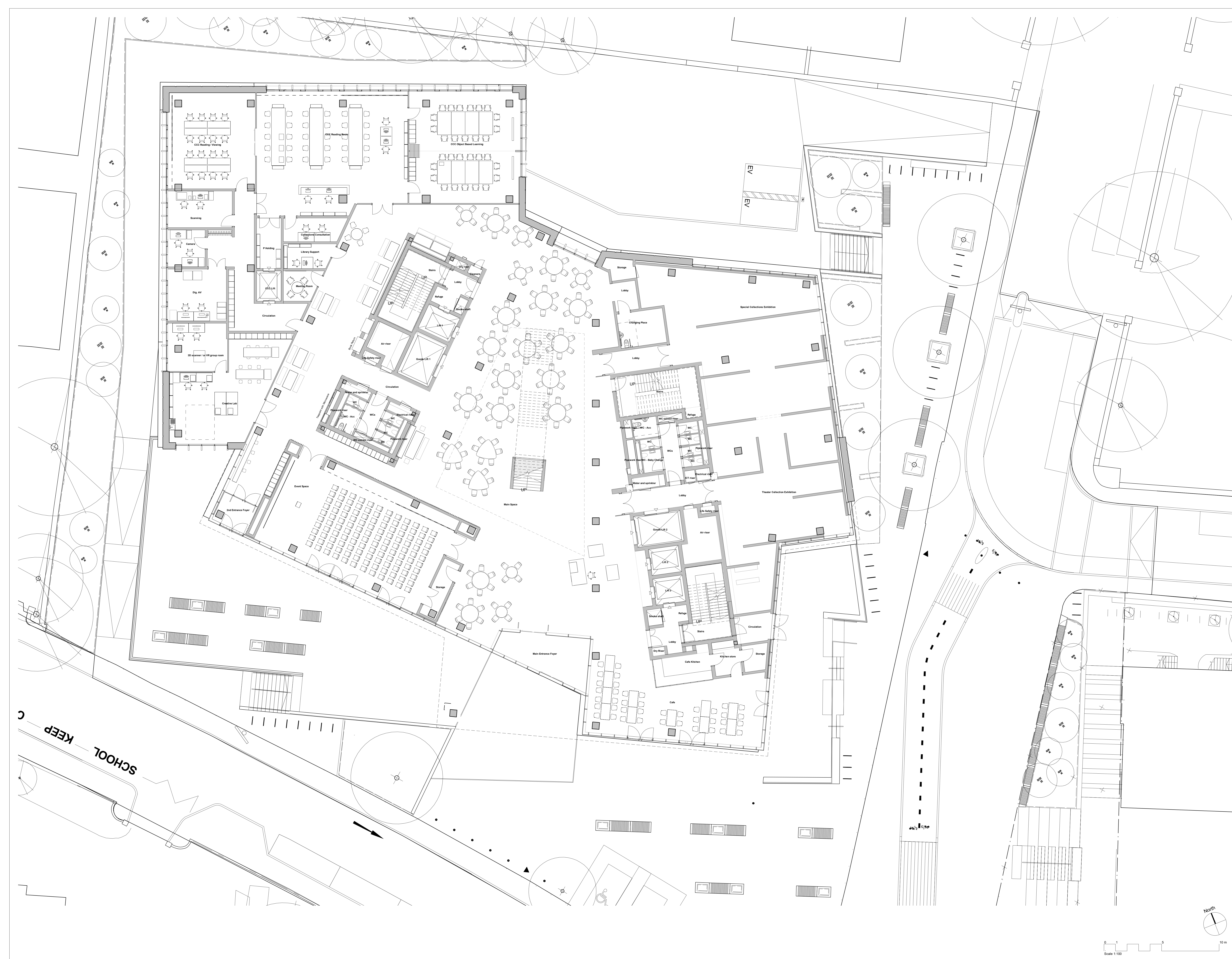
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University of Bristol New Library  
14 Woodland Road Clifton BS8  
1UQ

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

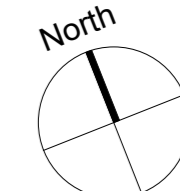
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328298-HBA-A1-00-DR-A-08-0103 P0	



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Scale 1:100

Rev	Description	Date
P01	First Issue	20.01.20



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Drawing  
PL - Proposed Third Floor GA Plan

Drawing No.	Rev
328298-HBA-A1-03-DR-A-08-0106	P01