

# Bristol Local Plan Review



Consultation  
February 2018



## How can I comment?

For further details of the consultation please visit:

[www.bristol.gov.uk/localplanreview](http://www.bristol.gov.uk/localplanreview)

E-mail or write to Bristol City Council by 13 April 2018:

[blp@bristol.gov.uk](mailto:blp@bristol.gov.uk)

Bristol City Council  
Strategic City Planning Team  
City Hall  
PO Box 3176  
Bristol, BS3 9FS

We would welcome your comments on any of the proposals set out in this consultation.

If you would like to speak to someone about the Local Plan Review please phone 0117 922 3000.

If you would like to be added to our Bristol Local Plan contact list, please let us know, providing relevant contact details including an e-mail address.

If you would like this information in a different format please contact the Strategic City Planning team on 0117 922 3000.

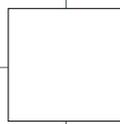


## **Bristol Local Plan Review**

### **Consultation (February 2018)**

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## Foreword

Bristol City Council is committed to building a better Bristol. Working with our partners through the One City Plan, we aim to include everyone in the city's success as we continue to build the economic, social and environmental wellbeing of the city.

Along with our transport plans which will set out how the city's transport system will be improved, the Bristol Local Plan guides development for the next twenty years – it is one of the tools for delivering our vision for the future. The new Local Plan will help deliver the new homes and jobs we need and safeguard the environmental assets we value.



*Councillor Nicola Beech*

This document explains how we aim to bring the Local Plan up to date to meet today's and tomorrow's challenges. I am asking for your views on changes to the plan which will help deliver our goals and instill our values of fairness and equality into new development.

To meet our acute housing shortage we have a special focus on 'urban living' – the creation of characterful urban areas where people can live, work and socialise, relying on sustainable transport. The new Local Plan will address these challenges and lay the policy framework to maximise Bristol's opportunities by:

- Being clear on the role new developments play in creating healthy, inclusive and diverse communities;
- Setting out our ambition to transform areas of the city, modernising infrastructure with a 'shelf life', such as the Cumberland Basin, to create communities with new homes, work places and public open spaces;
- Significantly increasing the number of new and affordable homes, building more densely and welcoming high quality taller buildings in the right places;
- Encouraging urban living across the city in well-designed, connected and accessible neighbourhoods with a focus on brownfield land;
- Developing new policies to manage the challenges student growth brings to Bristol;
- Diversifying the housing offer, promoting new building types and tenures such as build for rent, housing for older people and self-build;
- Enabling growth of our economy for everyone, with modern work places and digital infrastructure fit for the future;
- Protecting our valued green spaces to support a liveable, healthy city;
- Making sure new buildings protect the environment;
- Tackling the challenges of air quality, obesity and environmental quality.

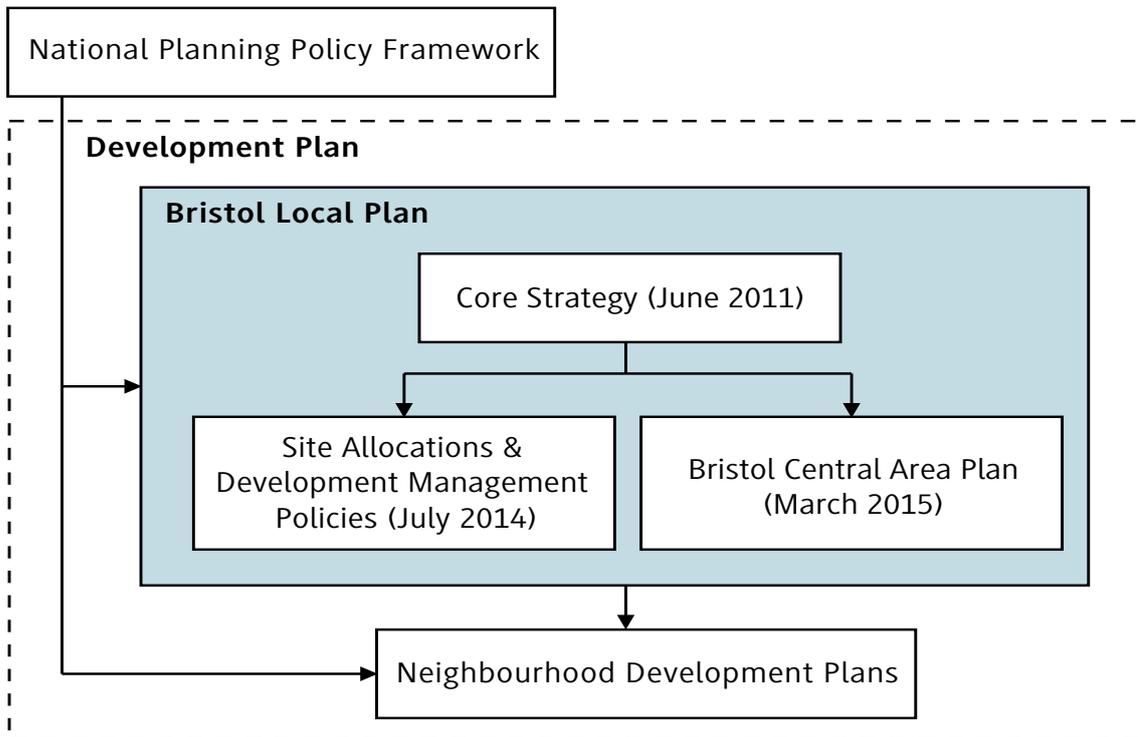
I hope you will be able to take the time to study our proposals and give us your comments. Please take a look at the next few pages which explain how you can get involved.

**Councillor Nicola Beech**  
**Cabinet Member for Strategic Planning and City Design**

# 1. About the Local Plan Review

## What is the Local Plan?

- 1.1 The Bristol Local Plan explores how Bristol will develop and is the framework for deciding planning applications in the city.
- 1.2 The current Bristol Local Plan is a set of three documents covering the period until 2026. The Bristol Local Plan and Neighbourhood Development Plans together form the statutory development plan, which is used, alongside the National Planning Policy Framework, to help direct decisions on planning applications in Bristol. The figure below shows how these documents currently work together.



The Bristol Local Plan is supported by a number of other documents and strategies, such as Supplementary Planning Documents and Spatial Frameworks, which provide additional guidance on how planning decisions should be made.

## Why is it being reviewed?

- 1.3 A number of years have passed since the Core Strategy was adopted and it is now necessary to consider how Bristol will develop over the period to 2036.
- 1.4 Bristol City Council, South Gloucestershire Council, Bath and North East Somerset Council and North Somerset Council have been working together to prepare the **West of England Joint Spatial Plan**. The Joint Spatial Plan sets out the overall strategy for how the housing needs of the wider Bristol and Bath housing market areas will be met over the period to 2036. This includes a requirement of 33,500 new and affordable homes to be delivered in Bristol by 2036.

- 1.5 The local plan will be updated to set out how the proposed 33,500 homes will be delivered in Bristol by 2036 – and show how the Council aims to exceed that amount. This will require a new spatial strategy identifying broad locations for new development around the city, supported by individual site allocations for development and policies which promote the delivery of new and affordable homes.
- 1.6 A number of other local plan policies also require updating to reflect changes to national planning policy and local issues since the adoption of the Core Strategy in 2011.

In parallel with this rewrite of the local plan, the council is working with city partners to prepare a One City Plan. This is an ambitious, collaborative approach to reach a shared vision for Bristol.

## Will the whole plan be changing?

- 1.7 This rewrite of the local plan does not propose to change all of its current policies. The Core Strategy established a five yearly cycle of monitoring and review with an interim review date of 2016 and a major review date of 2021. The preparation of the Joint Spatial Plan commenced the interim review process for the Core Strategy and the strategy in the Publication document November 2017 is addressed in this consultation.
- 1.8 The policies adopted in the three current local plan documents were adopted relatively recently and many remain relevant and up-to-date. These policies are consistent with delivering the strategy in the Joint Spatial Plan and support the objectives of this local plan review.
- 1.9 The rewrite of the local plan will focus on setting out the new spatial strategy for development in Bristol to 2036, along with updates to a selection of other policies where needed. **Proposal RP 1** of this consultation sets out which of the existing policies are proposed to be retained.
- 1.10 When complete, the rewritten local plan will combine the current three local plan documents (Core Strategy, Site Allocations & Development Management Policies and Bristol Central Area Plan) into a single local plan document. The figure below sets out how the West of England Joint Spatial Plan, Bristol Local Plan and other documents will work together once the rewrite of local plan has been completed:

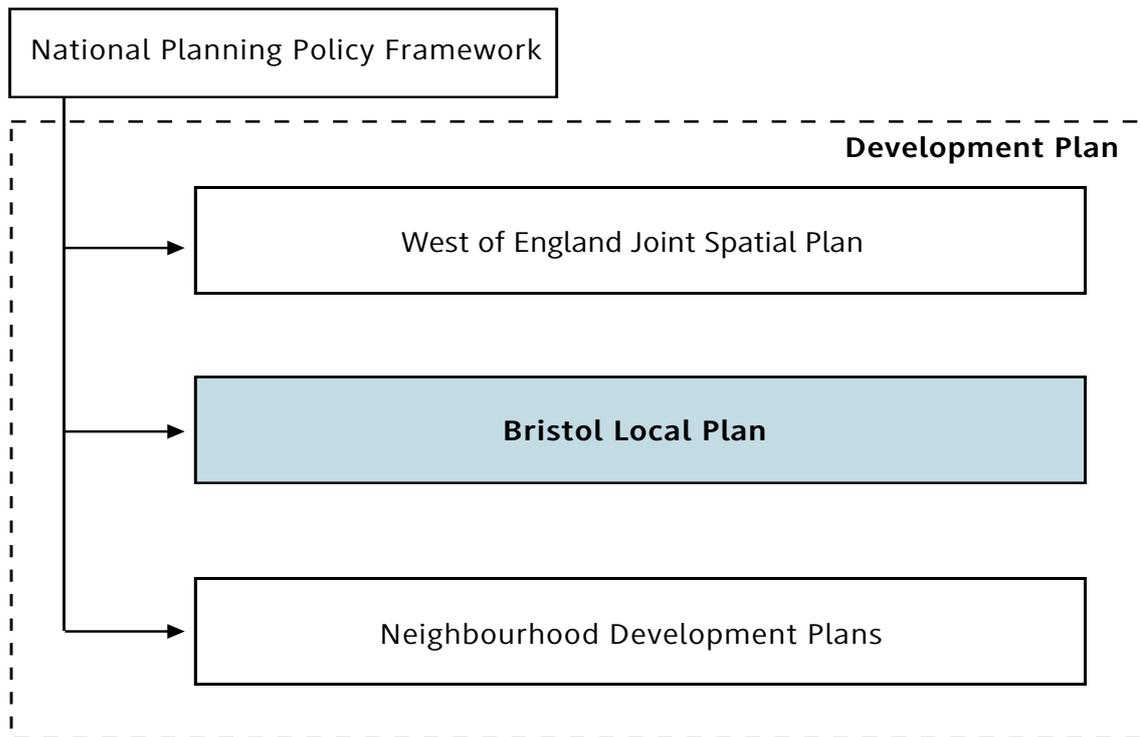


Fig. 2: Structure of the development plan

## How to use this document

- 1.11** This is an early stage of community engagement and consultation about the rewrite of the local plan, and as such this document is not a draft plan with detailed policies or site allocations.
- 1.12** Instead, this document contains **proposals** for how the current local plan will be rewritten. Each proposal sets out which policy or part of the spatial strategy the council is proposing to change, and describes the changes the council is suggesting should be made. The proposals should be read alongside the current adopted local plan policies, which are not reproduced in full here.
- 1.13** Detailed draft policies will be consulted upon at a later date, based on the results of this consultation. We will also be seeking your views on site-specific matters such as open space, industrial land and site allocations for development in further consultations. The next stage of community involvement and consultation is planned to start in October 2018.

## How can I comment?

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## What will happen to my comments?

- 1.14 Responses will help to shape the detailed policies and site proposals following this consultation. The responses and a summary of the issues that they raise will be published on the Local Plan Review web site.

Making an effective and inclusive local plan for the city depends on the views and engagement of everyone who may be affected by planning decisions and the development of the city. Your comments make a difference – we hope you will be able to respond.

## Next Stages

1.15 The local plan goes through a number of stages of preparation. There will be further community engagement and consultation later this year. After that the council will agree a publication version which will be made available for formal representations. The plan is then submitted for examination by a planning inspector who will report on whether the document meets with legal requirements and is sound in planning terms. Modifications may be made to the plan at that stage. The council will then formally adopt the plan which becomes part of the statutory development plan.

Community involvement and consultation	February to April 2018 October to December 2018
Publication	March 2019
Submit for examination	September 2019
Examination hearings	January 2020
New Local Plan adopted	July 2020

### Assessments to support the local plan review

The local plan review will be supported by assessments which assist in ensuring the policies have taken into account social, economic and environmental issues, addressed the objectives of a fair and inclusive city and considered the impacts on health:

- Sustainability appraisal – a scoping report has been prepared and appraisal reports will be produced at each future stage of plan preparation;
- Habitats assessment will be undertaken if the policies in the local plan review are likely to have significant effects;
- Equality impact assessment – a systematic approach to consider the implications for all members of the community;
- Health impact assessment – an assessment with a targeted focus on the health implications of the local plan.

## 2. Vision – how will the city develop?

- 2.1 The local plan review is about setting a direction which helps deliver our development needs today and shapes the city to meet the needs of the future – a city of hope and aspiration where everyone shares in its success.
- 2.2 The vision is for Bristol is of a diverse and inclusive city where the success is shared and where inequality and deprivation have been substantially addressed. The delivery of new and affordable homes through urban living will enable housing needs to be met and help to secure the development of mass transit systems which deliver sustainable, connected communities. A city with a high quality, healthy environment, with attractive open spaces, clean air, vibrant and inclusive sports and cultural facilities, cherished heritage and communities engaged in the development of their city.

<b>By 2020 the new local plan will be in place ...</b>	... 2,000 homes a year will be being built across the city. At least 800 of those homes will be affordable – that means council housing, housing association homes and other forms of tenure which put homes in reach of people who can't access market housing. Regeneration and development will be happening across the city.
<b>By 2025...</b>	... a further 10,000 new and affordable homes will have been built and the city will be reaching a population of 500,000 people within a growing West of England. New developments and transport schemes will be underway across the city and new communities will becoming established. Bristol will be half way to achieving its carbon reduction target.
<b>By 2035...</b>	... at least 33,500 new homes, served by new transport services, will have been completed across the city since the plan review started. New communities will have been created at Hengrove Park, Brislington and at Bristol's Western Harbour. Urban living approaches will have seen other areas sustainably transformed with new homes. Bristol will be a resilient city able to respond to the challenges looking ahead to the middle of the 21st century.
<b>Looking ahead to 2050...</b>	A city of 550,000+ people in inclusive communities, served by a mass transit network which connects neighbourhoods in Bristol and the wider region. The city will have world class digital connectivity and will be taking the lead in the technological innovations of that time.

### 3. Strategy - meeting housing needs through urban living

3.0.1 The local plan sets out the approach to the development of the city over the plan period and lays the groundwork for future decades.

3.0.2 This rewrite of the local plan will take the city's development forward by:

- Setting out an approach to inclusive growth and development, addressing the needs of everyone in all parts of the city;
- Enabling of delivery of at least new 33,500 homes in Bristol by 2036 including affordable housing and homes to meet a range of needs;
- Aiming to exceed our housing target where new infrastructure can unlock additional potential;
- Promoting urban living across the city – building more densely and higher so that we deliver the most efficient use of land, bring forward brownfield land and welcome developments that reflect Bristol's urban character.

Urban living is all about the creation of compact, characterful urban areas where people can live, work and socialise, relying on sustainable transport. See section 4.2 which explains the approach.

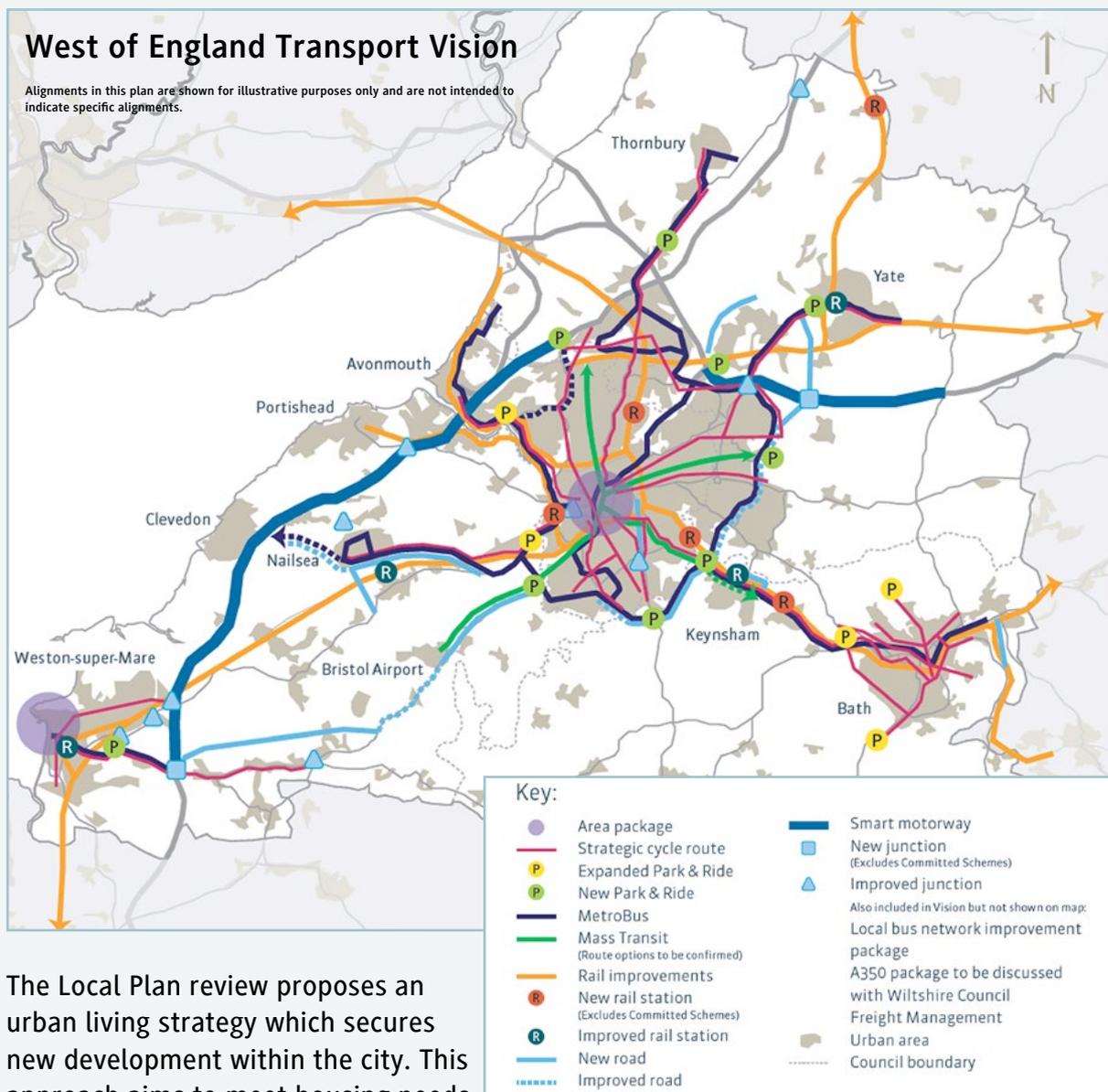
3.0.3 The proposed development strategy aims to meet the needs of our growing population through securing new and affordable homes within Bristol. By doing this we can help to promote the development of a mass transit system, stimulate business activity which comes from a growing population and support the continued viability and growth of local services and facilities.

## Transport

The planning and transport approach to the city is coordinated; the Bristol Local Plan and the Joint Local Transport Plan will serve as complementary documents to deliver the linked objectives.

The West of England Councils have produced a Joint Transport Study (JTS) with the purpose of providing a clear direction for the long-term development of the transport system in the West of England to 2036 and beyond. The study addresses the combined impact of current challenges on the network as well as growth from committed development in Local Plans and additional longer term growth up to 2036.

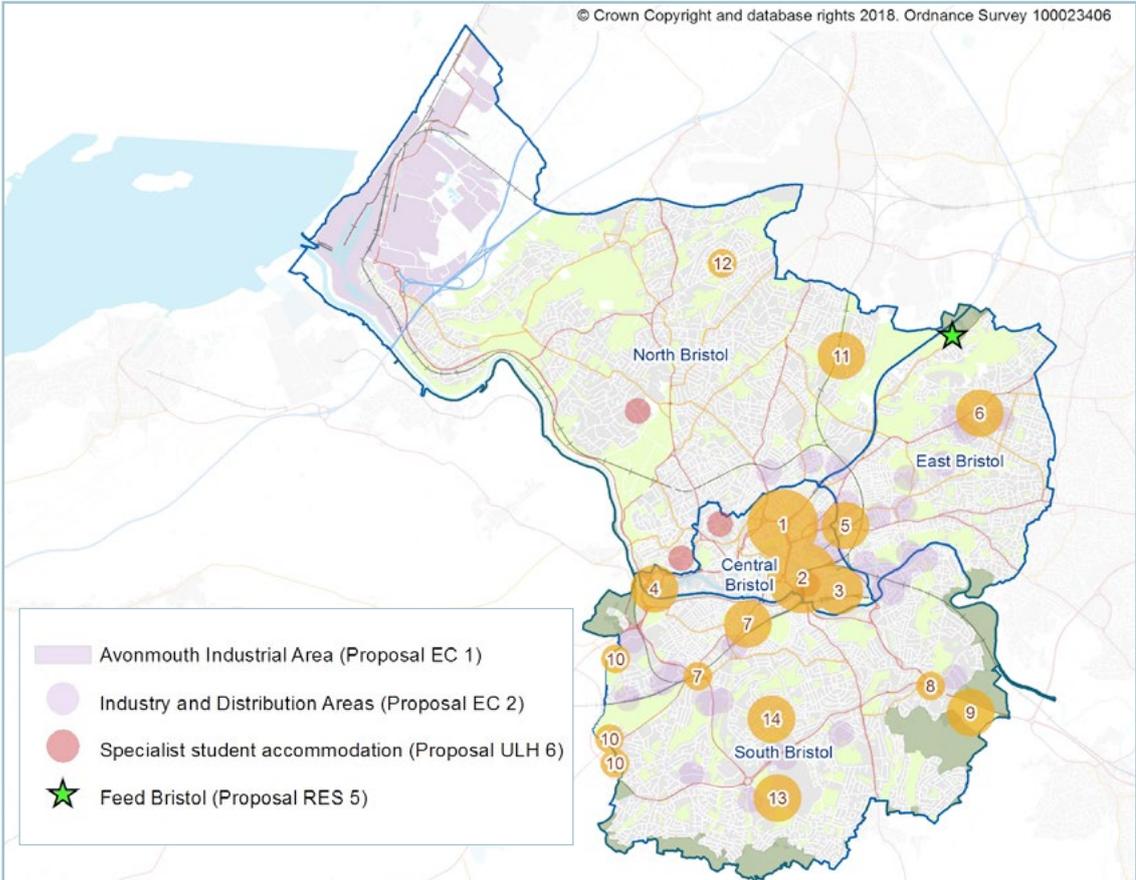
The next stage will be to take account of the JTS Vision and recommendations in the update of the Joint Local Transport Plan, which will be the subject of public consultation later this year.



The Local Plan review proposes an urban living strategy which secures new development within the city. This approach aims to meet housing needs and helps to support the successful delivery of urban area transport packages. The Local Plan will also include policies to address the transport impacts of new development and safeguard land that may be needed to deliver new transport improvements.

3.0.4 The development strategy sets out a direction for each part of the city and identifies specific locations of focus for change and development. It looks at the delivery of our existing strategy and the new areas of focus. The approach is set out below by looking at four broad areas of the city: Central Bristol, East Bristol, South Bristol and North Bristol.

**Development Strategy Diagram**



Themes	
Inclusive growth and development Delivery of 33,500+ homes Urban living across the city	Economy and employment Health and wellbeing Resilience
Locations	
<p><b>Central Bristol – 13,500 homes</b></p> <ul style="list-style-type: none"> <li>1. Bristol City Centre (Proposal CDS 1)</li> <li>2. Bristol Temple Quarter (Proposal CDS 2)</li> <li>3. St Philip’s Marsh (Proposal CDS 3)</li> <li>4. Western Harbour (Proposal CDS 4)</li> </ul>	<p><b>South Bristol – 11,000 homes</b></p> <ul style="list-style-type: none"> <li>7. Central Bedminster and Parson Street (Proposal CDS 7).</li> <li>8. Brislington (Proposal CDS 8)</li> <li>9. Bath Road (Proposal CDS 9)</li> <li>10. South West Bristol (Proposal CDS 10)</li> <li>13. Hengrove Park and Hartcliffe campus</li> <li>14. Knowle West</li> </ul>
<p><b>East Bristol – 5,000 homes</b></p> <ul style="list-style-type: none"> <li>5. Lawrence Hill (Proposal CDS 5)</li> <li>6. Central Fishponds (Proposal CDS 6)</li> </ul>	<p><b>North Bristol – 6,000 homes</b></p> <ul style="list-style-type: none"> <li>11. Lockleaze (Proposal CDS 11)</li> <li>12. Southmead (Proposal CDS 12)</li> </ul>

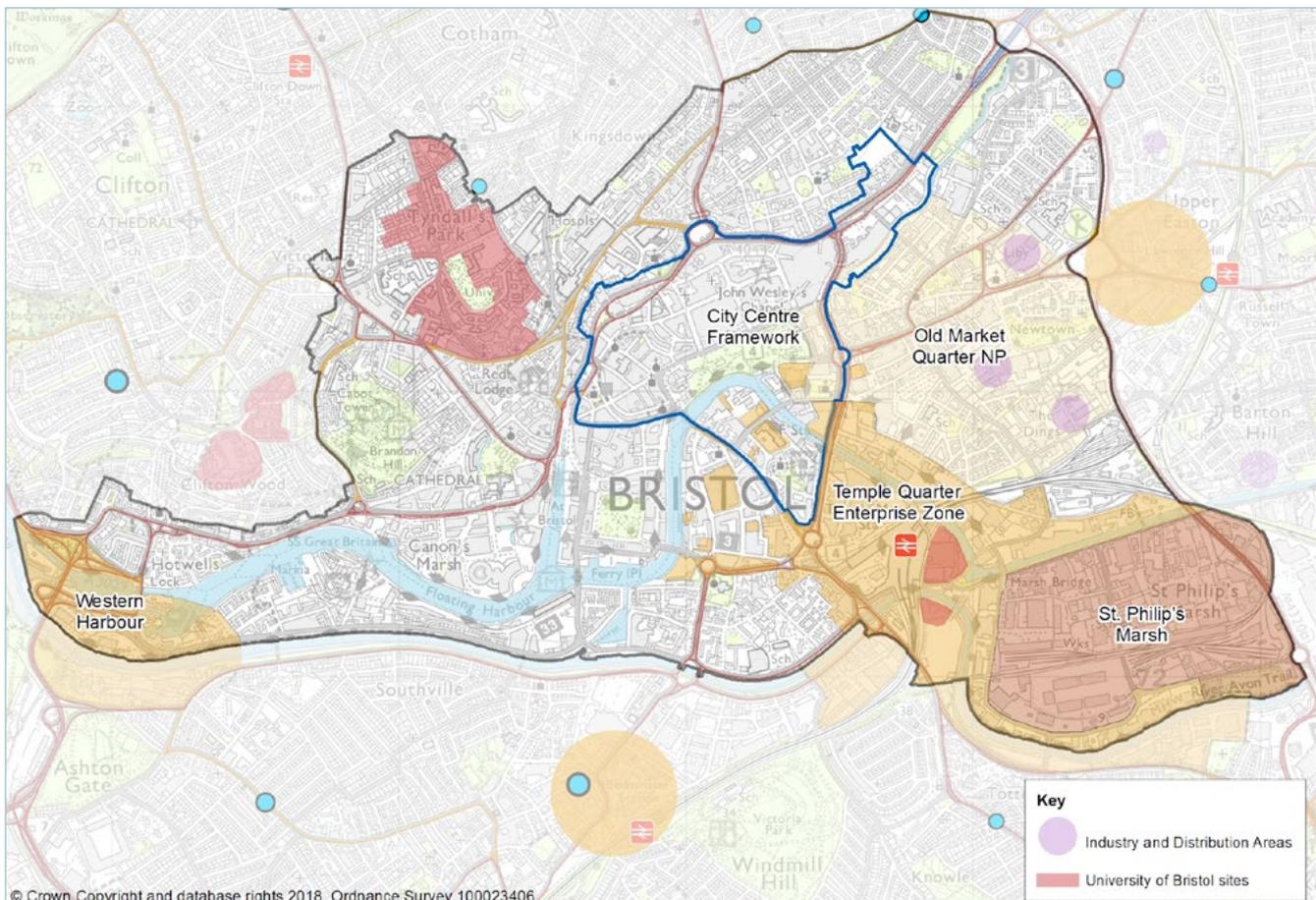
## 3.1 Central Bristol

**3.1.1** Bristol City Centre's role as a regional focus will continue to be promoted and strengthened. More efficient use of land and a greater mix of uses will be encouraged throughout the area, creating a diverse, vibrant place to live, work, shop and visit that is welcoming to all.

**3.1.2** Under the present spatial strategy:

- Sustained redevelopment and renewal has been achieved in the Nelson Street, Harbourside and Redcliffe areas;
- A neighbourhood development plan has been completed for Old Market Quarter reflecting community aspirations;
- The MetroBus project has delivered improvements to Bristol City Centre; and
- A spatial framework has been completed for Temple Quarter and work has started on a series of major regeneration projects.

The new strategy builds on these initiatives and brings forward new proposals for the Western Harbour and extends the approach to Bristol Temple Quarter. Strategic flood defences are being planned to protect existing development and further support mixed-use regeneration in Bristol City Centre and St Philip's Marsh.



Central Bristol has scope for around **13,500 new homes** within the plan period, with the potential for further development beyond 2036. The provision of new homes will be balanced with the wider role of the city centre as a vibrant mixed-use area and the city's historic heart.

## Bristol City Centre - Focus for new homes in a vibrant mixed use area

3.1.3 The city centre is Bristol's cultural and economic heart, and the diversity of activities within it plays a critical role in Bristol's prosperity and identity. New homes will be delivered in such a way that cultural, tourist, leisure and other facilities and services, including those of a small scale, which contribute to the diversity, inclusivity and vitality of the city centre can continue to flourish.

### Proposal CDS 1 – Bristol City Centre

Bristol City Centre will continue to be a focus for urban living with the potential for thousands of new and affordable homes to be developed alongside thriving commercial and cultural uses.

Tall buildings in the right setting and of the right design will be appropriate in the city centre as part of the overall approach to development.

3.1.4 The present local plan identifies a number of places<sup>1</sup> in the city centre which will be a focus for regeneration within the plan period. The new local plan will continue this approach, updating it to reflect the latest opportunities arising within the central area.

3.1.5 A new framework will bring together development opportunities to coordinate regeneration of the heart of the city centre focused on Broadmead, Old City, the Castle Park area and north Redcliffe. The key sites in this location include sites at:

- Bristol Shopping Quarter (Policy BCAP36)
- High Street, Wine Street and Castle Park (Policy BCAP37)
- Nelson Street and Lewins Mead (Policy BCAP38)
- Newfoundland Way (Policy BCAP39)
- Dove Lane (Policy BCAP SA5)

<sup>1</sup>Bristol Central Area Plan Policies BCAP35-40.

3.1.6 The figure below shows the proposed framework area.



*The existing local plan site allocations at Lower Castle Street and the Castle Park Depot (KS06 and KS07) are proposed to be updated as part of this review in order to ensure the most efficient use of land. Details will be included in a further consultation later this year.*

3.1.7 The following existing local plan policies will continue to apply and will help to ensure that a good balance is achieved between delivering new homes and maintaining the diversity and vitality of the city centre as a vibrant mixed use area:

- **BCS8** and **BCAP6-8** seek to maintain a supply of employment floorspace in central Bristol, including protection for maritime industries around the Floating Harbour.
- **BCAP9** seeks to retain existing cultural, tourist and water-based recreation facilities or ensure that they are replaced in a suitable alternative location.
- **BCAP13-19** and **DM10** seek to maintain a vibrant retail and leisure offer and a balanced evening economy.
- **BCS23** and **DM33-35** ensure that new development will not cause or be adversely affected by pollution, including noise pollution. This includes the provision that in areas of existing noise, new development sensitive to the effects of that noise is unlikely to be permitted where the presence of that sensitive development could threaten the ongoing viability of existing uses that are considered desirable for reasons of economic or wider social need.

- **BCS21, DM26-30, BCAP1 and BCAP30-34** seek mixed use development and quality urban design that relate to context. This includes the provision of active ground floor uses in appropriate locations to help create a vibrant public realm.
- **BCS22 and DM31** ensure that the rich and varied historic environment is taken into account, supporting the value it adds to regeneration, the role as a major draw in attracting businesses and visitors to the city and the stimulus it offers for local economic growth.

#### Agents of change – safeguarding our music and cultural venues

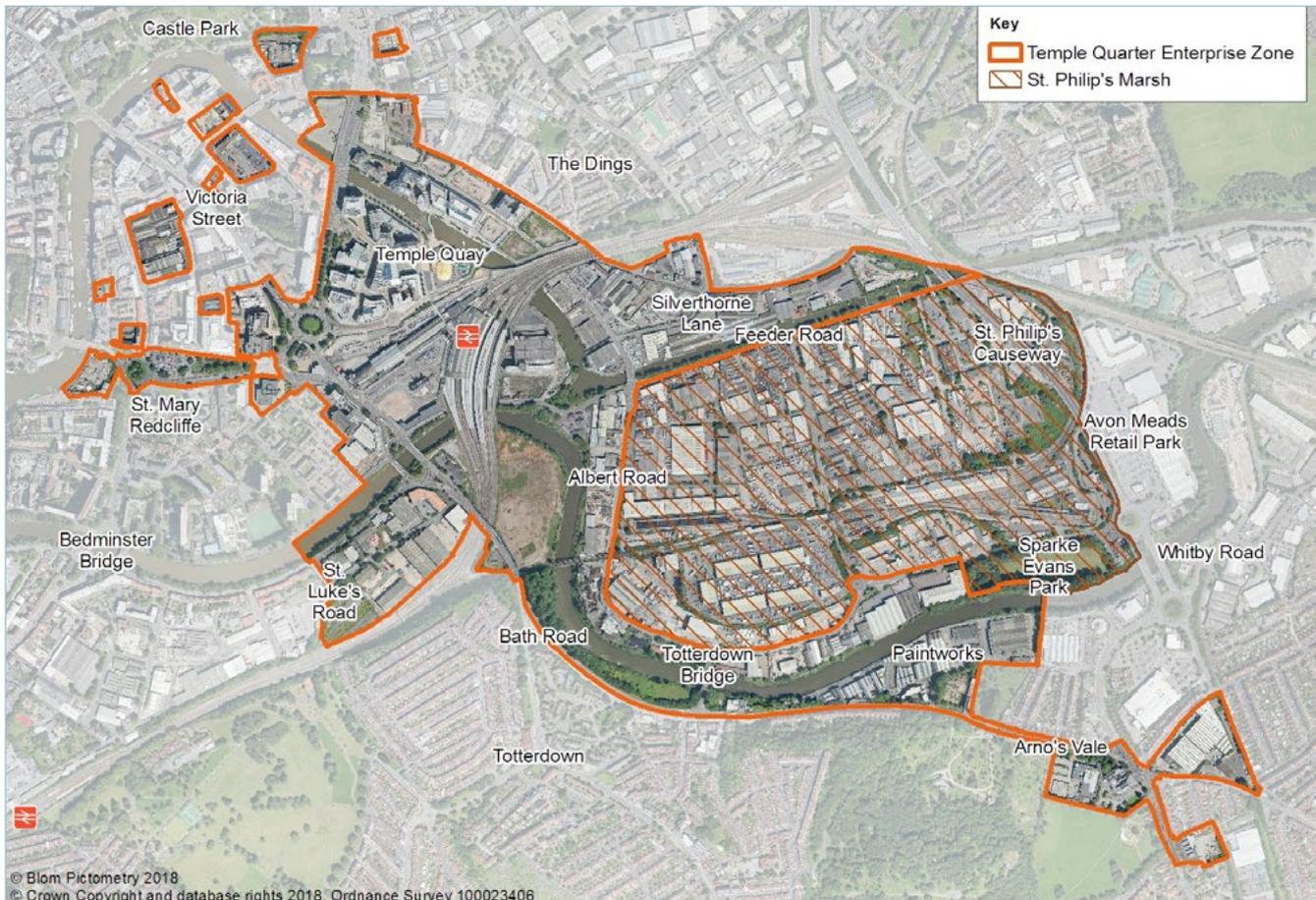
Providing new homes, particularly in the city centre, must not put at risk the survival of uses such as music venues, clubs and existing industries which are vital to the city's cultural diversity, the night-time economy and its economic success.

That's why the local plan places the responsibility for addressing the impact of noise firmly on the new development – this is known as the 'agent of change' principle. This means that where new developments are proposed close to existing noise-generating uses, such as music venues, developments will be designed in a way which protects the new occupiers from noise impacts so that the existing use is not threatened.

Local plan policies **BCS23, DM33 and DM35** will continue to be used to safeguard the on-going viability of music venues, clubs and industries which may be vulnerable to noise sensitive developments. The local plan review will stress the importance of this issue and provide more detail on how venues will be protected.

### Bristol Temple Quarter and St Philip's Marsh

- 3.1.8 Temple Quarter will play a key part in growing Bristol as a more fair and equitable city that can benefit all communities.
- 3.1.9 The aim is to create a sustainable and flourishing new urban quarter for Bristol: a place that is welcoming to all – a place to live, work, enjoy leisure time and build on Bristol's strengths as a world class city. Hundreds of new homes will be developed as part of this mixed used quarter.
- 3.1.10 Station redevelopment plans will see Temple Meads become a modern integrated regional transport hub. This will include opening up a public street through the station complex which will greatly enhance the connectivity of Temple Quarter. This improved connectivity means a new approach to development and renewal beyond the station area into a better connected St Philip's Marsh can be brought forward.
- 3.1.11 The University of Bristol is proposing to develop a new campus adjacent to the station offering a new world class learning and development facility and building on Bristol's reputation as a leading digital city.



### Proposal CDS 2: Extended Bristol Temple Quarter Enterprise Zone

Bristol Temple Quarter is being developed for a wide range of uses in a new city quarter. This will include new and affordable homes, offices and flexible workspaces, education, leisure and complementary retail development.

Temple Meads Station will be redeveloped as a modern transport interchange and a welcoming arrival point to the city.

The Temple Quarter approach will be extended into the St Philip's Marsh riverfront and adjoining parts of Bedminster and Redcliffe which form part of the extended Enterprise Zone.

- 3.1.12 A spatial framework has been published that provides planning and design guidance for the area. New guidance will be prepared to set out the development approach to the extended Temple Quarter.
- 3.1.13 The extended Temple Quarter will be complemented by a new approach to the adjacent part of St Philip's Marsh – see Proposal CDS 3.

*The current Policy BCAP35 will be updated to cover the extended Temple Quarter area and to set out the proposals above.*

## St Philip's Marsh

- 3.1.14 This large area in the heart of the city continues to be in active industrial and warehousing use and also contains electricity supply and railway infrastructure. The area supports numerous businesses and is a location for around 3,500 jobs.
- 3.1.15 The area adjoins Bristol Temple Quarter and includes waterfront locations along the Feeder Canal. Its location means that it is well placed to accommodate more intensive forms of development and a mix of uses as part of regeneration.

### Proposal CDS 3: St. Philip's Marsh

Designate St Philip's Marsh as an area of redevelopment and change. The approach would allow for development for new uses and could include mixed uses, including new homes. Development will ensure that the total of number of jobs in the area will be increased.

Higher intensity employment uses including offices/flexible work space will be supported where these are targeted to provide for start-up business and small to medium sized enterprises, and for businesses needing a location close to the city centre.

- 3.1.16 This approach is intended to support and complement the adjoining Bristol Temple Quarter and will benefit from the planned improvement to accessibility at Temple Meads Station.
- 3.1.17 Planned flood defences will ensure that flood risks in the area are mitigated. Development will be expected to accord with policies for flood risk and with any on-site requirements for ensuring that flood defences are delivered and retained. The greenway along the River Avon frontage will be improved and enhanced.
- 3.1.18 Part of the area along Albert Road beside the River Avon is within the extended Bristol Temple Quarter Enterprise Zone. For the approach to Bristol Temple Quarter see Proposal CDS 2.

## Western Harbour – Development at Cumberland Basin

- 3.1.19 The present local plan identifies Cumberland Basin as a city centre gateway for improvement and the Bristol Central Area Plan identified development potential in this area. Within the plan period, ambitious proposed improvements to the Cumberland Basin will be produced for extending the western harbour as a residential area and bringing more affordable housing to the western harbour.



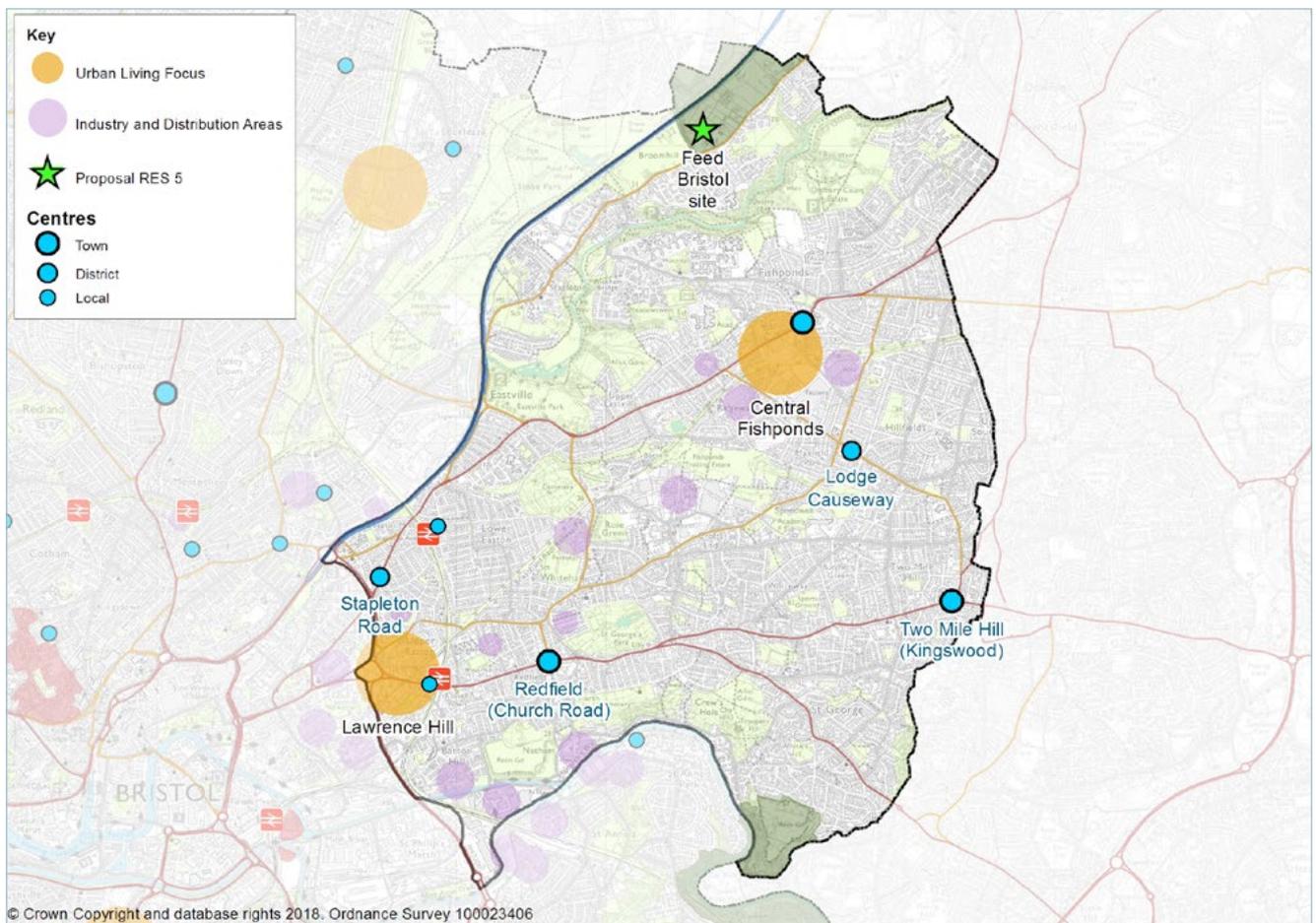
### Proposal CDS 4: Delivery of an enhanced gateway and new city quarter at the Western Harbour

The replacement of the present network of aging and outdated roads and bridges and their replacement with a simpler new system will unlock additional development potential around Cumberland Basin. The development of new homes will be expected to deliver affordable housing and be supported by a complementary mix of uses, services and infrastructure. Any development will be expected to make efficient use of land and will have regard to the area's important heritage assets.

- 3.1.20 The present Cumberland Basin road system was constructed in the 1960s. As the infrastructure gets older and becomes more costly to maintain than it would be to replace, there is an opportunity to remodel the road system in a way that enables the more efficient use of land and the development of a new city quarter.
- 3.1.21 Cumberland Basin is a prominent location with open spaces and significant heritage assets and has a key role in enabling important views to and from the Avon Gorge and Clifton Suspension Bridge. Development in the area will take account of these important characteristics. The maritime industry area at the historic Underfall Yard will continue to be retained and enhanced for those uses (Bristol Central Area Plan Policy BCAP8).
- 3.1.22 The potential for new development in the Cumberland Basin area also extends across the River Avon New Cut, which could enable enhanced pedestrian and cycle access to the south.

### 3.2 East Bristol

- 3.2.1 East Bristol will continue to be a location for urban living. New homes will be provided through sensitive infill, conversion of buildings and the redevelopment of underused sites throughout the area.
- 3.2.2 A key characteristic of East Bristol is strong arterial routes such as Stapleton Road, Church Road and Two Mile Hill Road that extend from central Bristol towards Kingswood. These arterial routes and their related centres present particular opportunities for urban living. Specific opportunities for these forms of development will be identified for comment in the next stage of community engagement later this year.
- 3.2.3 The present local plan strategy identifies Inner East Bristol as a regeneration area in which mixed-use development will be encouraged and where opportunities will be taken to reduce the separation of communities caused by major roads and other physical barriers in the area. This approach will now be extended throughout east Bristol, including a focus for urban living at both Lawrence Hill and Fishponds.
- 3.2.4 The approach to development complements the strategy for the adjacent Central Bristol.



East Bristol has the potential for around 5,000 new homes.

## Lawrence Hill - Focus for new homes and regeneration

- 3.2.5 Lawrence Hill is an existing community in a location served by strategic cycling and public transport routes including a railway station. The community also benefits from a local centre with some shopping and service provision. Larger centres nearby, including Redfield (Church Road) and Stapleton Road, provide an additional range of shops and local facilities serving the Lawrence Hill area. Lawrence Hill is also well-placed for employment opportunities in Bristol City Centre and Bristol Temple Quarter.
- 3.2.6 The major infrastructure and large industrial and warehousing sites in the area constrain connectivity across the area. Regeneration in Lawrence Hill has the potential to better connect Lawrence Hill's centres and facilities to the benefit of both existing and future residents.
- 3.2.7 There are a number of sites in Lawrence Hill that are underused or where industrial and warehousing uses no longer predominate. The redevelopment of these sites for a wider range of potential uses as they become available, combined with careful infill development around the area's existing housing estates, could present significant opportunities for new and affordable homes. The possibility of reconfiguring the large roundabout to enhance these connections and release additional development land will also be explored within the plan period.
- 3.2.8 Development of an urban scale and form, reflecting Lawrence Hill's location and character, would help to support local shops and public transport services and reduce the need to travel for people working in nearby Bristol City Centre and Temple Quarter.



## Proposal CDS 5: Lawrence Hill

Lawrence Hill will be a focus for urban living which may have the potential for around 2,500 new homes, including affordable homes.

Delivering the potential for new homes would include the redevelopment of existing industrial and warehousing land, infill development around existing housing and potential reconfiguration of the roundabout. An emphasis will be placed on stronger pedestrian and cycle links to nearby centres and facilities and an improved environment on existing roads.

Tall buildings in the right setting and of the right design may be appropriate in this area as part of the overall approach to development.

## Central Fishponds – Focus for new homes

**3.2.9** A vibrant town centre about 3 miles from Bristol City Centre, central Fishponds is connected to surrounding areas by strategic public transport and cycling routes. The wider area has seen significant residential development in recent years including the conversion of the Beacon Tower to new homes and the redevelopment of the former St. Matthias' College.

**3.2.10** A decline in the need for some local industrial and warehousing land has presented a significant opportunity for the development of new homes in and around the town centre. Underused sites around Fishponds Road at the western end of the town centre present further opportunities.

**3.2.11** The scale of development opportunities still available in the area present the potential to consider higher density forms of development that would help to support continued investment in the town centre and local public transport services. Through redevelopment there is also potential to better connect Fishponds town centre to the surrounding area.



### Proposal CDS 6: Central Fishponds

Central Fishponds will be a focus for urban living. Through a combination of existing allocated sites and new development opportunities, there may be the potential for around 1,400 new homes, including affordable homes.

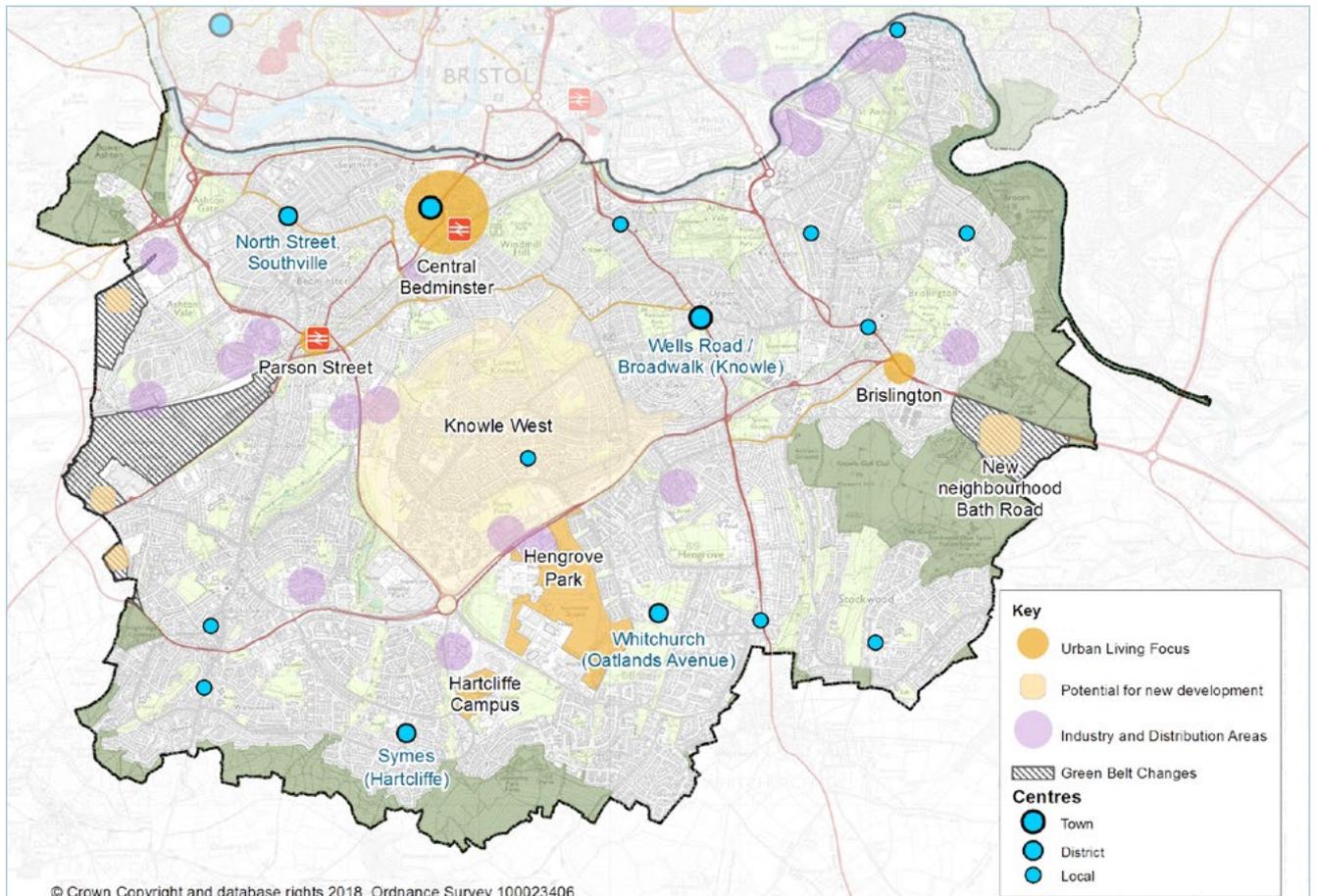
Development will be of a scale and density in keeping with a town centre location. The layout and land uses will reinforce the town centre as the heart of the community and improve connections between Fishponds town centre and the Lodge Causeway area to the south.

Tall buildings in the right setting and of the right design may be appropriate in this area as part of the overall approach to development.

**3.2.12** The approach to development in the area would be in accordance with the urban living proposals in this local plan review and steered by new guidance – Urban Living - Making Successful Places at Higher Densities (see Proposals ULH 3-5).

### 3.3 South Bristol

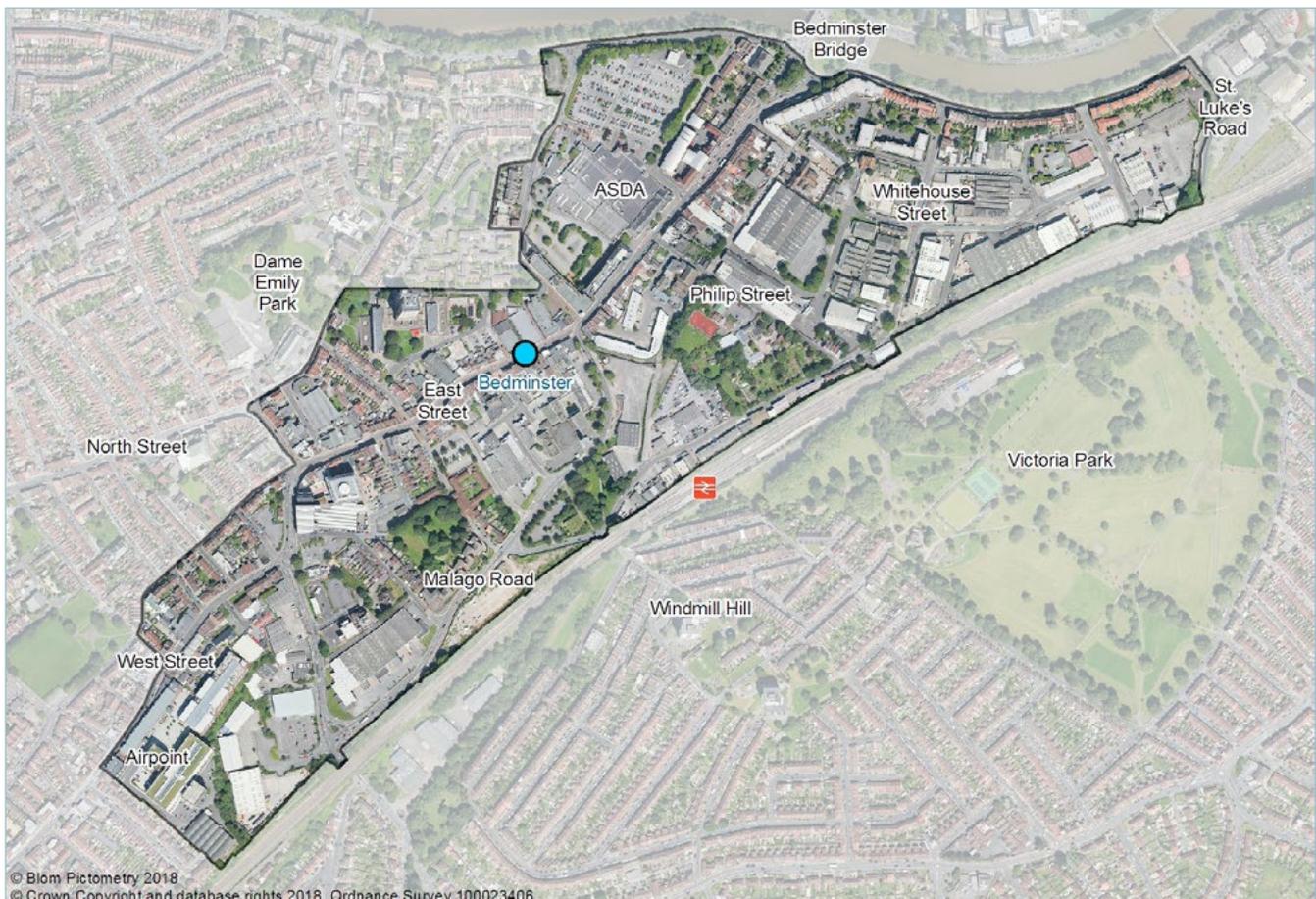
- 3.3.1 The present local plan strategy identifies South Bristol as a priority focus for development and comprehensive regeneration, including new homes, workspace and supporting infrastructure, with major regeneration particularly focused on the area at Knowle West and at Hengrove Park, Hartcliffe Campus and Whitchurch Park.
- 3.3.2 South Bristol has seen significant investment in infrastructure including:
  - Completion of the South Bristol Community Hospital, Leisure Centre and South Bristol Skills Academy at Hengrove Park;
  - Completion of the Filwood Green Business Park, providing new workspace for south Bristol;
  - Completion of the South Bristol link road, connecting Hengrove Way with the A38 and A370 at southwest Bristol; and
  - Development of the MetroBus route between the north fringe and Hengrove.
- 3.3.3 South Bristol will remain a priority focus for development and regeneration under the new spatial strategy. Existing infrastructure priorities that have not yet been delivered will carry forward into the revised local plan, with the addition of new areas of focus for the delivery of new homes.



South Bristol has the scope for around 11,000 new homes.

## Central Bedminster - Focus for new homes

- 3.3.4 Bedminster includes a mix of terraced housing and employment land with a large town centre focused on East Street. The area is served by strategic public transport routes, including the proposed MetroBus network and Bedminster railway station. The area is also served by Windmill Hill City Farm, which offers opportunities and services to the local community and wider area.
- 3.3.5 The presence of underused land to the east of the town centre and the area's location close to Bristol City Centre and Bristol Temple Quarter creates the potential for central Bedminster to become a focus for urban living.
- 3.3.6 There are a number of sites where industrial and warehousing uses no longer predominate or where it may be beneficial for a wider range of uses, including new homes, to be considered. The close proximity of many of these sites to one another suggests a potential focus for development of a more urban scale and form, guided by clear design criteria set out in new guidance – Urban Living - Making Successful Places at Higher Densities (see Proposals ULH 3-5).
- 3.3.7 To the southwest of the town centre, and also served by strategic public transport routes, is a smaller cluster of development opportunities focused around Parson Street Station. At present, the form of existing development is generally at a low density and the public realm is dominated by traffic. There is an opportunity to capitalise on the accessible location through the redevelopment of key sites around Bedminster Down Road, West Street and Winterstoke Road to deliver new homes. In conjunction with measures to calm or reduce the impact of traffic through the area this could do much to regenerate the area.



### Proposal CDS 7: Central Bedminster and Parson Street

Central Bedminster and Parson Street will be a focus for urban living which may have the potential for around 2,200 new homes, including affordable homes.

Tall buildings in the right setting and of the right design may be appropriate in these areas as part of the overall approach to development.

- 3.3.8 This will include the redevelopment of some industrial and warehousing land in the Whitehouse Lane area, improvements to connections between East Street, Dalby Avenue and Bedminster Station and an improved environment around Parson Street Station.

### Brislington - Focus for urban living

- 3.3.9 There may be an opportunity for a focus for urban living along parts of the Bath Road corridor where existing development allocations are located alongside areas of under used land with potential for development of new homes and an improved urban form.



### Proposal CDS 8: Brislington

Further opportunities for new homes may be realised through the redevelopment of vacant or underused industrial and warehousing land around the A4 Bath Road. Opportunities will also be explored to secure the redevelopment of underused land in the central Brislington area.

Development in these areas may have the potential for development of around 350 new and affordable homes.

- 3.3.10 The area includes the existing development site allocation at Flowers Hill (Site Allocations and Development Management Policies Local Plan Policy SA1 BSA1203)

### New neighbourhood at Bath Road, Brislington

- 3.3.11 The current local plan indicates land in the Green Belt at South East Bristol that acts as a contingency for meeting future housing needs. The level of housing need in Bristol and the West of England means that it is now appropriate for this contingency to be brought forward through the development of a new neighbourhood.



### Proposal CDS 9: New neighbourhood - Bath Road, Brislington – 750 homes

In accordance with the West of England Joint Spatial Plan which identifies the area as a Strategic Development Location, this area will be developed as a new neighbourhood.

It is proposed that 40% of the new homes should be in the form of affordable housing.

The existing allotments on Bath Road are not proposed for development and will be retained in allotment use. Any development will ensure that there are no adverse impacts on allotment use.

The Green Belt boundary will be amended to facilitate this proposal as shown on the diagram above.

- 3.3.12 The Brislington Park & Ride will be relocated to land near Hicks Gate Roundabout within Bath and North East Somerset in order to facilitate this strategic development location. This proposal for the development of at least 750 new homes will require a small change to the Green Belt boundary as indicated on the diagram above.

3.3.13 The allotments on Bath Road are an important local facility providing opportunities for food growing. The allotments will be retained.

3.3.14 More details of the development of this area will be included in the further local plan community engagement and consultation later this year. Bristol City Council will take into account any representations on the proposal that have been made to the Joint Spatial Plan Publication document (November 2017).

### Hengrove and Knowle West

3.3.15 The present local plan strategy identifies a focus for major regeneration at Knowle West and at Hengrove Park. Major infrastructure that has been delivered in the area under the present strategy includes the South Bristol Link road, South Bristol Community Hospital, South Bristol Skills Academy, Hengrove Park Leisure Centre and Filwood Green Business Park.

#### Hengrove Park, Hartcliffe campus and Whitchurch Park

3.3.16 With the completion of major infrastructure in the area, a new spatial framework is being prepared to guide the delivery of new homes at Hengrove Park and the Hartcliffe campus. The spatial framework will guide the location and broad numbers of new homes, identify key links that are sought across the area and set out priorities for the provision and protection of public open space in the new development.



A neighbourhood plan is being prepared by the community for Hengrove and Whitchurch Park.

## Knowle West

**3.3.17** The Knowle West Regeneration Framework comprises a series of proposed improvements to the area. The overall aims of these proposals are to provide better employment and housing opportunities for local residents, greatly improve the facilities available to the community and improve access to and from Knowle West and the rest of the city.



**3.3.18** Knowle West has a number of sites that have been allocated in the current local plan for development of new homes and mixed uses. These include sites at Filwood Broadway and the Inns Court, Novers Hill and Airport Road areas. Bringing these sites forward for development will continue to be a priority for the local plan.

## Changes to Green Belt at South West Bristol

- 3.3.19** The construction of the new MetroBus route and the South Bristol Link (Colliter's Way) has changed the character of the South West edge of the city. The Green Belt previously provided an uninterrupted connection from the very edge of the built up area into the wider countryside.
- 3.3.20** The new link road and part of the MetroBus system has the effect of separating the area to the east from the rest of the Green Belt. The transport infrastructure acts as a boundary. In order for the Green Belt to serve its purposes it is no longer necessary for it cover all areas to the east of the link road. The boundary can therefore be amended through this plan review.
- 3.3.21** Much of the area proposed to be removed from the Green Belt is important for its prominence in the landscape and for community use. It is proposed these should be retained as undeveloped areas serving the needs of the city. Some parts of the area may be suitable for new development to meet the city's development needs.

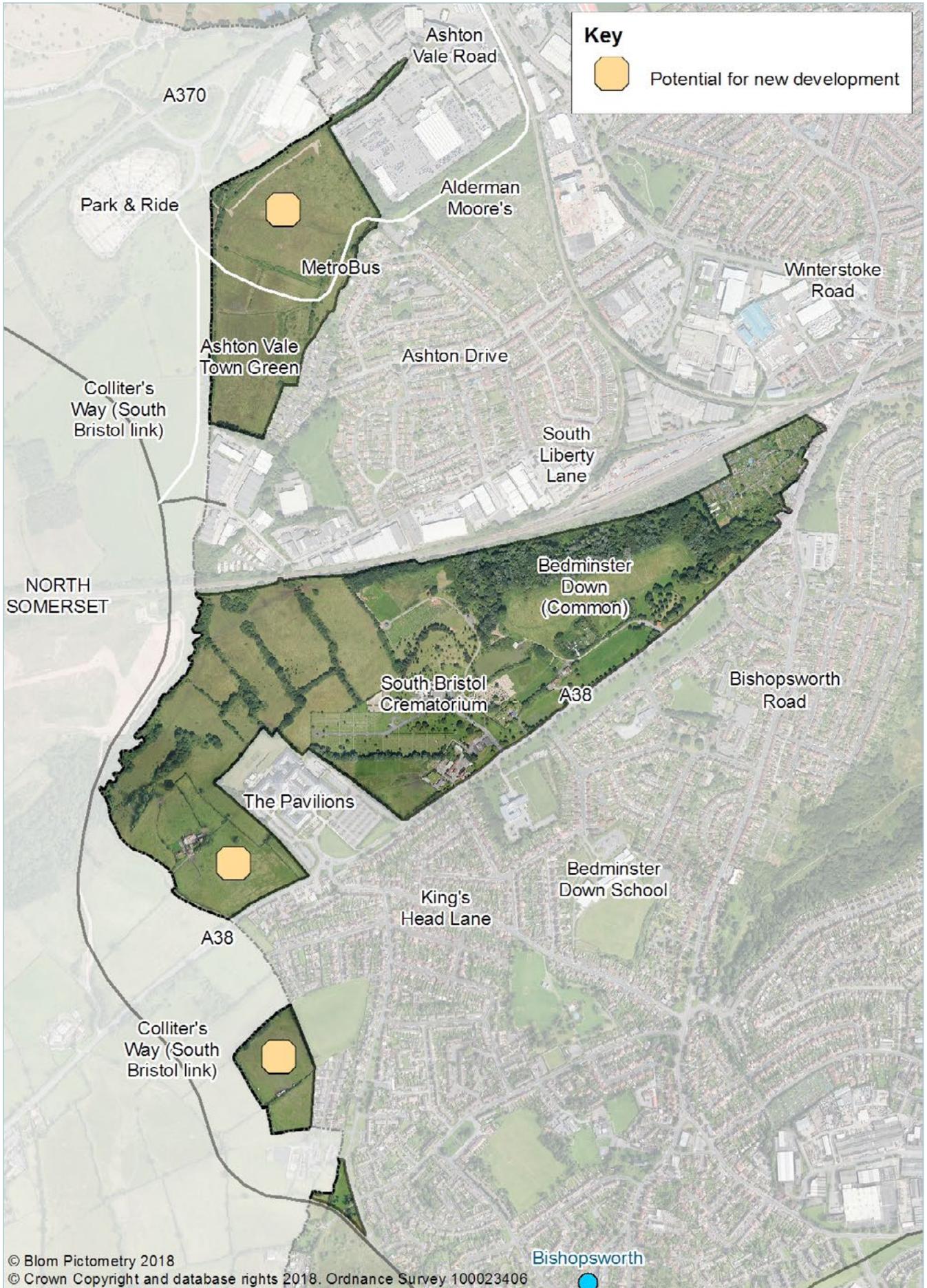
### Proposal CDS 10: Revised Green Belt boundary at south west Bristol

It is proposed to remove land at south west Bristol from the Green Belt as indicated on the diagram. Important open areas will be safeguarded and some potential sites for development will be identified.

To maintain their undeveloped status it is proposed that Ashton Vale town green, Bedminster Down common and its surroundings and Highridge Common are designated as Specially Protected Local Green Space. Existing allotments will be retained in allotment use.

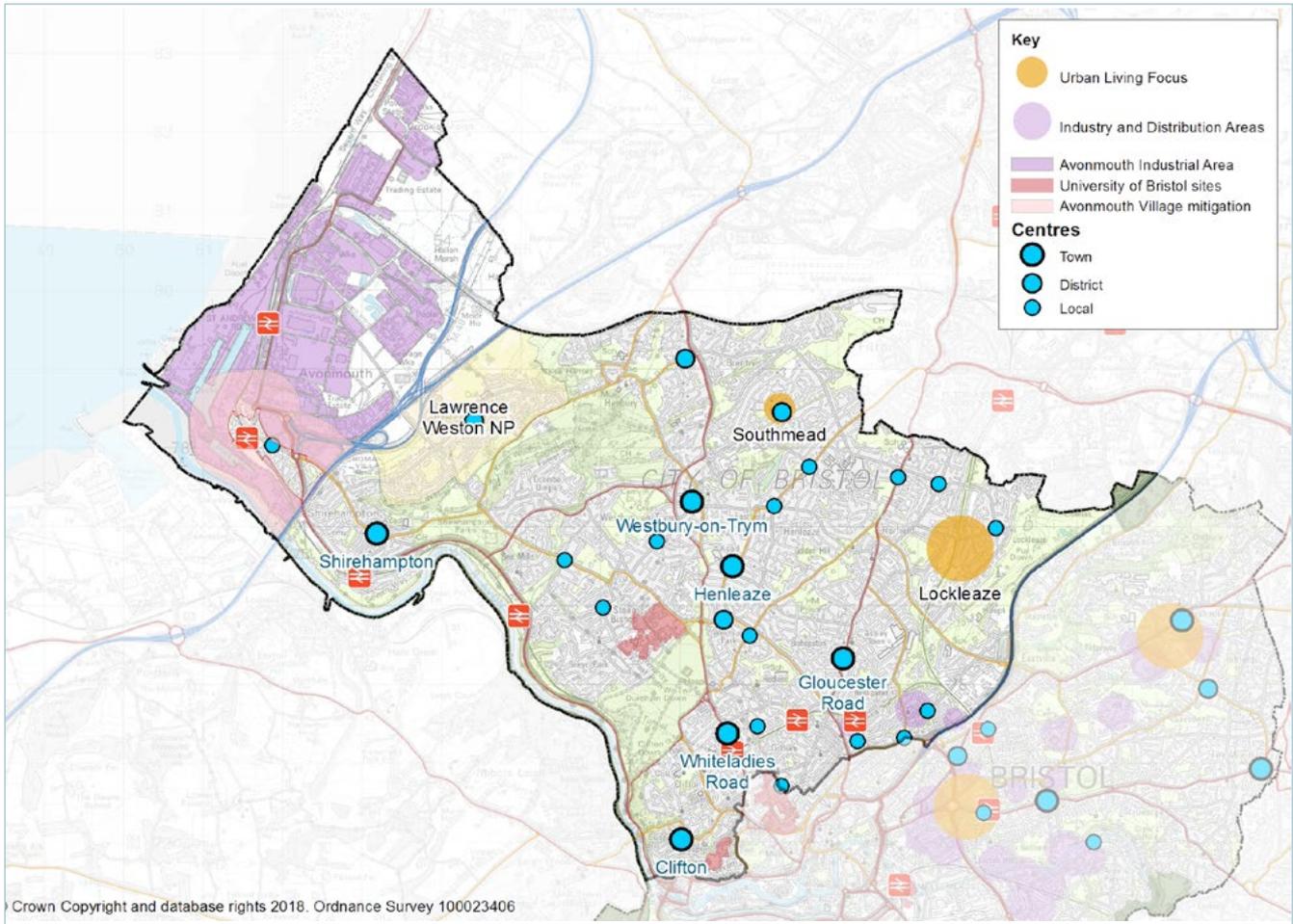
It is proposed that land north of Ashton Vale town green, to the west of The Pavilions and west of Elsbet Drive are considered as potential development locations.

- 3.3.22** More detailed proposals for development allocations and protection of open space will form part of the further community engagement and consultation later this year.



## 3.4 North Bristol

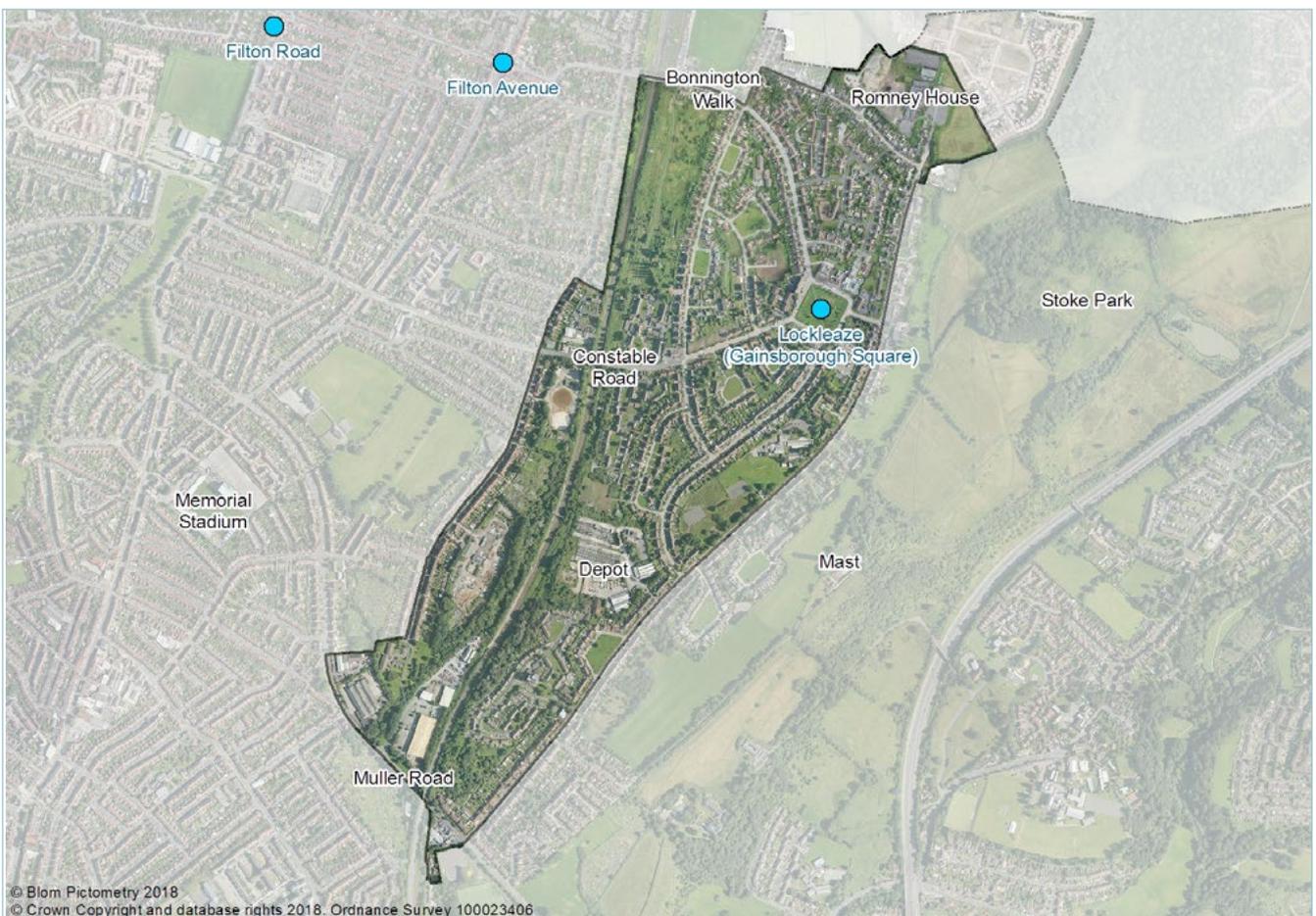
- 3.4.1 North Bristol has a varied character. The inner part of the area, broadly encompassed by Clifton, Bishopston, Henleaze and Sea Mills, is an established residential area with a number of major centres including Clifton Village, Whiteladies Road, Gloucester Road, Henleaze and Westbury-on-Trym. Nearby Shirehampton and Avonmouth Village have their own distinct identities and centres.
- 3.4.2 Under the existing spatial strategy, much of North Bristol was not identified as a focus for major housing development but was expected to see continued delivery of new homes over the plan period. Centres were expected to be a focus for development and provide local services and employment.
- 3.4.3 The outer parts of North Bristol include Lawrence Weston, Henbury, Brentry, Southmead, Lockleaze and the northern parts of Horfield. Although distinct communities, they share some common characteristics. These include areas of low-density family housing with concentrations of single tenure types. The largest concentrations of employment opportunities in the area are focused at Bristol Port and Avonmouth industrial areas, Southmead Hospital and Filton. The Core Strategy identified these areas as the Northern Arc, a regeneration area in which an emphasis would be placed on encouraging higher density and mixed forms of development in the most accessible locations, making more efficient use of underused land and promoting improved access and linkages to neighbouring areas.
- 3.4.4 North West Bristol will continue to be a location for urban living. New homes will be provided through sensitive infill, conversion of buildings and the redevelopment of underused sites throughout the area. Some good examples of urban living have emerged in the area that have made efficient use of land, including the conversion of larger homes into apartments, redevelopment of former commercial sites and sensitive mews-style development in certain locations. Further opportunities exist for these forms of development across the area, particularly in parts of Clifton, Cotham, Westbury-on-Trym, Shirehampton and along the Gloucester Road corridor. Specific opportunities for these forms of development will be identified for comment in the next stage of community engagement and consultation later this year.



North Bristol has the potential for around 6,000 new homes.

## Lockleaze

- 3.4.5 Lockleaze has seen considerable regeneration in recent years including redevelopment and significant public realm improvements in Gainsborough Square and infill development on a number of small sites owned by Bristol City Council.
- 3.4.6 The area's accessibility by public transport and cycling routes is improving and future investment is proposed. Work by the local community has identified a number of existing development opportunities alongside those already allocated in the local plan. There are further opportunities for change in the Muller Road area.
- 3.4.7 The redevelopment of these sites for new homes offers great potential to improve the urban environment in the Lockleaze area and better connect the area to existing communities to the south and west.
- 3.4.8 The existing dwelling density of Lockleaze is low, resulting in a limited population to support the existing centre at Gainsborough Square and public transport services to the rest of Bristol and the north fringe. Well-designed infill development at higher densities would help to support and encourage investment in these existing facilities.



### Proposal CDS 11: Lockleaze

Lockleaze will be a focus for urban living which may have the potential for around 1,200 new homes, including affordable homes.

## Southmead

**3.4.9** The Southmead Development Trust has developed the Southmead Community Plan. The plan identifies housing mix as an issue, noting that there is a shortage of smaller homes in the area for those looking to downsize. The plan aspires for new development to be high quality, safe, healthy and sustainable with a mix of affordable homes (social housing, shared ownership) and private housing. The plan explores potential improvements that could be made to the area through the review of existing community facilities, potentially including the development of a new community building on Greystoke Avenue. Improvements to local parks and open spaces are identified as a priority. Since the publication of the plan, the Southmead Development Trust has also developed a proposal for development at Glencoyne Square.

**3.4.10** In addition to the development proposed by the community for Central Southmead, there are a number of areas of land in and around the local centre at nearby Southmead Road that could be used more efficiently for the delivery of new homes.



### Proposal CDS 12: Central Southmead and Southmead Road – 200 homes

Central Southmead and Southmead Road will be a focus for urban living. There may be potential for around 200 new homes, including affordable homes, with enhanced open spaces and new community facilities.

## Lawrence Weston

**3.4.11** A neighbourhood development plan has been completed by the Lawrence Weston Neighbourhood Planning Group reflecting community aspirations. The plan aims to deliver over 300 new homes including affordable housing and opportunities for self-build. Housing development is supported on a number of sites owned by Bristol City Council. This includes the development at Henacre and development at the former City of Bristol College site.



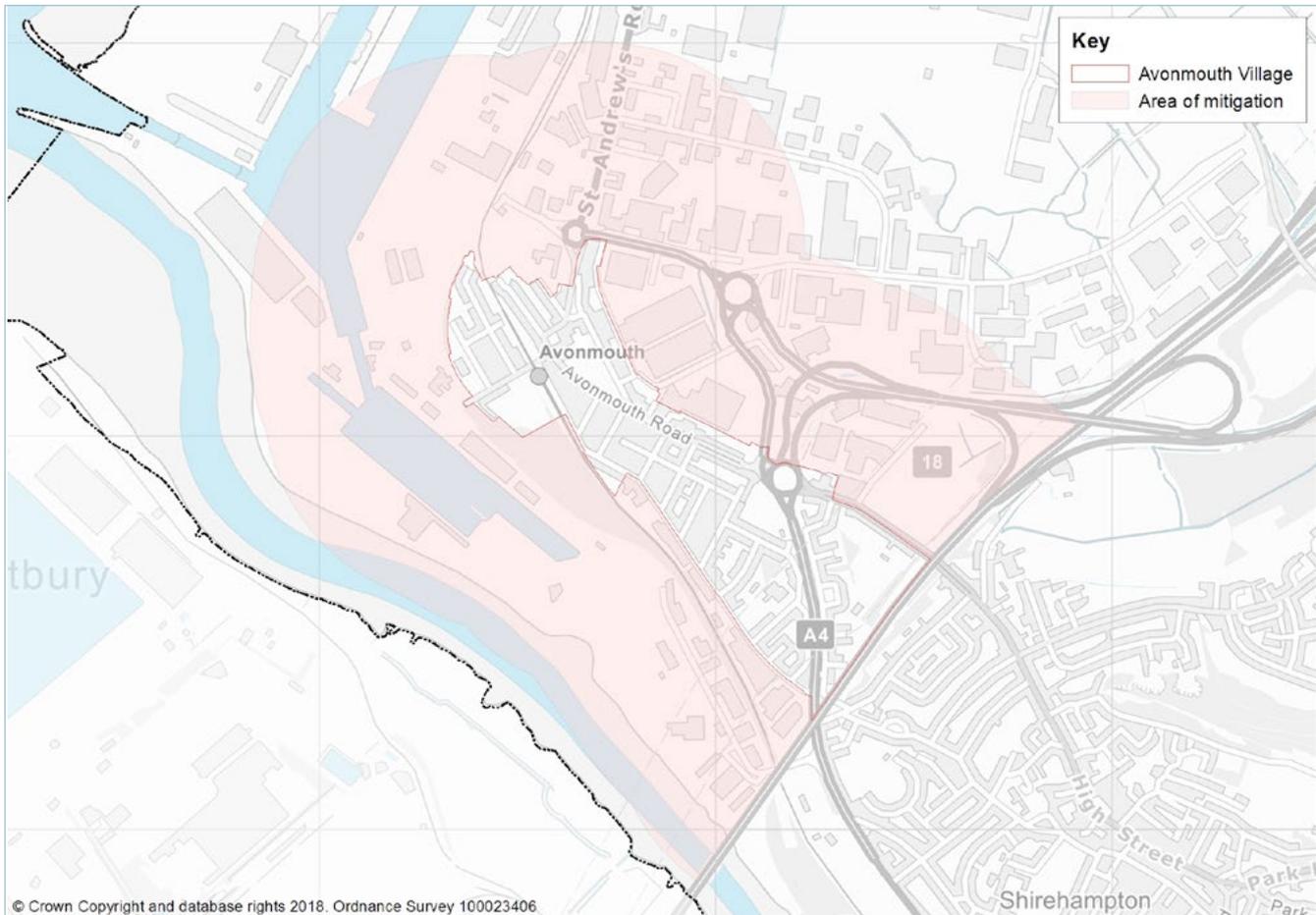
**3.4.12** The plan aims to support and extend the existing retail offer in Lawrence Weston. Improvements to community facilities are also identified with land safeguarded for a new community facility at the former City of Bristol College site. The plan also identifies areas of important open space and local green space for protection.

**3.4.13** As part of the development plan the Neighbourhood Plan will continue to steer the approach the development in Lawrence Weston.

For details of the Lawrence Weston Neighbourhood Development Plan, please visit the council’s neighbourhood planning website:  
<https://www.bristol.gov.uk/planning-and-building-regulations/neighbourhood-planning-lawrence-weston>

## Avonmouth Village – Protecting the living conditions of residents

3.4.14 Avonmouth Village directly adjoins the Avonmouth Industrial Area and is therefore the part of North Bristol most directly affected by the activities that take place there. Residents have previously reported incidents of nuisance relating to industrial and waste management uses operating in the area.



### Proposal CDS 13: Protecting living conditions in Avonmouth village

Development in the Avonmouth Industrial Area will protect living conditions in Avonmouth Village.

Whilst this approach will apply to the industrial area as a whole, the local plan will identify a zone adjacent to the residential areas in which the individual and cumulative impacts will be subject of detailed assessment of impacts and proposed mitigation. In this area, development which would have impacts on residential areas which cannot be appropriately mitigated will be not be permitted.

3.4.15 In considering proposals for development that could impact adversely on living conditions in Avonmouth Village, the revised local plan will include policies to ensure that any likely impact through noise, dust or other nuisance is properly mitigated. Details of a precise impact mitigation zone will be subject of a further community engagement and consultation later this year. A possible extent is indicated on the diagram above.

The Avonmouth Industrial Area will continue to be a focus for development and redevelopment for industrial and warehousing uses – see Proposal EC 1

## 4. Delivering homes through urban living

4.0.1 Contributing to the delivery of new and affordable homes is a core objective for the local plan review. Bristol City Council wants to make sure that 2,000 new homes a year are built in Bristol each year by 2020 – 800 of which will be affordable<sup>2</sup>. In the Joint Spatial Plan for the West of England, the aim is to see at least 33,500 new homes added to the City's stock of homes which stood at about 200,000 in 2016. But our housing ambitions for Bristol are greater than the Joint Spatial Plan outlines. If we can deliver more, we will deliver more where this is supported by infrastructure and services. In this way we also propose to set the tone for continued delivery up to 2050.

### How can the local plan help?

- 4.0.2 In its role as the statutory development plan for the city, the local plan can:
- Establish a planning approach which sees development of new and affordable homes as a primary objective in development decisions; and remove any unnecessary or obsolete policy barriers to developing homes;
  - Promote urban living across the city – encouraging developments of homes with urban character, form and design wherever a suitable and liveable environment can be achieved whilst safeguarding the amenity of existing residents;
  - Take a plan-led approach to promoting areas with the potential to increase densities and encourage high quality taller buildings in the right places;
  - Allocate new sites for housing and mixed use development and highlight sites with potential for housing development;
  - Make sure residential sites are reserved for development of new and affordable homes and not unnecessarily used for other purposes;
  - Ensure that the best use is made of existing development allocations by encouraging more homes; and
  - Manage the development of student housing to safeguard existing communities and support delivery of new homes whilst supporting thriving universities.

By offering a large portfolio of sites, a range of policy interventions and a broad set of proposals the local plan can help to widen the likelihood of housing delivery targets being exceeded in the urban area.

<sup>2</sup> That means council housing, housing association homes and other forms of tenure which put homes in reach of local people who are not able to access market housing

## 4.1 New homes

4.1.1 The proposed City Development Strategy has a focus on ensuring the delivery of new homes. It promotes urban living and seeks to secure and exceed the level of homes set out in the Joint Spatial Plan.

### Proposal ULH 1: Provision of new and affordable homes

To promote the delivery of new and affordable homes the local plan will:

- Expect a minimum of 33,500 new homes to be delivered by 2036. The aspiration is that that figure will be exceeded where this is supported by service and infrastructure capacity.
- Ensure development makes the most efficient use of land by promoting urban living across the city and encouraging all land uses to use land effectively.
- Make the best use of existing local plan site allocations by adding a new policy which seeks a higher number of new homes on each existing allocated site. Local plan housing site allocations will be reserved for housing or mixed use development.
- Encourage more brownfield sites to come forward for new homes and mixed use developments by promoting the redevelopment of vacant and underused office or industrial land.

4.1.2 There are around 200,000 homes in Bristol at present and thousands more are required to meet our growing needs. To address these needs, the Joint Spatial Plan for the West of England is making provision for the supply of 105,500 new and affordable homes between 2016 and 2036. Around half of this provision will be in and around the Bristol urban area.

4.1.3 Bristol City Council's area is expected to deliver 33,500 homes but the council sees this as a minimum - so the local plan will aspire to deliver more homes in the Bristol City Council area, where this can be supported by infrastructure and services.

4.1.4 Our existing local plan sites propose thousands of new homes. Those allocations indicate an estimated number of homes to be delivered on each site. This is not intended to be a cap but can set a tone of what is expected. In order to be ambitious about housing delivery across the city it is suggested that the number of homes provided on allocations outside the city centre is increased.

4.1.5 The estimated number of homes of some site allocations should be increased by an even greater amount where the site is capable of better meeting our need for new homes, for example at Hengrove Park (BSA1401) and Broomhill Brislington (BSA1201). In Bristol City Centre all existing allocations will maximise efficient use of land by making best use of the site's scale and capacity to accommodate taller forms of development.

4.1.6 Most development in the city occurs on previously developed land. To encourage even more effective use of brownfield land, it is suggested that the approach to office and industrial land is updated. More intensive use of premises means that jobs in the city continue to grow but not all existing sites are required to deliver that

growth. Outside key locations, it is suggested that development proposals for former employment sites will no longer have to demonstrate an absence of a demand for employment uses.

*Section 5 Economy and Employment Land explains the approach to designating new land for reserved industrial development.*

## Proposal ULH 2: Affordable housing

**On residential developments of 5 or more dwellings a minimum target of 35% affordable housing to be delivered on site will be required.**

- 4.1.7 Delivering more and affordable homes is a core priority for the city. By 2020 Bristol City Council aims to deliver 2,000 homes a year with 800 of those being affordable. That means council housing, housing association homes and other forms of tenure which put homes in reach of people who are not able to access market housing.
- 4.1.8 This proposed policy approach is about making sure new housing development contributes to providing affordable homes. It accords with the West of England Joint Spatial Plan (Policy 3). That policy sets out the approach to delivery of affordable housing in cases where scheme viability would result in provision falling below the target amount. In those cases it requires the applicant to identify alternative forms of investment or public subsidy to deliver the required level.

## 4.2 Urban living

- 4.2.1 As Bristol continues to change and grow, the city is rediscovering and reinventing the benefits of its compact urban form with efficient and effective use of land. There is an opportunity to develop new thinking on how we can make best use of our limited land supply to successfully deliver higher density development to meet our need for new homes.
- 4.2.2 From 1954 to 1990, the population living within the council's boundaries fell by 60,000 people. Through the 2000s, the renewed trend for urban living saw population decline in Bristol go into reverse and by 2014 the community had returned to the size it had once been six decades ago.
- 4.2.3 The growing population and the urban living trend are themes the council wishes to develop. Urban living reflects Bristol's dynamic and ambitious urban character. Building more densely and higher helps to secure growth in an inclusive and responsible way. It provides the basis for strong centres and communities and by contributing to a compact, well connected urban area will support the delivery of mass transit systems to meet transport needs.

### Proposal ULH 3: Urban living – making efficient use of land to meet our needs

New developments will be expected to reflect Bristol's urban character by delivering high quality, liveable residential developments at higher densities. In order to achieve efficient use of land across the city the new local plan will be clear that new development can introduce new types of design, scale and form into its location.

Development proposals should make the most efficient use of land by developing land to the fullest amount consistent with creating a liveable environment. This will include promoting the replacement of or building over low-density uses and extending buildings upwards by using airspace above them.

Developments which fail to make efficient use of land will not be permitted.

Within an overall approach to urban living, the more intensive forms of development will be expected on suitable sites in and around:

- Bristol City Centre, including Temple Quarter and adjoining areas to the east;
- The city's town, district and local centres; and
- Locations with good accessibility to public transport routes and corridors.

4.2.4 The Joint Spatial Plan sets out 8 place shaping principles which will be used to support existing communities to ensure the delivery of sustainable urban living and regeneration led development. This proposal is consistent with those principles.

Design is at the heart of ensuring urban development creates liveable places that enhance the character of their areas. The council is consulting on a supporting planning document - **Urban Living: Making Successful Places at Higher Densities** - which will show how successful liveable places are created through optimising densities.

4.2.5 The existing local plan contains policies that provide for quality and liveability in new development, helping to optimise density. These policies will continue to apply and will support the urban living approach.

- **BCS21** and **DM27-30** require quality urban design. The policies require development to deliver high quality and adaptable buildings, streets and spaces that create a high-quality living environment for existing and future residents. Existing and proposed development should achieve appropriate levels of privacy, outlook and daylight. Development should enable the provision of appropriate and usable private or communal amenity space.
- **BCS22** and **DM31** add careful consideration of heritage.
- **BCS23** and **DM33-35** ensure that new development will not cause or be adversely affected by pollution, including land contamination and noise.
- **DM32** ensures that new development includes well designed storage for refuse and recycling.

- **BCS9** and **DM16** set out how new development is expected to provide open space for children's play and for recreation.
- **BCS10** and **DM23** set out how new development is expected to provide the right level of cycle and car parking and how this should be integral to the design of the development.

4.2.6 To complement these and to deliver urban living objectives, new policies are proposed to address tall buildings (Proposal ULH 4), environmental performance (Proposal RES 3) and fire safety (Proposal ULH 5).

### Proposal ULH 4: Tall buildings

The local plan will encourage high quality tall buildings in the right places and of the right design.

Tall buildings may be appropriate in the locations for more intensive forms of development described in Proposal ULH 3 or at other locations where the urban form would support this form of development.

The design and siting of tall buildings will be guided by the approaches set out in *Urban Living – Making Successful Places at Higher Densities* which will include detailed guidance for the consideration of development proposals.

4.2.7 Proposal ULH 3 promotes urban living and encourages the development of buildings taller than the existing context as part of the approach to securing the new homes we need. Proposal ULH 4 deals with the tallest buildings – those of 10 storeys (30 metres) or more.

4.2.8 Tall buildings have an important role to play in helping Bristol accommodate its expected growth as well as communicating ambition, energy and innovation. They can contribute to urban living objectives, make efficient use of land to deliver homes, jobs and mixed communities.

4.2.9 Tall buildings have the potential to enhance the appearance and character of areas and to deliver regeneration. Because of their prominence, development of tall buildings will be guided by the approaches set out in *Urban Living – Making Successful Places at Higher Densities*. Local plan policies and the new guidance will ensure that the city's heritage and natural assets are conserved as its skyline grows and evolves.

### Proposal ULH 5: Fire safety

The local plan will require developments to be designed to include features which reduce the risk to life in the event of fire, minimise fire spread, include means of escape and enable safe strategies for evacuation.

Major development proposals will include a fire statement to show how fire safety has been taken into account from the beginning of the design process.

4.2.10 The aim of this proposed policy is to ensure that fire safety is considered from the outset of the design and development process. This supports the Building Regulations which continue to cover fire safety matters. The policy will particularly encourage the use of sprinkler systems, so that their role is explored throughout the design process.

## 4.3 Managing student housing and University development

4.3.1 In recent years Bristol's higher education establishments have seen significant growth. Student numbers at the Universities of Bristol and the West of England have increased by 18% since 2006/07 with current numbers totalling some 41,000. This growth has provided significant economic and social benefits for the city. The provision of student accommodation in the city centre has enabled the re-use of redundant offices and the re-development of poorer quality buildings. Development has also increased levels of activity bringing vitality to areas in need of regeneration.

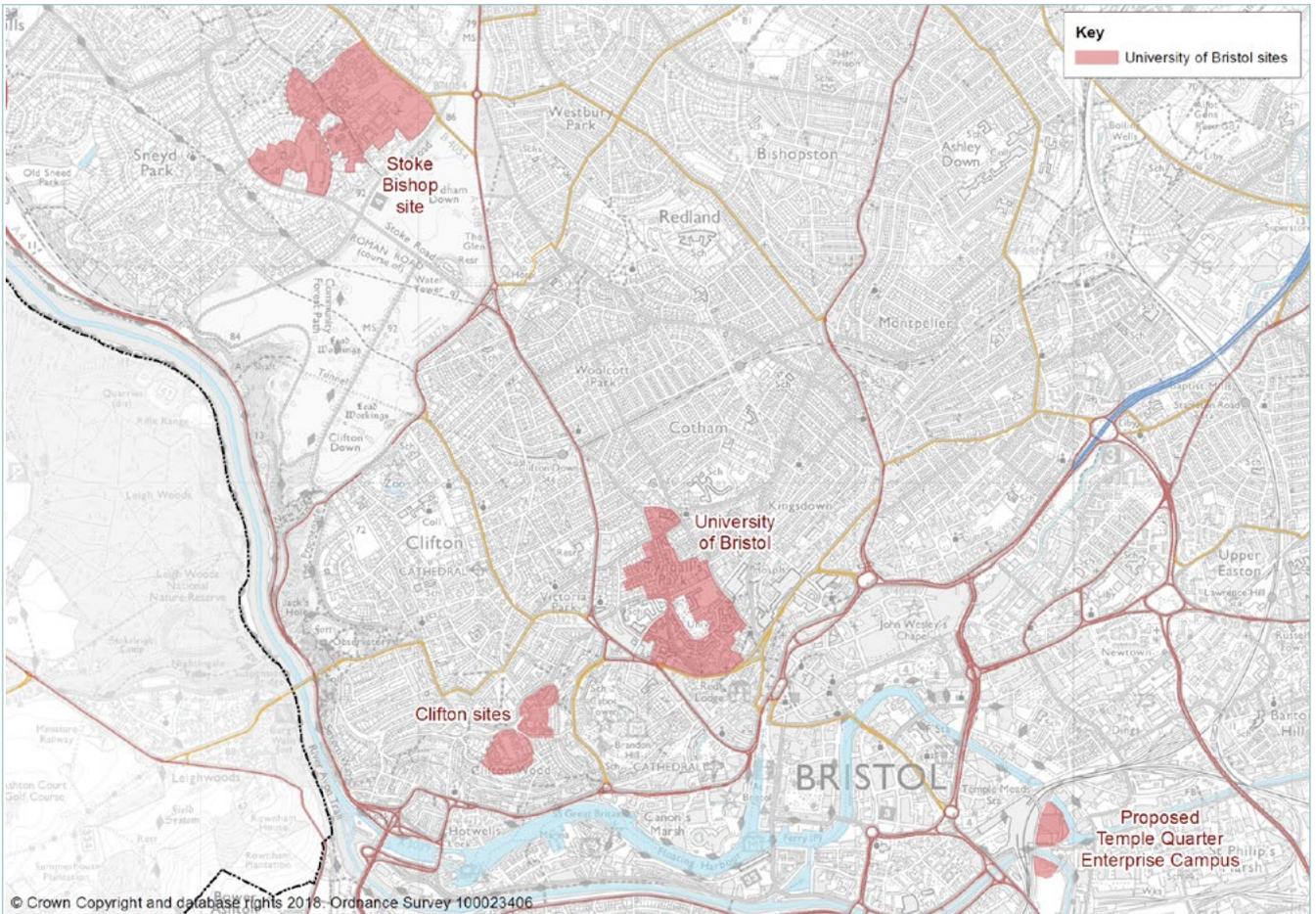
4.3.2 The growth in student numbers can also bring less positive effects. Concentrations of student accommodation can harm the character of surrounding areas, through impacts on residential amenity and by reducing the diversity of uses across an area. Development of student accommodation in the city centre may also displace or inhibit other forms of development that contribute to mixed-use regeneration, including new homes.

4.3.3 The council considers that any growth in student numbers arising from the universities should be met with purpose built accommodation. Therefore, the council will seek an agreed strategy with the University of Bristol for university expansion in the city which will assist in guiding the approach to student accommodation provision. In the interim, or in the absence of such a strategy, the council may request impact assessments for major developments of university facilities. Such impact assessments, if required, would advise on whether additional student numbers would result from the development and provide information on how student accommodation needs would be addressed.

4.3.4 Through the proposals below, the council is changing the existing policy approach by including clear directions on appropriate locations for student accommodation to ensure harmful impacts and concentrations do not arise.

## Specialist student accommodation

4.3.5 In the new local plan a more focussed approach to location is proposed to ensure specialist student housing is situated only within appropriate areas across the city.



### Proposal ULH 6: Specialist student accommodation

The council will expect any increase in student numbers at the universities to be matched by the provision of sufficient, appropriately located purpose-built student accommodation.

Specialist student accommodation should be located:

- Within the existing University of Bristol precinct, Clifton campus and Stoke Bishop campus (see indicative diagram above);
- At the proposed Temple Quarter Enterprise Campus (see indicative diagram above);
- At locations identified and supported by local communities, including through Neighbourhood Development Plans.

Development in these locations will be expected to include a proportion of affordable student housing to meet identified need.

Proposals for specialist student accommodation elsewhere will be expected to:

- Provide a contribution towards general purpose affordable housing in accordance with Proposal ULH 2;
- Not result in harmful impacts or an undesirable concentration of student accommodation within any locality;
- In the case of proposals of 100 bed spaces or more, form part of mixed used developments comprising a substantial proportion of other residential uses and, in the case of large scale proposals, a maximum of 50% student accommodation floorspace;
- Include active frontages and incorporate active ground floor uses wherever possible and appropriate.

In all cases, proposals for student accommodation should ensure that there will be no adverse impacts on surrounding communities and areas. Proposals should be subject to an appropriate management regime. The development should be car-free and ensure occupants do not park cars elsewhere in the city.

- 4.3.6 Both universities anticipate further rises in student numbers in coming years; the University of Bristol's proposed new campus at Temple Quarter will initially cater for 3,500 students. It is expected that most of the needs can be met from existing planning permissions and from development on the University of Bristol's existing residential sites, its city centre precinct and at the proposed new campus. Because of the likely capacity at these defined locations, the need for further new purpose built accommodation elsewhere is likely to be more limited.

### Proposal ULH 7 Housing in Multiple Occupation

The local plan policy will provide enhanced controls of HMO development to ensure harmful impacts and/or concentrations do not occur.

- 4.3.7 The level of student population in the city affects the amount and location of homes in multiple occupation and can generate particular pressures around the main university areas. Current policies DM2 and BCAP4 seek to address impacts of houses in multiple occupation (HMOs). Policy DM2 does not permit new HMOs or the intensification of existing HMOs where such development would result in harmful impacts or undesirable concentrations.

- 4.3.8 The existing policy will be enhanced to provide greater clarity on the suitability of new HMO development. It is proposed that the following new criteria for assessing the impacts of HMOs are applied:

- Proportion of HMOs - it is suggested as a guideline that no more than 10% of the housing stock in any given area should be occupied as HMOs;
- Sandwich effect – due to the likely intensity of impact, new HMOs will not be permitted where this would result in any residential property being directly between two HMOs;
- Proximity to any purpose built student accommodation would also be taken into account.

Planning permission is required for all large HMOs (6 occupants and above). Smaller HMOs (Use Class C4) only require planning permission in areas of central Bristol covered by an Article 4 direction. The existing Article 4s will be extended to include other areas adjacent to the city centre in order to ensure that HMO developments are carefully controlled.

## 4.4 Older people's housing

4.4.1 Providing appropriate homes to meet the needs of older people is important in ensuring we are meeting the needs of all. A range of housing options will be delivered including homes that provide for independent living for older people and more specialist accommodation to meet particular care needs. The Wider Bristol Strategic Housing Market Assessment has identified specific housing requirements for older people in the city. Bristol City Council also has a programme of specialist housing delivery for older people.

### How can the local plan help?

4.4.2 The council is exploring ways to strengthen the existing policy approach by promoting the supply of non-specialist and specialist<sup>3</sup> housing available for older people including the provision of lower cost specialist housing.

### Proposal ULH 8: Older people's housing

Sites will be allocated to provide specialist and non-specialist older people's homes.

It is proposed that market housing proposals will be expected to include a proportion of non-specialist older people's housing.

Where older people's housing schemes are proposed a proportion of affordable older people's housing will be sought.

<sup>3</sup> Non-specialist older people's housing refers to housing designed for older people but without care or support services provided on site. Specialist older people's housing refers to all other types of older persons' housing, including extra care housing, where a range of care and support services are provided.

4.4.3 Current policy DM2 encourages housing and care options for older people and sets criteria for the location of older people's housing and levels of accessibility. Given the projected growth in older age categories the policy should be reinforced to promote supply and address affordability issues. It is proposed that:

- A number of larger housing sites are allocated to provide older people's housing or a mixture of general purpose and older people's housing. The housing provided for older people would be determined by the location and suitability of the site and identified need in the city for specific types of older people's housing. Homes provided would need to meet higher levels of accessibility (see proposal ULH 9 below).
- A new policy is added seeking a proportion of housing suitable for older people within larger mainstream private developments.
- A new policy seeks a proportion of affordable units from specialist older people's housing schemes delivered by specialist providers.

## 4.5 Accessible homes

4.5.1 As part of securing a fairer, more inclusive city and to help address the needs of an ageing population, it is important that sufficient new homes are designed to provide higher levels of accessibility. This also makes a contribution to resilience by ensuring that the development of today is able to adapt to the needs and requirements of the future.

4.5.2 To achieve higher levels of accessibility, standards that provide for 'accessible and adaptable dwellings' can be applied through Building Regulations optional requirement M4(2); standards that provide for 'wheelchair user dwellings' can be applied through Building Regulations optional requirement M4(3). Part M of the Building regulations sets a distinction between wheelchair accessible dwellings, homes readily useable by a wheelchair user at the point of completion; and wheelchair adaptable dwellings, homes that can be easily adapted to meet the needs of a household including wheelchair users.

### Proposal ULH 9: Accessible Homes

The local plan will ensure new homes are accessible and adaptable and increase the number of new homes that are wheelchair accessible:

- All new homes will be expected to be accessible and adaptable;
- A greater proportion of new homes that are wheelchair accessible/adaptable will be expected.

4.5.3 The aim for all new development should be that new homes are accessible and adaptable. It is therefore proposed that current policy DM2 which expects all homes within older persons' schemes to achieve the 'accessible and adaptable dwellings' standard (applied through Building Regulations optional requirement M4(2)) should be widened to all homes.

4.5.4 Current policies DM2 and DM4 expect 2% of new homes in larger schemes and 20% of new homes in older persons schemes to be wheelchair accessible, or easily adaptable

for residents who are wheelchair users (applied through Building Regulations optional requirement M4(3)). It is proposed that these proportions are increased to enable more new homes to be available for wheelchair users. It is proposed that:

- 10% of new homes in larger schemes should be wheelchair accessible or, easily adaptable for residents who are wheelchair users.
- 50% of new homes in specialist older persons' housing schemes should be wheelchair accessible or, easily adaptable for residents who are wheelchair users.

4.5.6 Exceptions to these approaches may be required in some locations and where buildings are converted.

## 4.6 Self-build accommodation

4.6.1 The *Self-build and Custom Housebuilding Act 2015 (as amended)* requires authorities to hold a register of persons seeking to acquire land to build their own homes and to give suitable development permissions in respect of enough serviced<sup>4</sup> plots to meet the demand for self-build as evidenced by the number of persons on an authority's register. Bristol City Council established its self-build and custom housebuilding register on 1st April 2016.

### How can the local plan help?

4.6.2 Whilst the current local plan supports self-build as a means of housing delivery there is no citywide policy approach that seeks to deliver permissioned and serviced plots for self-builders. The council is therefore exploring ways to help meet identified demand for self-build plots across the city.

### Proposal ULH 10: Self build accommodation

Allocation of housing sites to provide self-build/self-finish plots is proposed.

A proportion of self-build plots will be sought through residential developments.

4.6.3 New policy mechanisms that seek to deliver permissioned and serviced self-build plots are suggested. The following options are proposed.

- Sites allocated for entirely self-build housing or allocated for a combination of market and self-build housing. The self-build element would require appropriate development permission.
- New policy seeking a proportion of self-build housing within larger developments. Plots could be made available for a specified period, after which any requirement would lapse if plots are not sold.

<sup>4</sup> A serviced plot is defined as land that has access to a public highway and has connections for electricity, water and waste water or can be provided with those things within the period before any development permission granted in relation to that land expires.

## 5. Economy and employment land

5.0.1 In a time of great change, both nationally and globally, maintaining a dynamic, diverse and inclusive local economy is essential to ensure Bristol's continued prosperity, social cohesion and future resilience. To achieve this, it is proposed to consolidate our economic strengths in high-value manufacturing, engineering, low carbon industries, creative and digital production, and professional and financial services. The council and its partner organisations will also take the initiative to support and improve business sectors that employ larger numbers of people: public, health, care, retail, hospitality, construction and land-based services. Alongside this, start-ups and the growth of micro and social enterprises will be promoted.

### How can the local plan help?

5.0.2 The local plan can assist with these objectives by:

- Ensuring land and premises are available in the right places;
- Identifying sites and locations for offices, flexible workspace, industry and distribution;
- Allowing areas to change in response to changing needs of the economy;
- Managing the city's stock of industrial land;
- Promoting development of new forms of business space, and space for small and medium sized business and shared and cooperative enterprises; and
- Securing land for industrial use as part of a clear intent to maintain a diverse economy.

5.0.3 The economy comprises diverse sectors and activities which are addressed across the local plan review. Within that context, this part of the local plan review deals primarily with land and premises for offices, flexible workspace, industry and distribution (Use Classes B1 to B8 and similar uses).

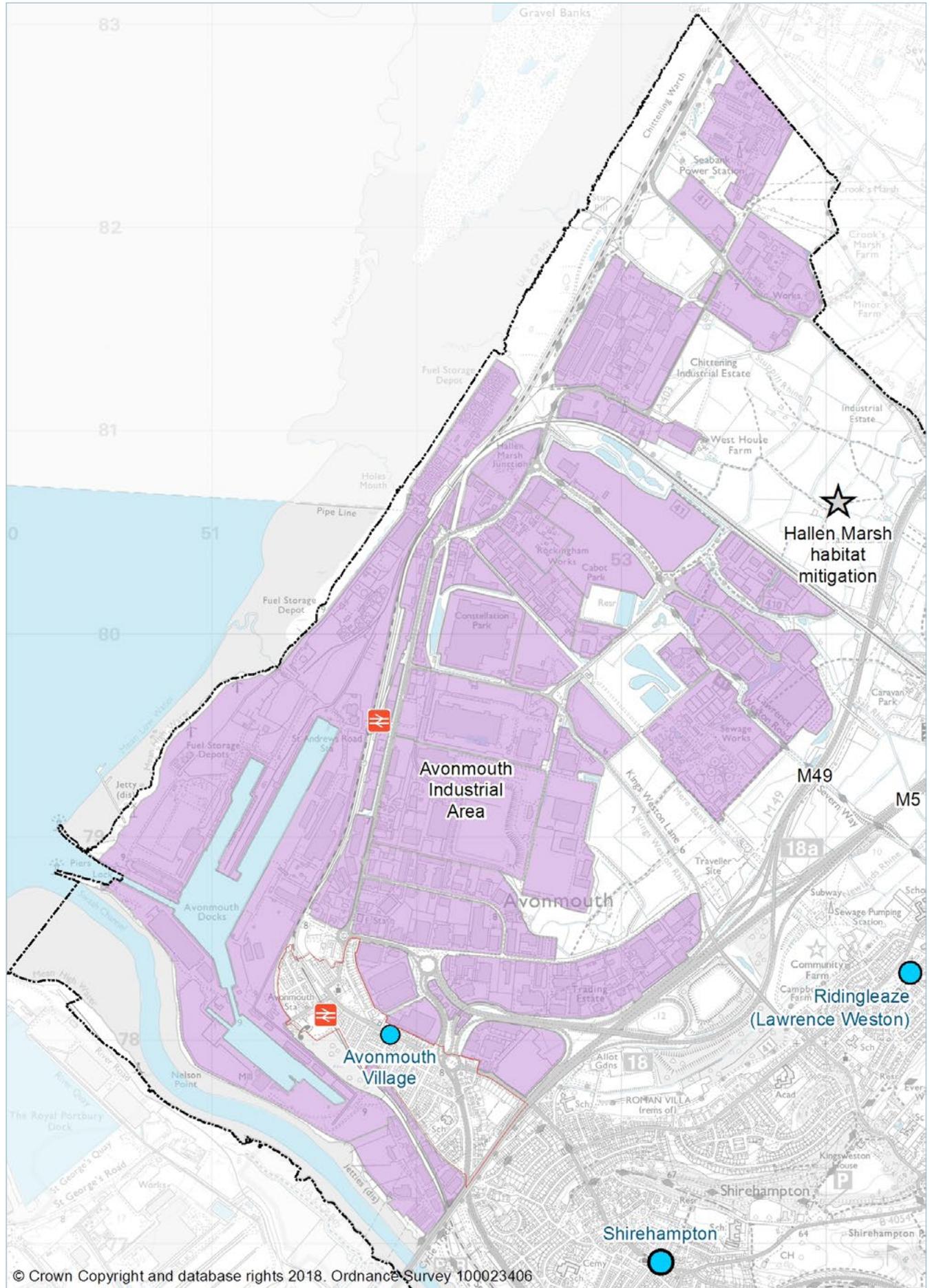
## 5.1 Central Bristol

- 5.1.1 Bristol city centre is identified as a key strategic employment location in the Joint Spatial Plan. Around 40% of all the jobs in Bristol are located in and around the city centre. Those jobs are in a wide number of sectors. The city centre is a particular focus for office based employment, a role which will continue and be supported by the local plan.
- 5.1.2 Bristol Temple Quarter is also a key strategic employment location. The Enterprise Zone aims to deliver employment development that will create thousands more jobs and is a major focus for higher intensity forms of employment development. The local plan will support this approach (Proposal CDS 2).

## 5.2 Avonmouth Industrial Areas and Bristol Port

- 5.2.1 The industrial areas and port at Avonmouth form a regionally important location for business with an emphasis on distribution, manufacturing and port related activity. It forms part of the Avonmouth Severnside Enterprise Area which is a key strategic employment location in the Joint Spatial Plan. As supported by the current local plan, the area has also seen the development of nine large scale wind turbines, which are helping to support the City's commitment to be run entirely on clean energy by 2050.
- 5.2.2 This area is subject to risk from tidal flooding and requires enhanced defences to ensure it remains at low risk of flooding, taking account of the effects of climate change. Work to bring about an enhancement is well advanced<sup>5</sup> which means that it is now possible to consider the allocation of currently undeveloped land for additional industrial and warehousing development.
- 5.2.3 Land at Avonmouth also has an important role in supporting the bird life which makes use of the internationally important Severn Estuary. Development in the area therefore has to be balanced with approaches to habitat mitigation.

<sup>5</sup> Avonmouth Severnside Enterprise Area Ecology Mitigation and Flood Defences Project



## Proposal EC 1: Avonmouth Industrial Areas

Avonmouth Industrial Areas will be designated for the development and redevelopment of existing industrial land for industrial, distribution and port related uses.

Consistent with the approach in the existing local plan, the areas will also continue to provide a suitable location in principle for the development of large scale wind turbines.

It is proposed that selected green field sites adjacent to the industrial areas are allocated for development to provide around 30 hectares of additional land for the development of industrial and distribution uses.

Land at Hallen Marsh will be designated for habitat mitigation.

- 5.2.4 The approach to existing industrial areas is a continuation of the current local plan which allows for the development of the existing industrial sites. This strategy has seen new forms of business space replacing older industries helping to create a dynamic economic area.
- 5.2.5 The allocation of new sites which are currently undeveloped can help to support continued growth. Proposals for specific site allocations will be set out in the consultation later this year.
- 5.2.6 The Hallen Marsh area has been identified as the location for habitat creation. A local plan designation will underpin that intended role. Areas suitable to support bird life will be created and maintained.
- 5.2.7 The current local plan supports wind turbine development and accordingly the area has seen the development of 9 large scale wind turbines, with permission for another turbine granted in 2017. It proposed that the area continues to be a focus for this type of development, subject to requirements to have the support of local communities and to protect wildlife.

Avonmouth village is a large community whose homes, schools and community facilities are immediately adjacent to the Port and industrial activities. Together with these proposals for the industrial areas, the proposed development strategy makes clear that any new development in this area will be required to protect the living conditions of residents in Avonmouth village (see Proposal CDS 13).

## 5.3 The city's core industrial estates

5.3.1 In addition to Avonmouth and Bristol Port (Proposal EC1), there are a number of core areas of industrial land which continue to provide for needs of industrial and distribution firms and similar uses. It is proposed that those areas are retained for those uses in order to support a diverse and inclusive economy.

5.3.2 Most of the areas proposed are of strategic scale and cater for the requirements of all sizes of businesses. In order to maintain opportunities for small and medium sized industrial and distribution businesses, a number of small industrial estates with smaller scale units have also been identified. It is proposed that these locations are retained specifically to meet the needs for units for smaller and start up business.

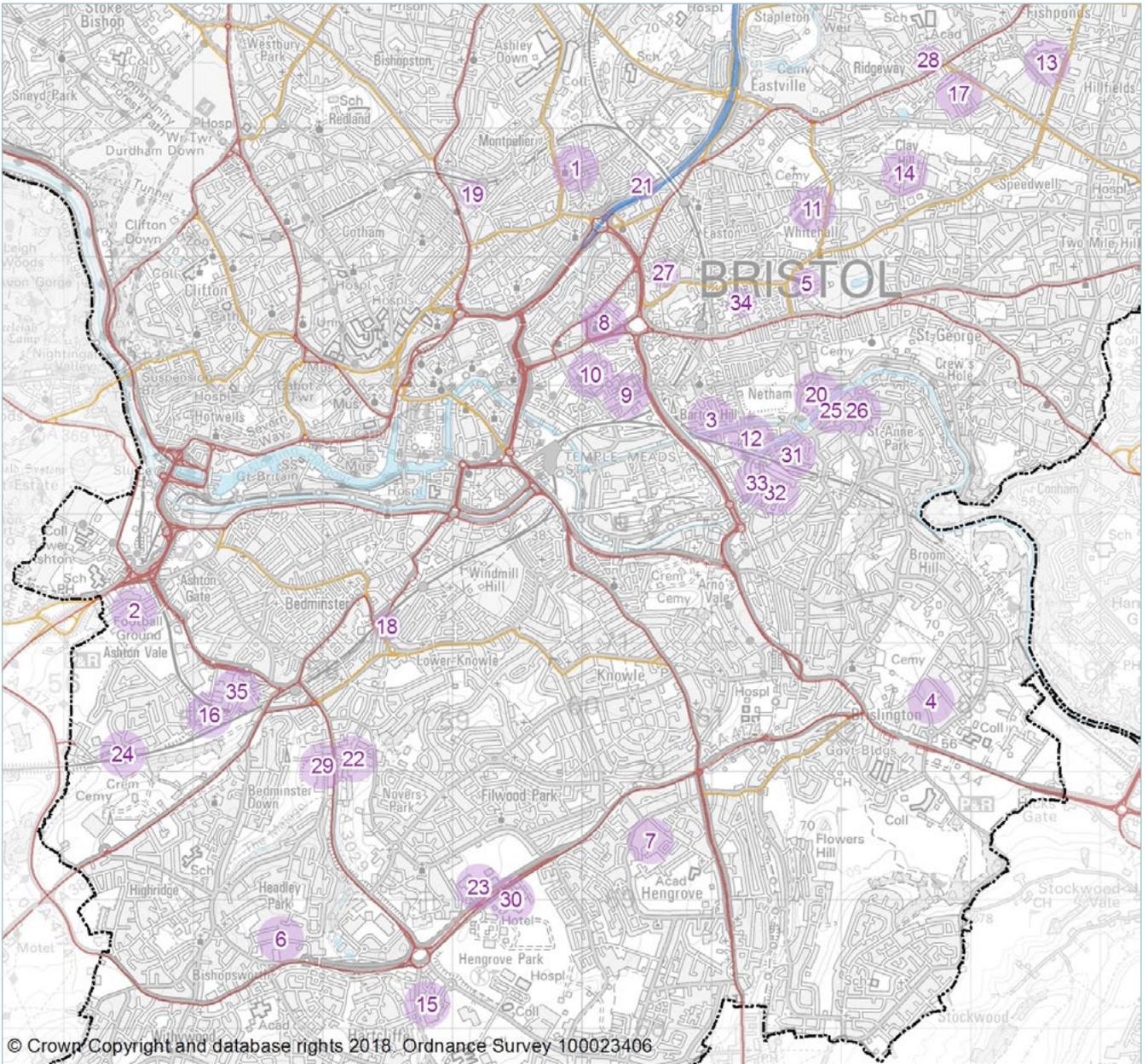
### Proposal EC 2: Industry and Distribution Areas

It is proposed that the areas on the diagram and listed below are designated as Industry and Distribution Areas.

The designated areas will be maintained for industrial, distribution and related uses unless it is clearly established that they are no longer required for those purposes.

The policy will allow for the redevelopment of the areas for industry and distribution premises and encourage efficient use of land upon redevelopment.

1 Ashley Hill	10 East of Midland Road	19 Montpelier Central / Station Road	28 Stoke View Business Park
2 Ashton Vale Road	11 Eastpark Trading Estate	20 Netham Road / Blackswarth Road (south)	29 Vale Lane / Hartcliffe Way
3 Barton Hill Trading Estate	12 Feeder Road	21 New Gatton Road	30 Western Drive
4 Brislington Trading Estate / Bath Road (north)	13 Filwood Road	22 Nover's Hill / Hartcliffe Way	31 Whitby Road (north)
5 Bush Industrial Estate, Whitehall	14 Fishponds Trading Estate	23 Roman Farm Road, Hengrove	32 Whitby Road (south)
6 Cater Road	15 Hawkfield Business Park	24 South Liberty Lane / Brook Gate	33 Whitby Road (west)
7 Central Park, Petherton Road,	16 Liberty Industrial Park	25 St Anne's Road (north)	34 Whitehall Trading Estate
8 City Business Park	17 Lodge Causeway (west)	26 St Anne's Road (south)	35 Winterstoke Road / South Liberty Lane
9 East of Kingsland Road, east of the Dings Lawrence Hill	18 Malago Vale Estate	27 St Gabriel's Business Park/Easton Business Centre	



5.3.3 For the purposes of this policy proposal, industrial and distribution uses are defined as those falling within Use Classes B1 (c), B2 and B8 or similar activities which are *sui generis*.

## 5.4 New work space

### Proposal EC 3: New forms of work space

Developments for new forms of work space, start-ups, micro businesses and space for social enterprises will be encouraged within Industrial and Distribution areas.

Proposals for the redevelopment of former industrial or distribution land should include provision for new forms of work space as part of mixed use developments.

- 5.4.1 This policy proposal aims to ensure new and diverse forms of work space are developed across the city. Whilst Proposal ULH 1 encourages more brownfield sites to come forward for new homes by promoting the redevelopment of vacant and underused office or industrial land, it is important that diversity of use is maintained or enhanced. Therefore, proposals for redevelopment should include some provision of work space as part of mixed use development. The work space element should be proportionate to the proposal's scale and location and have regard to the employment intensity of the most recent use.

The local plan's approach to residential space standards and its proposal for digital connectivity help to support home working by ensuring convenient, adaptable and well connected new homes.

## 5.5 Digital connectivity

- 5.5.1 Digitally connectivity is vital to the city's economic performance and in ensuring that economic growth is inclusive and benefits everyone. To this end, the emerging Corporate Strategy 2018-2023 includes a key commitment to make progress towards being the UK's best digitally connected city.

- 5.5.2 Our existing policies supported by an informative practice note aim to make sure that all new homes have access to the latest generation of high speed broadband. We need to go further to make sure that the planning system helps to ensure that no areas are left behind as broadband services are developed around the city.

### Proposal EC 4: Digital connectivity and inclusion

A new policy will require development proposals to demonstrate how the proposal will provide access to at least superfast broadband (30Mbps+) and full fibre connections where available. This will include provision for multiple providers to access the site.

- 5.5.3 It is proposed that:
- Development proposals will have to be accompanied by evidence of the superfast broadband or full fibre connectivity of the site. This will take the form of a connectivity assessment, or similar proof, from one or more broadband infrastructure providers.

- Where superfast broadband or full fibre connectivity is available, the development will be expected to include the infrastructure to connect to these services and make them available to occupiers. To encourage competition and consumer choice, this will include the provision of multiple ducts to enable several providers to access the site.
- Where superfast broadband or full fibre connectivity is not currently available, applicants will be expected to hold discussions with a range of providers to upgrade infrastructure to deliver superfast broadband or full fibre connections.
- Where no agreement can be reached to provide superfast broadband or full fibre connectivity at the present time, the development will be expected to incorporate additional dedicated telecommunications ducting to enable the provision of superfast broadband or full fibre connectivity in future.

## 6. Health and well being

### 6.1 Air quality

6.1.1 Poor air quality is harmful to health. Although Bristol has made improvements to air quality over the last ten years, levels of air pollution continue to exceed legal limits for nitrogen dioxide (NO<sub>2</sub>) in some parts of the city, particularly in the city centre and on the main arterial roads. The emerging Corporate Strategy 2018-2023 acknowledges this, setting out a key commitment to take action to improve air quality and minimise our environmental impact. A new Air Quality Action Plan (AQAP) for Bristol is in preparation. A Clean Air Zone, in which further measures will be taken to reduce transport emissions, is also being considered for Bristol and would form a major part of the AQAP. This is likely to include a number of measures to promote more sustainable travel options across the city.

#### How can the local plan help?

6.1.2 While Bristol's current local plan policies for pollution have been effective at managing the impacts of many types of pollution associated with new development, including noise pollution and contaminated land, the council wants to enhance its the existing policies relating to air quality to emphasise the importance of air quality and ensure that new development makes the best possible contribution to managing air quality in Bristol.

#### Proposal HW 1: New development to contribute to delivering the council's Air Quality Action Plan

**A new dedicated policy for air quality will strengthen current policy requirements for development to mitigate, through financial contributions, the air quality impact of the additional transport emissions it will generate.**

6.1.3 In practice it is considered that there will be relatively few cases in which development that would generate air pollution through transport emissions will be able to mitigate its impact on-site. Financial contributions to off-site measures are likely to be more effective.

6.1.4 The current policy DM33 already allows for financial contributions to be sought and links them to measures set out in the council's Air Quality Action Plan. However, it does not explain how these will be calculated or at what threshold they will be sought.

6.1.5 The Local Plan Review provides an opportunity to make more effective use of this existing policy tool. In part this can be addressed by the preparation of an up-to-date Air Quality Action Plan setting out relevant air quality measures that new development could contribute towards. However, further clarity is required about when and how financial contributions will be sought.

**6.1.6** It is proposed that:

- Emphasis will be placed on financial contributions, typically to sustainable transport schemes set out in the AQAP, as the most effective means of mitigating the air quality impact of new development.
- A formula will be introduced to quantify the level of mitigation required, based on a calculation of the likely trip generation of the proposed development over a given period and a standard damage cost per tonne of emissions. These calculations are to be based on nationally defined methods.
- Contributions will potentially be sought from all major development and from other development within or adjacent to existing Air Quality Management Areas.

**Proposal HW 2: Controlling potentially polluting development**

**New controls will be introduced for development that would have a specific local air quality impact.**

**6.1.7** Recent high-profile applications for backup diesel generators to supply the National Grid with additional energy at periods of high demand have illustrated particular policy challenges, in that they have been put forward as making an important contribution to energy supply but have specific local air quality impacts. The current policy DM33 allows for potentially polluting development which is 'desirable for reasons of economic or wider social need' provided there is an appropriate scheme of mitigation.

**6.1.8** The Local Plan Review presents an opportunity to revisit these policy requirements and ensure that development that would have a specific local air quality impact is appropriately controlled. A further test will be introduced that will take account of location. This would allow proposals with a specific local air quality impact to be resisted on the basis of their air quality effects in urban locations and especially in proximity to sensitive receptors such as homes and schools.

**6.2 New protection for open space**

**6.2.1** As we develop more homes, businesses and communities it is crucial that we continue to carefully conserve green infrastructure such as parks and green lungs of natural space. This will help us reduce pollution, improve air quality, physical and mental health and social interaction. It also helps us mitigate climate change and reduces the risk of flooding.

**6.2.2** About a fifth of the city's land area is given over to various forms of open space – that overall proportion will be maintained through the proposals in this review.

There may be some areas of land no longer required to be maintained as open space and which could be used to meet development needs. Any proposals will be made available for comment later this year.

6.2.3 The Bristol Local Plan currently identifies numerous areas as Important Open Space under Policy DM17. This local plan review proposes to re-designate a number of these as specially protected Local Green Space, to reflect their special status and in accordance with national planning policy. It is proposed that other significant open space is designated as Reserved Open Space.

### **Proposal HW 3: Specially Protected Local Green Space**

Land identified as Specially Protected Local Green Space will be permanently retained as open space. Development which would result in harm to the land's open character or role will not be permitted.

Ancillary development of a proportional scale may be acceptable where it directly supports the open space function of the land.

6.2.4 Specially protected Local Green Space is a designation set out in national planning policy. Its role is to protect open spaces that are demonstrably special to the local community and which need to be kept open permanently. Local Green Spaces are identified based upon five criteria of local significance relating to:

- Recreational value;
- Historic significance;
- Richness of wildlife;
- Beauty and tranquillity.

Local Green Spaces are also required to be demonstrably special to the community they serve and offer a unique and irreplaceable provision to that community.

6.2.5 In Bristol, the types of open space that fall into the category of specially protected Local Green Space are considered to include:

- Traditional, multi-functional parks and recreational estates;
- Land designated as Town and Village Greens and Common Land;
- Designated Local Nature Reserves;
- Stapleton Allotments and Holdings (see Proposal RES 5).

### **Proposal HW 4: Reserved Open Space**

Development involving the loss of Reserved Open Space will not be permitted unless it can be demonstrated that:

- It is no longer required for its open space function; and
- A deficiency would not be created through its loss, measured against published standards for green space provision.

- 6.2.6 Types of spaces that are considered suitable for this designation are spaces that offer a current important role as open space but which could be subject to change if the current function ceases to be needed by the community. Reserved open spaces will be subject to appraisal as part of future reviews of the Local Plan.

Later this year there will be further community engagement and consultation on the Local Plan. Proposals for Specially Protected Local Green Space and Reserved Open Space will be made available for consultation.

If you wish to identify an open space for consideration as specially protected Local Green Space or Reserved Open Space please respond to this consultation setting out reasons why you consider the space should be designated.

## 6.3 Takeaways

- 6.3.1 This rewrite of the Local Plan aims to strengthen our approach to making sure new takeaways, which are more likely to offer fewer healthy food choices, do not influence behaviour harmful to health. The policy proposal addresses premises in Use Class A5.

### Proposal HW 5: Health impact of takeaways

To avoid harmfully influencing children's behaviour takeaways will not be permitted unless they are at least 400 metres from schools and youth facilities. Proposals up to 600 metres from schools/youth facilities may also be unacceptable where they are located on principal walking routes to the school/youth facility. This approach will apply to proposals within city, town, district and local centres as well as to proposals outside those centres.

The policy will also aim to avoid concentration of takeaways where this could influence behaviour harmful to health. In considering proposals, local obesity rates and opportunities for obtaining fresh food will be taken into account when considering the impacts of concentration.

The council will prepare guidance to support the implementation of this policy.

- 6.3.2 This proposed revision to policy clarifies that additional takeaways should not be located in the vicinity of schools and youth facilities. This approach is applicable to proposals in centres as well as out of centre locations. It also adds obesity rates and opportunities for fresh food as considerations when assessing whether proposals are likely to influence behaviour harmful to health.

## 7. Resilience

7.0.1 The Bristol Resilience Strategy, published in 2016, sets out a vision for a city that is fair, liveable, sustainable, agile and connected. This includes goals that, by 2066, Bristolians will live in a carbon neutral city and operate environmentally responsible and Fairtrade supply chains. The Bristol Local Plan can contribute to the delivery of this vision in a number of ways, including through its policies on climate change and food systems.

### 7.1 Climate change

7.1.1 Bristol will face higher temperatures and more extreme weather events over the coming years.

7.1.2 In a context where we are proposing sustained delivery of new homes to meet our needs, it will be important to create an urban environment that can adapt to the higher temperatures and more extreme weather events that are expected over the plan period and beyond. New development will need to ensure that buildings will be comfortable to inhabit for their lifetime.

7.1.3 Bristol also has a part to play in combatting the global issue of climate change. The Bristol Corporate Strategy commits to enabling the city to be run entirely on clean energy by 2050. If this target is to be met, we will need to build new development to the highest standards of sustainable building design that we can achieve.

7.1.4 Since the Core Strategy was adopted in June 2011 there have been continued developments in the field of energy and sustainable building design. The growth of renewable energy supplies across the country and the closure of coal power stations have reduced the carbon intensity of grid electricity. There have also been changes to national planning policy that have restricted local planning authorities' ability to set energy performance standards for new homes and have tightened the policy for on-shore wind turbines.

7.1.5 The emerging West of England Joint Spatial Plan gives a further commitment to reducing carbon dioxide (CO<sub>2</sub>) emissions. Among the 'place shaping principles' set out at Policy 5 is the principle that development should '*minimise energy demand and maximise the use of renewable energy, where viable meeting all demands for heat and power without increasing carbon emissions*'.

#### How can the local plan help?

7.1.6 The Local Plan Review presents an opportunity to update and upgrade the current climate change and sustainability policies of the local plan to maintain the council's commitment to these issues in a way that is still relevant in the current national policy context.

## Sustainable energy

- 7.1.7** Policy BCS14's requirement for a 20% reduction in CO<sub>2</sub> emissions through the use of renewables has been effective in securing improvements to the technical performance of development since 2011. In accordance with the emerging West of England Joint Spatial Plan policy and Bristol's commitment to be run entirely on clean energy by 2050, there is now a case for the 20% requirement to be increased.
- 7.1.8** The part of BCS14 that requires 'allowable solutions' to be considered when the requirement for a 20% reduction in CO<sub>2</sub> emissions cannot be achieved on site is not being applied effectively as there is currently no clear way for financial contributions to be collected and spent.

### Proposal RES 1: Meeting more of development's energy needs sustainably

Subject to an assessment of viability, the present 20% emission reduction target will be increased to 100% of total CO<sub>2</sub> emissions;

A new mechanism will be developed to collect financial contributions to renewable energy or energy efficiency schemes as an 'allowable solution'. A formula will be used to identify an appropriate financial sum based on the volume of CO<sub>2</sub> emissions to be offset, linked to a list of unfunded energy efficiency or renewable energy schemes published separately by the council.

- 7.1.9** Further work will be carried out to demonstrate the technical feasibility of a 100% target and to determine the appropriate sum for off-site provision. The policy will also be subject to viability testing, taking account of the expected decrease in the cost of renewable energy provision over the course of the plan period. The provisions of the policy will be determined by that assessment.
- 7.1.10** The policy approach to freestanding renewable power generation in policies BCS14 and BCS4 will be reviewed, in light of the written ministerial statement of 18 June 2015, to explore whether any changes are necessary to ensure that wind turbines can still be supported in appropriate locations.

## Heating systems

- 7.1.11** Since the adoption of the Core Strategy in June 2011, the council has begun to develop heat networks in three locations across Bristol. Further work is ongoing in other areas, including cross-boundary work to investigate the potential to distribute waste heat from the energy generators and industrial plants of Avonmouth/ Severnside to energy consumers in the South Gloucestershire enterprise area, South Gloucestershire's urban fringes and on into the centre of Bristol.
- 7.1.12** Meanwhile, the gradual decarbonisation of grid electricity has closed the gap between the carbon intensity of electric heating and gas heating, and this is expected to continue. If the Government holds to its stated commitment to cease all power generation from unabated coal fired power stations by 2025, the carbon intensity of grid electricity is expected to fall below that of gas at some point between now and 2025. It is necessary to clarify the elements of policy BCS14 that prioritise heat networks and gas heating over electric heating.

**7.1.13** An updated policy approach is required to ensure that the most sustainable heating solutions are still being sought in the right locations.

### **Proposal RES 2: Updating the approach to heating systems**

The policy approach to the selection of heating systems will be updated to take account of changes to the carbon intensity of grid electricity. However, electric heating will not automatically be assumed to be more sustainable. A revised approach will allow the individual characteristics of each development proposal and site to be taken into account.

The current 'heat priority area', in which heat networks are sought, will be replaced by a more focused area based on locations where heat networks are already planned or being delivered. This revised area will be based on a live map that can be updated regularly.

### **Sustainable design standards**

**7.1.14** Following the written ministerial statement of 25 March 2015 and the withdrawal of the Code for Sustainable Homes, national planning policy no longer supports the imposition of sustainable design standards for new homes. However, a revised policy could potentially still support the voluntary use of other standards as part of the overall package of climate change mitigation and adaptation measures.

### **Proposal RES 3: Supporting new sustainable design standards**

The present requirement for major non-residential development to achieve BREEAM 'Excellent' will be retained.

The present requirement for super-major development in Bristol City Centre to achieve BREEAM Communities 'Excellent' will be extended to the whole city.

The policy will offer specific support for the voluntary use of other standards / methods for designing new sustainable homes such as Passivhaus.

### **Adapting to climate change**

**7.1.15** Policy BCS13 places climate change mitigation and adaptation on an equal footing but adaptation to climate change lacks the prominence and detail of other areas of sustainable design policy. The council wishes to ensure that its planning policies are sufficiently clear in securing adaptation measures from development. The will also enable appropriate consideration of climate change in both site layouts and the use of green infrastructure.

**7.1.16** A lack of effective adaptation measures leaves new development exposed to the likely future impacts of climate change over its lifetime, including overheating (particularly in urban environments) and more extreme weather events. Development that does not consider these impacts now is more likely to require costly retrofit measures in the future, such as mechanical ventilation/cooling with a resulting increase in its energy requirements and CO<sub>2</sub> emissions.

## Proposal RES 4: Stronger policies for adapting to climate change

New detailed policy content will deal with climate change adaptation, expanding on the criteria currently set out in policy BCS13;

Sustainability statements will be required to include an 'adaptation strategy' setting out how the issues would be addressed. This would include site-level adaptations, relating to site layout and the use of green infrastructure, and building-level adaptations to provide for the comfort of occupiers over the lifetime of the development.

**7.1.17** Applicants producing an adaptation strategy may have to carry out some additional technical modelling to consider the future performance of proposed buildings in a changing climate.

**7.1.18** The following existing local plan policies will continue to apply and will contribute to the delivery of climate change adaptation:

- **BCS21** and **DM27-29** encourage buildings and spaces that are adaptable to changing environmental and climatic conditions.
- **BCS9**, **BCS21**, **DM15-16** and **DM27-29** promote the inclusion of multifunctional green infrastructure in new development that will help to reduce overheating.
- **BCS9** and **DM17-21** seek to manage the loss of existing green infrastructure assets.
- **BCS16** requires development proposals to take account of flood risk over their lifetime and promotes the use of sustainable drainage systems to reduce surface water run-off. **DM15-16** and **DM27-29** seek to integrate these into the design of the development.
- **DM22** requires development to consider the role of existing waterways in sustainable drainage.

## 7.2 Food systems

**7.2.1** The issues of food production, quality and security impact directly on the health and wellbeing of current and future generations and are important concerns to Bristol City Council, stakeholders and residents in the city. Bristol City Council continues to support the work of the Bristol Food Policy Council which produced a Good Food Plan for Bristol (December 2013) based on the findings of 'Who Feeds Bristol' (March 2011).

### How do proposals and retained policies contribute to safeguarding and enhancing the city's food systems?

**7.2.2** The council will continue to have regard to matters related to food production, food quality and food security as part of this local plan review:

- The unique quality of soils and importance for food growing of land at Stapleton allotments/holdings will be recognised and protected;
- Retained Policy **BCS9** recognises the multi-functional role of the city's green infrastructure, including its role in food production. Allotments form part of the

city's green infrastructure; within the built up areas they will be identified as Reserved Open Space reflecting their community value;

- Policy **DM15** Green Infrastructure Provision expects new residential development to be designed and located to facilitate opportunities for local food growing;
- Policy **DM29** expects proposals for new development to incorporate opportunities for green infrastructure such as green roofs, green walls and green decks which could be used for food growing. The approach to internal space standards in the local plan will help to ensure new homes will have sufficient room to store food and to prepare and eat meals;
- In terms of food manufacturing, processing and distribution, the local plan will continue to provide a context for the maintenance of a stock of industrial and distribution land within the city;
- Updated policy **BCS23** will continue to protect existing uses, which can include food manufacturing and processing, from the impact of pollution from new development;
- Updated policy **DM33** will continue to ensure that development sensitive to pollution is not located in areas where it may undermine the future viability of industrial areas which can include food related industries.

### Pollinating insects

Bees and other pollinating species are vital to our biodiversity and food production. The Local Plan's policies for nature conservation and habitats aim to maintain a healthy ecosystem and link the city's wildlife networks with the wider area.

Through the policies in the Local Plan, the council will secure plant species beneficial to pollinating insects as part of the required green infrastructure in development proposals.

- **BCS9** Green infrastructure
- **DM19** Development and nature conservation
- **DM15** Green infrastructure provision
- **DM17** Development involving existing green infrastructure

- 7.2.3** Through the proposals in this review and the retained policies, the Bristol Local Plan will continue to contain policies which can help to support and develop food security, local food growing and increasing sustainability within the city's food system as a whole.

### Proposal RES 5: Stapleton Allotments and Holdings

The Stapleton allotments and holdings will be recognised in the local plan and designated as specially protected Local Green Space in recognition of its special importance for food growing and community use. Developments which are inconsistent with this role will not be permitted.

The current designation of the land safeguarding it for transport infrastructure will be removed.

7.2.4 Stapleton allotments and holdings are recognised as having amongst the best and most versatile land in the city. Feed Bristol, the Avon Wildlife Trust's community food growing project is located here. The soil is of the highest quality and forms part of a scarce resource of such land at the national level. National planning policy steers development away from high quality land and towards poorer quality land.

7.2.5 The current local plan safeguards land at the allotments and small holdings for potential development as a park and ride site. As an extensive parking area would be incompatible with the overriding importance of the area for food growing, the safeguarding designation will be removed as part of the local plan review. Park and ride within the wider M32 corridor will be considered as part of the Joint Spatial Plan and Local Transport Plan process.

### Green infrastructure

The protection and enhancement of the city's natural environment will continue to be a core aspect of the local plan which will be consistent with the place shaping principles in the Joint Spatial Plan (Policy 5).

The consultation introduces new forms of protection for open space and explains the approach to food systems. Policy BCS9 Green Infrastructure will continue to provide the overarching approach to green infrastructure alongside the Joint Spatial Plan. This is supported by current policies which will be retained including:

- **DM15** Development involving existing green infrastructure
- **DM17** Development and nature conservation
- **DM 20** Regionally important geological sites
- **DM 22** Development adjacent to waterways

## 8. Local plan policies proposed to be retained

8.1 Paragraphs 1.7 to 1.10 explain the approach to the review of the local plan and the proposal to retain existing policies which continue to be up to date and relevant.

### Proposal RP 1

This rewrite of the local plan does not propose to change all of its current policies. It is proposed that the policies listed below are retained and continue to be part of the local plan alongside the new and amended policy approaches proposed in this review.

8.2 Comments on the proposal to retain policies are welcomed.

#### CORE STRATEGY (July 2011)

Proposed retained policy	Reason
BCS7 Centres and retailing	The policy sets out a network and hierarchy of centres serving the community. It is consistent with the National Planning Policy Framework (NPPF) and provides a policy approach for meeting needs for new retail development and promoting the role of centres.
BCS9 Green Infrastructure	The policy sets out a comprehensive approach to green infrastructure and is consistent with the NPPF and the place shaping principles set out in the Joint Spatial Plan.
BCS12 Community facilities	The policy continues to provide protection to a range of community facilities. It works alongside the provisions in the Localism Act where certain community facilities can be registered as assets of community value.
BCS16 Flood risk and water management	Approach to flood risk continues to be up to date. Additional policy may be required to reflect emerging approaches to flood defences.
BCS19 Gypsy and travellers and travelling showpeople	The policy provides criteria against which proposals for sites can be considered. They continue to be up to date and relevant.
BCS21 Quality urban design	The policy sets out clear and responsive approaches to design matters. The approach is consistent with the place shaping principles in Policy 5 of the Joint Spatial Plan.
BCS22 Conservation and the historic environment	The policy sets out a clear approach to safeguarding and enhancing the city's heritage assets. It is consistent with the NPPF and the place shaping principles in Policy 5 of the Joint Spatial Plan.

**SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES (June 2014)**

Proposed Retained policy	Reason
DM1 – Presumption in favour of sustainable development	This policy was recommended by the Planning Inspectorate to reflect the National Planning Policy Framework. It remains up to date and relevant.
<b>Community Facilities</b>	
DM5 - Protection of Community Facilities	The policy continues to provide protection to a range of community facilities. It works alongside the provisions in the Localism Act where certain community facilities can be registered as assets of community value.
DM6 – Public Houses	The policy continues to give protection against the loss of public houses unless they are demonstrably unviable or where there is diverse alternative provision in the vicinity.
<b>Centres and Retailing</b>	
DM7 – Town Centre Uses DM8 – Shopping areas and frontages DM9 – Local centres DM10 – Food and drink uses and the evening economy DM11 – Markets	<p>Consistent with existing Core Strategy policy BCS7 this set of policies directs main town centre uses towards the city's identified centres. They set out criteria based approaches to uses within primary shopping areas, secondary shopping frontages and local centres. The approaches are consistent with the NPPF.</p> <p>Policy DM10 deals with food and drink uses. It sets out specific provision for takeaways to ensure they are not located where they may have harmful implications for health. A new policy for takeaways and health is proposed.</p> <p>Policy DM11 seeks to retain existing markets and encourage appropriately located new market provision.</p>
<b>Health</b>	
DM14 – The Health Impacts of Development	Cross cutting policy that requires Health Impact Assessment on larger developments and ensure health considerations are central to planning decisions. The policy is consistent with the NPPF and supports the policy proposals in this review.
<b>Green Infrastructure</b>	
DM15 – Green Infrastructure Provision DM17 - Development involving existing green infrastructure DM19 - Development and Nature Conservation DM20 – Regionally Important Geological Sites DM21 – Private Gardens DM22 – Development Adjacent to Waterways	<p>Green infrastructure policies are consistent with the NPPF and Joint Spatial Plan and provide a supportive framework for future strategies for biodiversity and green infrastructure provision.</p> <p>The local plan review introduces the Local Green Space designation to reflect the National Planning Policy Framework.</p>

## SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES (June 2014)

Proposed Retained policy	Reason
<b>Transport and Movement</b>	
DM23 – Transport Development Management	DM23 is consistent with overall development objectives and the place shaping principles in the Joint Spatial Plan
DM25 – Greenways	Continues to be consistent with approach to transport and green infrastructure.
<b>Design and Conservation</b>	
DM27 – Layout and form DM28 – Public Realm DM29 – Design of New Buildings DM30 – Alterations to Existing Buildings DM31 – Heritage Assets	Design policies provide an effective and up to date suite of design policy objectives to ensure new development achieves high quality design.  The policies are consistent with the place shaping principles in Policy 5 of the Joint Spatial Plan
DM32 – Recycling and Refuse in New Development	Policy DM32 provides an effective and up to date approach to ensuring new development makes provision for storage and collection of refuse and recycling.
<b>Pollution and Utilities</b>	
DM34 – Contaminated Land DM35 – Noise Mitigation DM36 – Telecommunications DM37 – Unstable Land DM39 – Sewage Treatment Works	Policies covering technical matters that remain up to date and relevant.
<b>Site Allocations</b>	
SA1 – Site Allocations	Existing allocations are proposed to be retained to contribute to the supply of land for new homes. The approach is consistent with the Joint Spatial Plan.

**BRISTOL CENTRAL AREA PLAN (March 2015)**

Proposed Retained policy	Reason
<b>Living in the City Centre</b>	
BCAP1: Mixed-use development in Bristol City Centre BCAP2: New homes through efficient use of land	Encouraging of mix of uses with an emphasis on new homes is consistent with the place shaping principles in the Joint Spatial Plan and the proposals in this review.
BCAP3: Family sized homes	This policy seeks to ensure delivery of an element of family sized homes within city centre context. This approach is consistent with urban living objectives and helps to ensure diversity in the supply of new homes.
BCAP5: Development and flood risk	See BCS16 above.
<b>Employment, Culture and Tourism</b>	
BCAP6: Delivery of employment space	Encouraging a range of office and flexible workspace provision across the city centre is consistent with the proposals in this review.
BCAP8: Maritime industries	Recently adopted policy reflects specialist character of designated areas.
BCAP9: Cultural and tourist facilities and water-based recreation BCAP10: Hotel development BCAP11: University and hospital development BCAP12: Vacant sites and temporary uses	These policies support the city centre's diverse economic sectors and continue to be consistent with national planning policy and the Joint Spatial Plan.

**BRISTOL CENTRAL AREA PLAN (March 2015)**

Proposed Retained policy	Reason
<b>Shopping, Services and the Evening Economy</b>	
BCAP13: Strategy for retail development in Bristol City Centre	Consistent with existing Core Strategy policy BCS7 this set of policies manages the distribution of main town centre around the city centre, directing larger scale retail development to primary shopping areas and allocated sites. They set out criteria based approaches to uses within primary shopping frontages, secondary shopping frontages, leisure use frontages and markets. The approaches are consistent with the NPPF and work in tandem with existing policy DM10 on food and drink uses and the evening economy.
BCAP14: Location of larger retail development in Bristol City Centre	
BCAP15: Small-scale retail developments and other related uses in Bristol City Centre	
BCAP16: Primary shopping frontages in Bristol City Centre	
BCAP17: Secondary shopping frontages in Bristol City Centre	
BCAP18: New market provision in Bristol City Centre	
BCAP19: Leisure use frontages in Bristol City Centre	
<b>A Greener City Centre</b>	
BCAP21: Connection to heat networks	See BCS14 above
BCAP22: Habitat preservation, enhancement and creation on waterways	These policies seek to maintain and enhance the city centre's distinctive green infrastructure network, consistent with existing Core Strategy policy BCS9 and national planning policy.
BCAP23: Totterdown Basin enhancement	
BCAP24: The St. Paul's Green Link	
BCAP25: Green infrastructure in city centre developments	
<b>Transport and Parking</b>	
BCAP26: Old City - Reducing traffic in the heart of Bristol City Centre	These policies seek to improve the environment in the city centre, consistent with the overall planning objectives for the city.
BCAP28: New interchange facilities	Consistent with objectives for Bristol Temple Quarter as set out in the Spatial Framework.
BCAP29: Car and cycle parking	Review to ensure consistency with air quality and efficient use of land objectives.

**BRISTOL CENTRAL AREA PLAN (March 2015)**

Proposed Retained policy	Reason
<b>Design and Conservation</b>	
BCAP30: Pedestrian routes BCAP31: Active ground floor uses and active frontages in Bristol City Centre BCAP32: Quayside walkways BCAP33: Key city spaces	These policies seek to improve the environment in the city centre, consistent with other design policies.
BCAP34: Coordinating major development in Bristol City Centre	A co-ordinated approach to major development will make the most efficient use of land and improve the environment of the city centre, consistent with urban living objectives.
<b>City Centre Places</b>	
BCAP36: Bristol Shopping Quarter BCAP37: High Street, Wine Street and Castle Park BCAP38: Nelson Street and Lewins Mead BCAP39: Newfoundland Way BCAP40: Redcliffe Way	Policies continue to provide a clear and flexible strategy for the locations addressed. The policy for Bristol Shopping Quarter is consistent with the town centre first approach of the national planning policy framework. These policies also form the basis for the emerging City Centre Framework.
<b>Site Allocations</b>	
BCAP SA1: Site Allocations in Harbourside BCAP SA2: Site Allocations in West End BCAP SA3: Site Allocations in St. Michael's BCAP SA4: Site Allocations in Old City BCAP SA5: Site Allocations in St. Paul's & Stokes Croft BCAP SA6: Site Allocations in Redcliffe	Existing allocations proposed to be retained. This approach is consistent with ensuring continued delivery of development and accords with the Joint Spatial Plan.

