



United Kingdom | June 2023

*Jones Lang LaSalle Incorporated*

# **Bristol Employment Land Review**

*Prepared for: Bristol City Council*

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# 1. Introduction

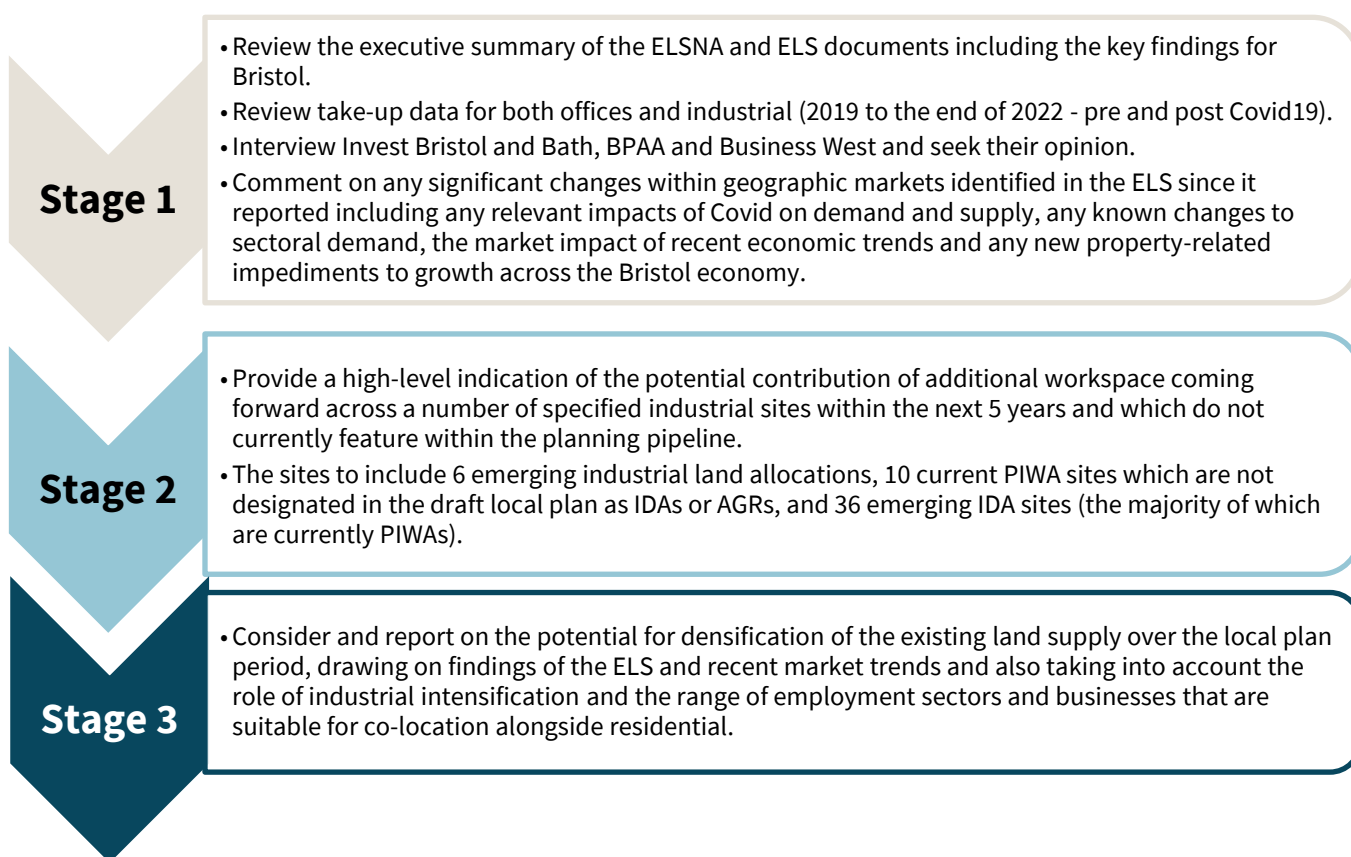
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JLL has been instructed by Bristol City Council (BCC) to provide market intelligence and development consultancy advice in relation to the supply and demand of employment land and floorspace within Bristol.

Within this report we have provided an update on the employment market in Bristol, specifically offices and industrial, making note of any factors that could impact the findings of the West of England Employment Land Strategic Needs Assessment (ELSNA) (2023) and the Bristol Employment Land Study (ELS) (2019). We have also undertaken a high-level analysis of the potential contribution of additional workspace coming forward across a number of specified industrial sites in the next five years (excluding schemes currently within the Council's planning pipeline data). Lastly, we have considered key industrial workspace densification precedents to assess their suitability and potential in the context of Bristol.

This commission relates to the Bristol City administrative area and includes concise strategic level commentary only.

The instruction is broken down into three parts:



## 2. Summary of Key Documents

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Within this section we have summarised several key employment market evidence base documents for Bristol. As per our instruction we have primarily focused on the executive summary of the West of England Employment Land Spatial Needs Assessment 2023 (ELSNA) and Bristol Employment Land Study 2019 (ELS). We have also had regard to other documents such as the Bristol One City Economic Recovery and Renewal Strategy and the Bristol One City Climate Strategy.

### 2.1 West of England Employment Land Spatial Needs Assessment (March 2023) (Atkins)

Atkins Ltd were commissioned in June 2020 to prepare the Employment Land Spatial Needs Assessment (ELSNA) for the West of England on behalf of the West of England Combined Authority (WECA) in collaboration with the Unitary Authorities of Bristol City, Bath and North East Somerset (BANES), South Gloucestershire and North Somerset (NSC). The report covers the period 2020 to 2040 ('the ELSNA period'). The study assessed employment land demand and supply characteristics and provided recommendations for the West of England.

For the purposes of this report, we have focussed on the findings which relate to the administrative area of Bristol City only.

The report divides the Bristol City administrative area into three functional commercial property sub-markets:

- Bristol city centre, which includes West of England's central office and retail areas, as well as industrial estates.
- Avonmouth and Severnside Enterprise Area, a large industrial and distribution area alongside the M5.
- South Bristol, which includes significant industrial estates like Brislington Trading Estate, Cater Road Industrial Estate and Hawkfield Industrial Estate. The report comments that if there are improvements to infrastructure that can enhance physical access to central Bristol and Bath, South Bristol has the potential to become a major sub-market.

The report notes that Bristol boasts substantial employment opportunities, with significant concentrations in the city centre. Strategic employment locations like Bristol North Fringe and Avonmouth and Severnside serve as focal points for economic activity.

### Strategic Property Market Review

#### Industrial Market

- The Greater Bristol area (which goes beyond just the Bristol city area) is the largest industrial market in the West of England.
- Industrial take-up in Greater Bristol in Q1 2020 saw an increase on the same period in 2019, with 342,740 sq ft let or sold across 36 deals.
- The largest transactions were focused in Avonmouth. The largest leasehold transaction of Q1 was 44,462 sq ft including B2/B8 uses at St Modwen Park in Avonmouth. The largest land sale was 6.53 acres at Plot 5B on Severn Road, Avonmouth.

#### Office Market

- Bristol city centre is both the largest and most active office location in the West of England.
- Predictably, H1 2020 represented a 'half of two halves' for the wider Bristol office market, with Q1 starting strong in response to the certainty introduced by the general election.
- In contrast, Q2 take-up reached just 53,000 sq ft as the market slowed with lockdown restrictions, whilst out-of-town transaction volumes declined to just 10,800 sq ft.

- Nevertheless, H1 take-up totals for Bristol city centre totalled 272,400 sq ft, 15% higher than that recorded for 2019.

## Demand Assessment

The analysis is based on a central quantitative assessment, which has been supplemented by qualitative evidence.

The employment spatial needs for the West of England, as determined by the quantitative assessment, are set out below. The requirements are set by new demand, replacement demand and total demand. This has been split out for each use.

Table 1: ELSNA period demand floorspace requirements (sqm) – use type

Area	Office	R&D*	Industrial**	Storage & dist.	Retail	Sqm total
<b>Forecast driven new demand</b>						
Bristol	206,500	112,000	102,000	122,500	35,000	<b>578,000</b>
West of England	303,000	155,500	-9,000	135,000	46,500	<b>631,000</b>
<b>Replacement Demand</b>						
Bristol	167,000	-	120,500	80,000	48,000	<b>415,500</b>
West of England	287,000	-	406,000	270,500	105,500	<b>1,069,000</b>
<b>Total Demand</b>						
Bristol	373,500	112,000	162,500	183,000	83,000	<b>993,500</b>
West of England	590,000	156,000	194,750	339,000	152,000	<b>1,700,500</b>
*R&D stock is not separated out in replacement analysis from the evidence base but will be embedded within office and industrial existing uses.						
**Industrial replacement demand captures industry and warehouse use and is split between these.						

On a percentage basis by use class this equates to the following across the unitary authorities:

Table 2: ELSNA period demand floorspace requirements (sqm) – UA shares

Area	Office	R&D	Industrial	Storage & dist.	Retail	Sqm total
Bristol	63%	72%	61%	47%	55%	58%
BANES	11%	14%	14%	7%	13%	11%
S. Gloucestershire	19%	6%	23%	39%	20%	24%
N. Somerset	7%	8%	1%	6%	13%	6%

Additional land required by anticipated employment growth is displayed in the table below (hectares).

Table 3: ELSNA period demand land requirements (ha) – use type

Area	Office	R&D	Industrial	Storage & dist.	Retail	Ha Total
<b>Forecast driven new demand</b>						
Bristol	21	19	23	24	5	<b>91</b>
West of England	34	27	-2	27	7	<b>92</b>
<b>Replacement Demand</b>						
Bristol	17	-	24	16	7	<b>64</b>
West of England	32	-	81	54	15	<b>182</b>
<b>Total Demand</b>						
Bristol	38	19	47	40	12	<b>155</b>
West of England	66	27	79	81	22	<b>274</b>

### Supply Analysis

The supply analysis assessed the availability of land suitable for employment development in the West of England to determine if potential future supply can meet demand. The supply analysis reported that the total supply of employment land, including land with planning consent for development and available land on Category 1 and 2 sites, is estimated to be approximately 545 ha. This includes 347 ha in South Gloucestershire, 100.1 ha in Bristol, 34.1 ha in B&NES and 63.8 ha in North Somerset.

*Please note that these quantitative supply estimates do not include the proposed allocations in the emerging Bristol Local Plan.*

The categories are defined as follows:

- Category 1: Existing employment site/cluster or town centre/retail cluster with obvious potential for change, taking account of factors such as available land, high level of vacancy, existing consents and allocations, Employment Land Review advice or known infrastructure investment.
- Category 2: Existing employment site/cluster or town centre/retail cluster functioning well without intervention, including those which could perhaps see change if ‘pushed’ by policy/strategy.

### Industrial Supply

- Industrial and R&D supply for Bristol is reported at 19.6 hectares and 18.6 hectares for storage and distribution (ELSNA, 2023)<sup>1</sup>, totalling 38.2 hectares. There is stress on the industrial market due to the over-reliance on Avonmouth and Severnside, as well as losses and growth in particular sectors.

<sup>1</sup> ELSNA (March 2023) – Table 8.1: Supply Demand Balance across West of England in Ha \*Use Class Order) (2019 demand base)

## Office Supply

- Office supply for Bristol is reported at 26.43 hectares (ELSNA, 2023). Like industrial the supply analysis identified stresses in the office market. These pressures are from alternative uses through Permitted Development Rights, especially in central and south Bristol, and the introduction of the new E Use Class.
- There is also an issue with access to employment areas, with the jobs concentrated in areas remote from relatively deprived areas e.g., south Bristol.

## Supply - Demand Balance

The West of England has an overall oversupply of employment land, with excess storage and distribution space due to available land at Severnside. However, the report notes critical shortfalls in industrial and office space, as well as local supply issues in the four Unitary Authorities.

## Office Supply - Demand

- The analysis of future employment land supply versus projected demand indicates a modest supply of 0.9 hectares of office space in the West of England, taking into account replacement demand.
- It is important to highlight that **this analysis reveals an undersupply of 11.6 hectares in Bristol when taking replacement demand into account.**

## Industrial Supply - Demand

- There is an undersupply of 60.4 hectares of for industrial and R&D space across the West of England, taking into account replacement demand.
- This includes a **deficit of 33.4 hectares in Bristol for meeting new demand and a further 24ha of replacement need (combined circa 57.4 ha)**. This represents a major issue for the West of England as a whole.

## Recommendations

ELSNA provides strategic recommendations for the West of England's economic and employment land policies based on shortfalls in industrial and office space. The aim is to address supply demand issues identified in the assessment.

### 1) Protection of Existing employment Stock

A fundamentally clear message from the ELSNA (both qualitative and quantitative assessments) indicate the importance of maximising economic potential from existing employment land. This will require appropriately robust and clear protection to maintain land for modern commercial and industrial use. Unitary Authorities should collaborate with WECA and the private sector, which could include the use of Article 4 directions, flexible policies or local authorities taking a greater role as a 'direct developer' in partnership with the private sector. However, in the short term it will be imperative that local authorities support existing local businesses by not compromising their existing space needs and providing them with sufficient choice and flexibility to accommodate growth requirements.

### 2) Identification of Additional Land Supply

The analysis indicates the need to identify additional industrial and office supply to address the projected shortfall within Bristol, BANES and South Gloucestershire. It places a particular focus on small-scale industrial space in

accessible locations and edge-of-centre premises for ‘city serving’ industrial activities and last mile logistics. Urban intensification potential should be maximised, and floorspace and plot ratio targets should be set.

### **3) Maximising the Use of Existing Stock**

Policies and interventions should strongly support the efficient use of existing employment land, including intensification and mixed use development, and enable redevelopment or reuse of obsolete employment premises to maximise in-situ replacement. Support for refurbishment and retrofitting with sustainable technologies is also necessary to retain sites for continued employment use and achieve net zero carbon.

### **4) Meeting Emerging Sector Requirements**

Policies should promote the delivery of accommodation to cater for the specific needs of key market sectors, such as last mile logistics and day-to-day industrial activities. Flexible co-working hubs in areas with good access to residential locations are necessary to meet the increasing demand for remote working.

### **5) Locational Principles to Prioritise**

Efforts should be made to support energy-efficient and inclusive businesses by providing suitable employment opportunities in or near deprived communities, with good access to affordable public transport.

### **6) Promoting Flexible Employment Land Policies**

Spatial and employment land policies should be flexible and adaptable in response to the unique circumstances surrounding COVID-19 and Brexit, with the use of national and local data to inform policies. Good monitoring is necessary to maintain economic functionality of existing and future employment land supply.

### **7) Ongoing Monitoring of Supply and Demand**

Regular market assessments and updates should be conducted to ensure sufficient provision of suitable employment land for businesses and other employment generating activities. Updates and business engagement activities should be undertaken to monitor changing local market conditions throughout the lifetime of the Spatial Development Strategy and individual Local Plans.



## 2.2 Employment Land Study (November 2019) (JLL)

The Employment Land Study 2019 (ELS) was prepared by JLL on behalf of Bristol City Council. The purpose of this document was to provide the Council with evidence on employment land demand and supply in the city to assist them in preparing their development plan document. The work included a review of the commercial market in the Greater Bristol area, focusing on B use classes only. The key findings for demand, supply, and forecasting are listed below.

*Please note that the report was based on information as of November 2019.*

### Demand

#### Industrial Demand

- Within the industrial / warehousing sector, market demand was reported as predominantly for smaller units below 1,858 sqm/20,000 sq ft as reflected in the historic take-up information. The industrial/distribution market is also characterised by leasehold deals and whilst there is demand for freehold accommodation it is constrained by supply.
- The more urban industrial / warehouse markets, particularly the central areas (such as St Philip's, Bedminster, Lawrence Hill etc.) and south of the city (for example Brislington, Ashton, Hengrove etc.) make a very important contribution to the city. They cater for a mix of businesses, offering proximity to staff and customers.
- In addition to the existing market position, regard must also be given to the emerging / growth sectors, for example last mile logistics. Ensuring the supply of appropriate land/premises is crucial to allow growth sectors to become more established in the city and increase overall economic competitiveness, prosperity and resilience.
- In addition, there are other trends to monitor (which have been seen elsewhere but not in Bristol) for example multi-height urban warehouses and residential above industrial. To encourage delivery, it will likely be necessary for the public sector to take a more pro-active role in the delivery of these types of innovative spaces, particularly in the short to medium term due to market uncertainty and viability challenges.

#### Office Demand

- The office market was reported as dominated by leasehold deals. Occupiers are increasingly seeking space on more flexible terms as it allows them to better respond to their business needs. This has resulted in a rise of co-working / flexible hubs. Examples in Bristol include Runway East, Regus and Desklodge. The trend for flexibility is projected to continue.
- The focus for office accommodation is increasingly the city centre due to the accessibility and amenity benefits, which assist employers in attracting and retaining staff. The current concentration of activity is to the north and west of Temple Meads, approximately within a 15-minute walk. Over the longer-term lifetime of the development plan, other areas of the city centre, in particular to the south and east of Temple Meads may see activity, particularly given the emerging planning policy context.

### Supply

Despite good demand for office and industrial/distribution space in Bristol there is a lack of existing supply to meet this, with currently approximately one years' worth of annual take-up available.

#### Industrial Supply

- The supply challenges from an industrial/distribution perspective are likely to be exacerbated by the emerging policy, particularly in relation to the former PIWAs not to be retained as IDAs (approximately 32 not retained)

equating to approximately 179 ha/ 444 acres of existing industrial employment land. When combined with space removed from retained IDAs through boundary revisions the total loss equates to circa 195 ha/480 acres – a total of 45% of existing PIWA land (excluding Avonmouth).

- Whilst the emerging policy does encourage the delivery of workspace, there is limited clarity as to the quantum, type (use class) or phasing. It is essential that these matters are stated in the policy to minimise any potential impact on the health of the market.
- Intensification of industrial and warehousing floorspace should be encouraged, for example providing equivalent modern floorspace to that lost for development by other uses.
- The proposed allocations for industrial and warehousing space are supported; however, will not alleviate the market pressure resulting from the emerging policy approach (e.g. former PIWAs not to be retained), particularly if the suggested policy changes are not made.
- Analysis of Bristol City Council historic completions data by Hardisty Jones (December 2018) suggests that Bristol has seen an increase in commercial space between 2006 and 2016 (except mixed B use class). However, this was not reflective of the whole of Bristol. JLL reported that most areas of Bristol had experienced a decrease in office, industrial and mixed B use class space.
- Hardisty Jones (December 2018) estimated the net additional land and floorspace requirements for Bristol between 2016 and 2036 (assuming 63% to 65% of additional jobs requiring B use class sites and premises) for Medium High and High growth scenarios range between 117,000 and 189,100 sqm (1,260,000 sqft – 2,035,000 sqft) for industrial space. Hardisty Jones estimated that replacement requirements for industrial stock over the local plan period (2016-2036) needs to replace 1% to 2% of existing commercial stock per annum. This means replacement requirement for industrial between 2016 and 2036 is 494,000 to 988,000 sqm (5,317,416 to 10,634,832 sqft). This totals an additional industrial land and floorspace requirement of 611,000 to 1,105,000 sqm (6,576,804 to 11,894,220 sq ft) between 2016 and 2036.

#### Office Supply

- From an office perspective, there are several new office buildings under construction that could help relieve the supply pressure in the short term.
- There are also a number of pipeline office sites that could assist in delivering new space. However, there is risk in terms of delivery, particularly due to market pressures from competing land uses including student accommodation and residential (private, PRS and BTR). It is worth noting that these pipeline schemes underpin Hardisty Jones conclusion on Bristol's share of the West of England employment land provision.
- Permitted Development Rights present a further risk to the supply of existing office stock, in particular 'affordable' space needed by growing SME businesses and flexible office operators.
- Hardisty Jones estimated the net additional land and floorspace requirements for Bristol between 2016 and 2036 (assuming 63% to 65% of additional jobs requiring B use class sites and premises) for Medium High and High growth scenarios range between 207,000 sqm – 250,000 sqm (2,230,000,000 sqft – 2,691,000 sqft) for office space. Hardisty Jones estimated that replacement requirements for commercial property is between 1% and 2% of existing commercial stock per annum. This means replacement requirement for commercial between 2016 and 2036 is 225,000 to 450,000 sqm (2,421,900 to 4,843,800 sq ft) for office accommodation. This totals an additional office land and floorspace requirement of 432,000 to 657,000 sqm (4,650,048 to 7,071,948 sq ft) between 2016 and 2036.

## Supply Summary

- JLL note that adopting the known pipeline supply for commercial requirements (permitted/allocated sites) as per the Hardisty Jones analysis is unlikely to encourage economic growth and appropriate business choice. JLL noted that the known pipeline supply is less than the replacement and net space required (particularly in areas outside of Avonmouth). Additionally further challenges will be faced with pipeline supply calculations. For example, proposed sites which will not be delivered or change from their current estimate and deliver less employment space.
- The ELS highlighted the need to increase the amount of commercial space delivery, over and above permitted/allocated sites. That this would require both better protection of existing land but also measures to encourage the delivery of additional space to allow Bristol to continue to be an important commercial centre.

## Recommended interventions for the office and industrial sectors

- **Planning Policy** - recommends adopting a floorspace target for the city and core market areas including the AGRs, allocating new employment sites (stand alone or mix of uses), requiring a masterplan for the AGRs which include appropriate and clear employment space targets.
- **Council's Landownership** – suggests undertaking a land utilisation study to identify surplus sites for new employment space delivery.
- **Partnership Working** – work with public sector stakeholders to protect existing commercial sites.
- **Strategic Acquisition** – acquire strategic sites to provide greater control over the delivery of commercial space.
- **Direct Delivery** – explore public sector led delivery of commercial space in untested markets or for innovative workspace solutions.
- **Infrastructure Upgrades** – upgrade infrastructure to unlock untested commercial locations.
- **Funding** – explore funding opportunities to undertake infrastructure upgrades or help unlock additional commercial space.

## 2.3 Other relevant strategy documents

In addition to the ELSNA and ELS we have had regard to certain additional strategy documents as specified by the Council. These are summarised below:

### **Bristol One City Climate Strategy**

This document sets out Bristol's climate strategy to bring the city to carbon neutral status by 2030. Co-ordinated by Bristol's One City Environmental Sustainability Board.

The strategy details ten key areas where climate action is needed to achieve the vision for the city. We have referenced the most relevant key areas:

- Transport: switching to significantly more walking, cycling and zero carbon public transport.
- Buildings: retrofitting and building them to become carbon neutral and resilient to a changing climate
- Heat decarbonisation: implementing a carbon neutral energy method for heating and hot water.

- Electricity: make electricity use as smart and flexible as possible, maximise local renewable energy generation and increase system resilience.
- Consumption and waste: responsible buying of goods and services, alongside zero carbon from waste management.
- Business and the economy: Bristol business move to be carbon neutral and resilient, capturing job opportunities for all through the transition.
- Infrastructure interdependencies: collaboration in running vital services to the city such as water, transport, waste, ICT and energy to improve their climate resilience and embed carbon neutrality across different systems.

## **Bristol One City Economic Recovery and Renewal Strategy**

This document sets out priorities for recovering and renewing the city's economy in the context of sustainable development.

While the scope is economic, its aims are broad, and it contains a detailed analysis of the impact to people, businesses, and places. As well as setting out priorities which will later form a comprehensive action plan for the city.

The strategy sets out priorities for recovering and renewing the city's economy in the context of sustainable development. It is built around three pillars: People and Labour Markets, Business and Investment and Bristol's Places. The Pillars focus on responding to the following:

### **Pillar 1 People and Labour Markets:**

- Respond to rising unemployment.
- Increase access to employment support services.
- Boost support for young people.
- Work with employers to support inclusive growth and improve the quality of work.

### **Pillar 2 Business and Investment:**

- Reduce risk of business failure in the short term.
- Address the shifting demand for skills in key sectors.
- Accelerate development of growth sectors.

### **Pillar 3 Bristol's Places:**

- City centre – commission a Development and Delivery Plan to build on the City Centre Framework – to set out ambitions for regeneration.
- Protect and enhance the viability of highstreets and local centres.
- Addressing long term unemployment and income deprivation in south Bristol.
- Develop an area based economic strategy for Avonmouth which maximises the locational advantages and sectoral strengths.
- Focus public policy and action on the delivery of place change.
- Develop targeted place-based intervention to connect people with opportunity

## 2.4 Summary of Key Documents

*There is a concentration of employment within the city centre and over reliance on Avonmouth for industrial space.*

The West of England Employment Land Spatial Needs Assessment divided the Bristol City administrative area into three sub-markets; Bristol city centre, Avonmouth & Severnside and south Bristol, observing concentrations of employment particularly within the city centre. The assessment acknowledged the industrial market in Bristol is the largest in the West of England, a strategic employment location with particular focus on Avonmouth and Severnside for economic activity. The assessment also notes that Bristol is the largest office location in the West of England particularly focused in Bristol city centre as the most active office location in the West of England.

Industrial supply in Bristol is reported to be at 8.56 hectares with an over reliance on land at Avonmouth and Severnside. Office supply in Bristol is reported at 26.43 hectares although the report noted pressures from Permitted Development Rights in central and south Bristol. There are critical shortfalls in industrial and office provision heightened with consideration for replacement demand. This includes a deficit of 49.68ha in Bristol for meeting new industrial demand and a further 24ha of industrial replacement need (combined circa 74ha).

Recommendations from the assessment highlighted the need for additional industrial and office supply within the study area to address the potential shortfall. Additionally emphasising the need for policies to maintain land for commercial uses and the delivery of accommodation to cater for the specific needs of key market sectors. Existing land and stock needs to be protected including redevelopment, re-use and refurbishment which will be necessary to maintain existing employment land. Policies need to be flexible and adaptable to unique circumstances and monitoring is needed to maintain existing and future land supply, and to ensure sufficient supply of employment land.

*There is significant demand for industrial employment space, to meet demand the public sector needs to take a more pro-active role to deliver employment space.*

The ELS highlighted the strength of demand for industrial requirements in central areas of Bristol and south of the city. Requirements include demand for freehold properties, which is currently constrained by supply. The study identified increasing demand from emerging sectors, such as last-mile logistics. To meet demand the public sector may need to take a more pro-active role to deliver industrial employment space.

*Policy needs to support the protection and development of employment space.*

The lack of supply of industrial floorspace was found to be exacerbated by emerging policy, noting that emerging policy needs to minimise the impacts of development pressures on the industrial market. Furthermore, the study advised that intensification of industrial space should be encouraged, although this will not alone alleviate market pressure resulting from the emerging policy approach to the loss of former PIWAs.

Office demand has seen increased flexible terms to allow occupiers the ability to respond to business need, increasing the demand for co-working/flexible office space. The focus for office demand is within the city centre resulting from good accessibility and amenities, particularly to the north and west of Temple Meads.

Supply of office space for the short term could be supported with new planned development helping to alleviate supply pressures. However, competing land uses are posing as a threat to the pipeline of office supply such as demand for student and residential development, further exacerbated by Permitted Development Rights.

*When delivering employment space consideration needs to be given to the 10 key areas of action in the Bristol One City Climate Strategy and three pillars in the Bristol One City Economic and Renewal Strategy.*

Bristol One City Climate Strategy details ten key areas of action in Bristol to bring the city to carbon neutral status by 2030. The strategies include:

- Switching transport methods within the city

- Retrofitting buildings to become net zero and resilient to change
- Heat decarbonisation was highlighted as a key area of action by the strategy to help support the city.
- Make electricity use as smart and flexible as possible
- Infrastructure interdependence, collaborating vital services to the city e.g., water to embed carbon neutrality

Bristol One City Economic Recovery and Renewal Strategy set out priorities for recovering and renewing the city's economy in the context of sustainable development focusing on three pillars:

- People and Labour Markets
- Business Investment
- Bristol's Places

*Employment space is threatened by alternative uses and there is a lack of supply for future demand.*

Overall, the documents reviewed have highlighted that Bristol's economic growth and resilience is threatened by a lack of appropriate employment land and space for both offices and industrial provision.

## 3. Bristol Office Market Update

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### 3.1 Market Summary

A summary of our office market findings in relation to our brief is set out below:

#### Comment on any significant changes within geographic markets identified in the ELS since it reported

- The geographic markets have remained the same as per those identified in the ELS report.
- In 2022, city centre and out-of-town office market take-up remained buoyant. This may fall in 2023, driven mainly by lease events rather than a suppression in demand.
- There was a very significant office market supply imbalance in 2022 (at a vacancy rate of less than 4%).
- The rental gap between city centre versus out-of-town accommodation has widened. This reflects the desire for most occupiers to be in the core city centre markets.

#### Comment on any relevant impacts of Covid on demand and supply, current and emerging

- Occupational demand has remained resilient.
- Covid appears to have exacerbated the flight to quality trend which had already started pre pandemic. Occupiers are typically wanting less accommodation but of a better quality; this in part to help attract employees back to the office and to recruit/retain the best staff.
- The demand for flexible offices has remained robust; again, there is a noticeable shortage of this type of provision including several key operators missing from the market.

#### Comment on any known changes to sectoral demand

- Demand has been focused on the quality office space. Increased focus from occupiers has been for properties with good ESG credentials.

#### Comment on the market impact of recent economic trends

- The October 2022 mini budget had a material negative impact on investor confidence and activity. Investor appetite is slowly restoring but still not 'business as usual'.
- Secondary office stock is under pressure for repurposing to generate higher values. Typically comprises conversion to residential. This is exacerbated due to changes in MEES regulations and office market trends for quality space.

#### Comment on any new property-related impediments to growth across the Bristol economy

- Significant imbalance of supply and demand means there are limited viable options for occupiers to consider, both of traditional offices but also quality co-working space.

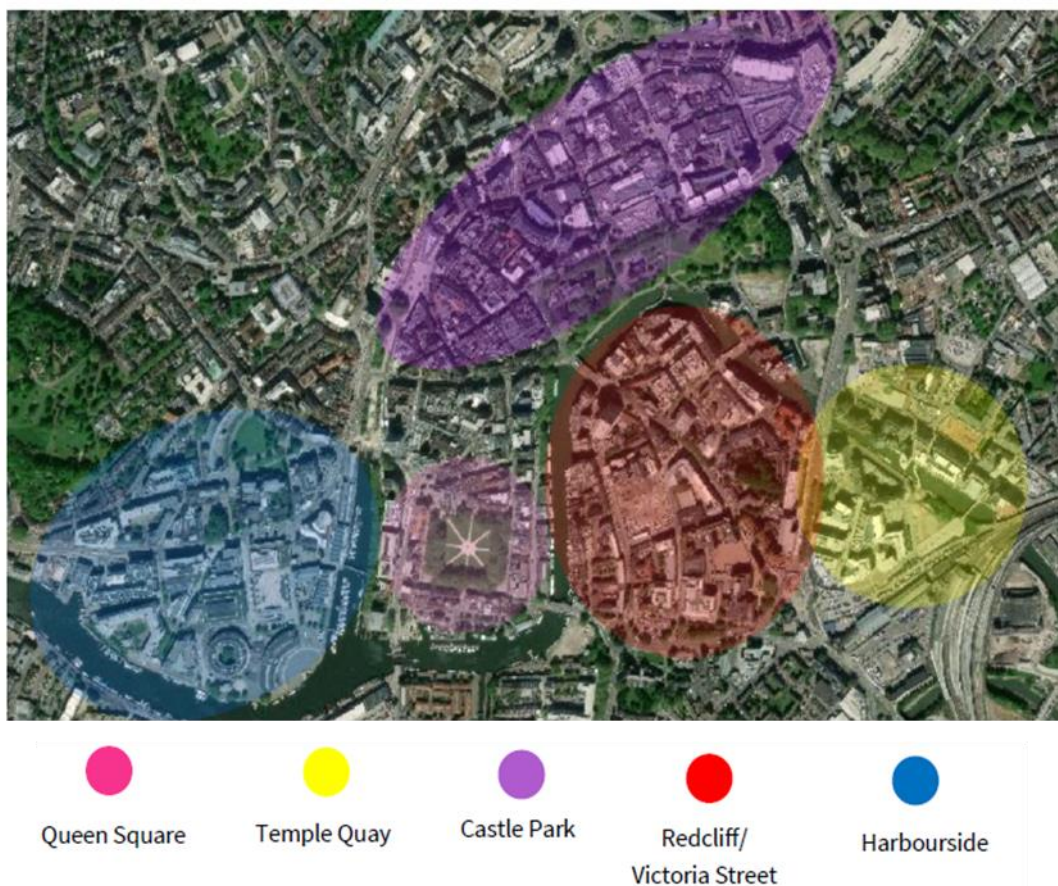


- MEES requirements will likely have an impact on older buildings requiring significant investment to improve their EPC rating in line with regulations. Potential for greater loss of secondary stock due to viability of making the necessary improvements.

### 3.2 Bristol Office Study Area

As defined in JLL's Employment Land Study 2019 (ELS) there are two core market areas within Bristol for offices - the city centre and out of town (particularly the northeast fringe – part of which is in the neighbouring authority of South Gloucestershire).

The city centre is the larger more active office market in comparison to the out-of-town areas. It can be broadly split into five smaller sub-areas that include Queen Square, Harbourside, Redcliff/Victoria Street, Temple Quay and Castle Park (as shown on the plan below).



### 3.3 Bristol Office Market Update

This section provides an update on the Bristol office market as of the June 2023. It has been prepared based on the knowledge of our Bristol office agency team.

#### Occupational Market

The occupational market has remained steady post Covid-19 despite recent economic headwinds, with no significant changes noted. Occupiers are being more selective about size and overall costs. Overall, vacancy in the city centre stood at 3.9 % by the end of 2022, showing a decrease over the final quarter. This includes just 0.6% of new build Grade A space (totalling circa 80,000 sq ft) and 1.8% Grade A space vacancy rate overall. As shown in the graph below Bristol city centre

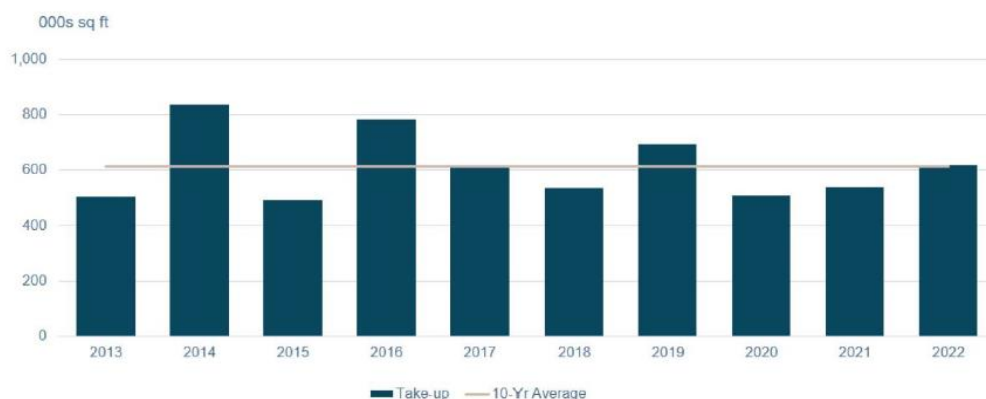


office take-up in 2022 has returned in line with the 10 year average. It reached 620,200 sq ft, an increase of 15% in comparison to 2021.

## 2022 take-up totals 620,200 sq ft, in line with the 10-yr average



Bristol take-up as at Q4 2022



The pre-let to Paymentsense in 2022 at EQ has set the record for headline rents for office space within the Big Six office markets achieving £42.40 per sq ft. Across the Big Six there will be a spike in office space brought to the market in 2023/24. This is due to schemes such as BT's 4 New Bailey in Manchester, JPMorgan's Tech Hub in Glasgow and Baillie Gifford's new headquarters at Haymarket Edinburgh. Other schemes have also attracted inward investment movers during construction such as Goldman Sachs taking 110,000 sq ft of 100 Centenary Square in Birmingham last year.

In Bristol city centre approximately 390,900 sq ft of new build speculative space is due to complete or has completed in 2023 including Halo, EQ and Assembly and the Welcome Building in 2024. Also, major refurbishments are underway on existing buildings within the city centre including 100 Victoria Street and North Quay House. The best refurbished space in the city centre has now achieved a new headline rent of £38.50 per sq ft at 10 Victoria Street.

With rising build costs and interest rates hikes experienced within the last 12 months, coupled with planning delays, developers and investors are limiting commitment to new build developments meaning that, post completion of the major developments as mentioned above, the spike of new build office supply will be very constrained.

Notwithstanding the overall steady occupational demand, certain locations in Bristol are still currently suffering in terms of office demand. These include existing offices such as Spectrum and 360 Bristol which struggle to attract occupiers due in part to location but also specification. Office blocks on the periphery in locations such as Old Market and St Pauls are often being converted to residential.

The lack of demand for spaces such as Spectrum and 360 Bristol highlights the fight to quality, demonstrating that top ESG credentials are now key components of the office selection process. The cumulative footprint of companies signing up to Science Based Targets (SBTs) in Bristol now stands at 1.8 million sq ft, 3 times higher than in 2020. What is becoming evident is that occupier requirements focusing on ESG are no longer restricted to larger corporate occupiers. Requirements for sub-5,000 sq ft are also looking for EV charging, bike storage, showers, break out space and terraces.

The Minimum Energy Efficiency Standards (MEES) will also have an impact with proposed future changes currently planned for 2027. The requirement for improved EPC's for let spaces will impact landlords with future capex requirements, forcing occupiers to relocate. Within the Big Six office market only 10% of stock has 'good-outstanding' BREEAM rating and 90% of office assets are below EPC B rating. This showcases a serious threat to existing office stock should updated MEES regulations be implemented.

The impact of MEES is demonstrated with the planned works at Portwall Place where the landlord is planning a large refurbishment to improve the EPC to achieve a rating of A. As a result of refurbishment works there is becoming a clear difference between new and secondary office service charges which impacts on affordability. New build properties in Bristol

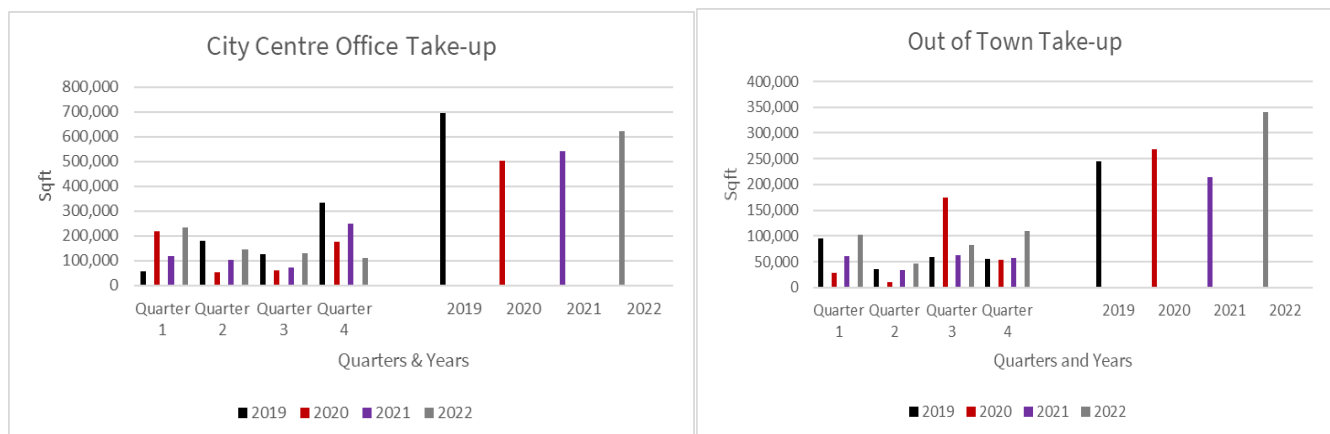
are charging an average of £8.00 per sq ft and secondary office space circa £10-15.00 per sq ft. The increase in service charge has been driven by running costs on less sustainable assets.

### City-Centre vs Out-of-Town

Shown in the graph below the out-of-town market take-up in 2022 reached 340,158 sq ft, above the 5 year average. Deals included multiple smaller deals, rather than being underpinned by one larger deal and largely driven by lease events.

Headline rents for out-of-town office space remain at £23.50 per sq ft (with very little change since 2008). Rents are typically between £18-£21.50 per sq ft for good, refurbished space.

The majority of Bristol's office take-up is focused in the city centre as shown below. For example, take-up for out-of-town was 340,158 sq ft in 2022 compared to 620,211 sq ft in the city centre. This is due to the city centre market being larger in comparison to out of town and receiving higher demand from occupiers. This has always been the trend.



There have been very few recent out-of-town refurbishments or new builds, with the exception of the 1000 Aztec West development. 1000 Aztec West will be the South West's first Net Zero Carbon out of town office extending to circa 80,000 sq ft. As highlighted, there is a significant difference in rents achieved in the city centre and out-of town. Agents have noted that despite interest in out of town space, encouraged by good connections to the Motorway, there is little uptake as occupiers prefer to be located within the city centre. The driver for city centre space includes the lack of amenities within the out-of-town market and poorer quality office space.

Following Covid-19 there has been an increased focus on the return to the office, with occupiers favouring buildings near services and amenities. The relocation and consolidation of BT from 3 regional offices to Bristol city centre at Assembly demonstrates this. The sale of Cascade at Aztec West further demonstrates the importance placed on access to amenities by occupiers, as this has been purchased for a new industrial development rather than offices. Simply it did not make financial sense to remain as an office due to the cap ex required and lower demand.

### Flexible Office Space

There is positive demand from occupiers for flexible office space. However, there is a significant undersupply versus demand. In comparison to Manchester and Birmingham, Bristol is lacking major providers of flex space. There have been occupiers who would not locate in Bristol due to the lack of flexible office providers that they are used to. The delivery of additional flexible office space is currently being hampered by the fact that flex operators are typically only willing to take management agreements rather than leases.

### Co-location

There are a few examples of flexible workspace operators located underneath office spaces or student accommodation such as those in Lewins Mead. However, the reality of day-to-day use and running of co-location spaces can be tricky and has put

off some large occupiers. There are also concerns around the potential for disruptive behaviour from residential occupants, although this is often driven by planners wanting a mix of uses.

### Investment Market

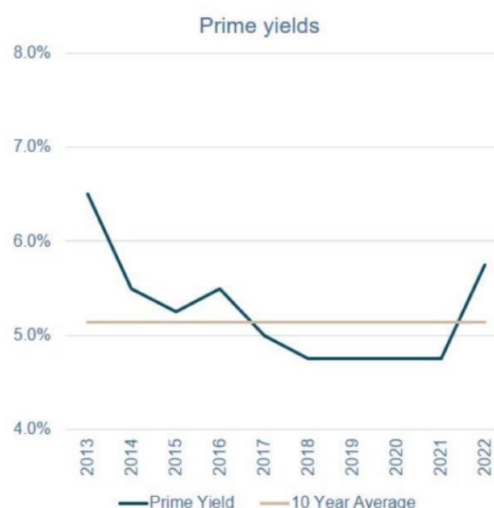
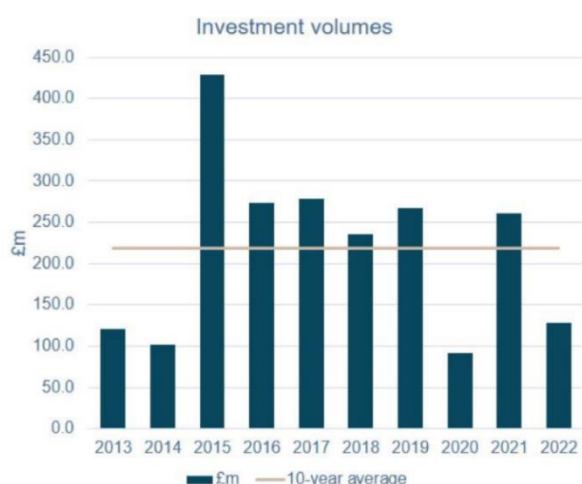
The graph below shows that office investment volume was at 42% of the 10 year average in 2022. Furthermore, cost pressures will impact on proposed refurbishment works (as they become increasingly difficult to justify given the reduced values due to rising investment yields). Opportunistic investors are exploring distressed assets, including for offices, life sciences, and residential buildings. Peripheral office blocks in areas like Old Market, St Pauls, and similar locations are under pressure for conversion to residential units.

The October 2022 mini budget has had a material negative impact on investor confidence and activity. Investor sentiment has been demonstrated with the recent sale of Halo in Bristol at circa 5.36% net initial yield (NIY) at the beginning of 2023. Halo is a new build office building in Bristol City Centre with BREEAM 'outstanding' specification. In comparison The Quorum, a more secondary office space in Bristol is under offer in excess of 10% NIY having originally quoted 6.5% NIY.

## 2022 investment volumes 42% below 10-yr average



Investment volumes and prime yields as at Q4 2022



### 3.4 Bristol Office Market Conclusion

#### *Clear difference between city centre and out-of-town demand and rental values.*

In Bristol there is a clear distinction between office space in the city centre and out-of-town for occupier demand and rental values achieved. Record prime rents have been achieved within the city centre with the letting at EQ in 2022 reflecting £42.50 per sq ft. Several other deals have then followed. However, in comparison out-of-town rents have remained at circa £23.50 per sq ft particularly focused in the North East Fringe at Aztec West. Post-Covid occupier demand in both the city centre and out of town has remained steady and in line with the 10 year average, and demand for better ESG credentials has been demonstrated with lettings within new developments in the city centre such as at Halo and EQ.

#### *Few proposed developments post-2023.*

In 2023 390,000 sq ft of new build speculative space is to be completed. However, despite the delivery of new build office space in 2023, with rising costs there is limited commitment to new build developments planned for the foreseeable which is likely to impact future supply of quality office stock. Occupiers continue to want quality office space and there is an increased need for office space with good sustainability credentials. The flight to quality has been demonstrated with

secondary office space struggling to let such as Spectrum and Bristol 360. Office space is likely to be increasingly impacted by continued MEES requirements requiring significant capex and resultant viability challenges/alternative use pressures.

Take up of out-of-town office space in Bristol was above the 5-year average. However, take up overall remains focused within the city centre as a result of lack of amenities and poorer quality office space. The development of 1000 Aztec West is seeking to be a high-quality introduction to the market with quality office space and amenities and is likely to set a new headline rent.

***Undersupply of flexible office space.***

In Bristol there is a noted undersupply of flexible office supply in comparison to other Big Six office locations. There are also limited examples of co-location spaces within Bristol (the day-to-day running and management of these spaces can be off putting and less attractive to some landlords and occupiers).

***Substantial fall in office investor confidence and activity.***

The office investment market slowed sharply in 2022. The October 2022 mini budget has had a material impact on the market with investor confidence hindering activity. Investment transactions in 2022 fell to just 42% of the 10-year average. Despite this the Halo building sold at the beginning of 2023 for circa 5%.

## 4. Bristol Industrial Market Update

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### 4.1 Bristol Industrial Market Summary

A summary of our industrial market findings in relation to our brief is set out below:

#### Comment on any significant changes within geographic markets identified in the ELS since it reported

- Supply within the central Bristol market struggles the most, with no new construction since 2000.
- All units are fully let. Companies are staying because they need to - often in space which is no longer fit for purpose or hinders growth.
- Businesses are struggling to secure long-term certainty on leases because landlords are looking ahead at the potential to redevelop sites for alternative uses.
- Units are getting older and deteriorating in east Bristol, Brislington, and Bath Road. However, they are still well-let.
- Broomhill Road and Glenmore are seeing small amounts of supply coming through, with a small starter unit scheme.

#### Comment on any relevant impacts of Covid on demand and supply, current and emerging

- Covid-19 has impacted the Bristol industrial market.
- Supply constraints and an increase in demand worked against one another, which resulted in rents and values increasing.
- Bristol faces a significant imbalance between supply and demand, particularly in markets outside of Avonmouth.
- Pandemic accelerated specific drivers such as e-commerce companies, logistics and last-mile deliveries.

#### Comment on any known changes to sectoral demand

- A growth in demand from non-traditional B1, B2 and B8 occupiers is exacerbating the supply and demand imbalance. Most notable demand from leisure operators, breweries and life science operators.

#### Comment on the market impact of recent economic trends

- Impact from the October 2022 mini budget is still being felt with uncertainty in interest rates and build cost inflation pushing up yields and putting pressure on the viability of new development.
- The October 2022 mini budget has particularly impacted the 50,000 sq ft plus market and nationally there is a lack of commitment from occupiers to want this size of space. This is impacting areas such as Avonmouth and Severnside where demand has slowed.

## Comment on any new property-related impediments to growth across the Bristol economy

- The industrial market in Bristol is facing several property-related impediments, including:
  - Grid capacity.
  - Energy efficient (e.g., moving away from gas, EV charging and EPC MEES requirements).
  - Viability pressures post the October 2022 mini budget.
- Most important typical considerations for an occupier is yard space, power and energy efficiency.

### 4.2 Bristol Industrial Study Area

The industrial market is split into several sub-areas that have different characteristics. The core areas are shown on the map below.



**North Bristol** is a mixed area that incorporates a number of estates around Aztec West and Horizon 38. There are a mix of occupiers in this area. It includes land in both Bristol and South Gloucestershire's administrative areas.

**Central Bristol** is an active industrial market. It includes estates in a number of areas such as St Philip's, Bedminster and Lawrence Hill. The units tend to be smaller scale (less than 4,645 sqm/50,000 sq ft). There have been no new build schemes delivered in recent years.

**South Bristol** is an active industrial market. It includes a number of estates around Hengrove and Ashton. There has been limited new build activity.

**Avonmouth** is a mixed industrial area that has the highest concentration of distribution related businesses. This area is the most active in terms of historic take-up and new supply. This area includes land in both Bristol and South Gloucestershire's administrative areas.

**East Bristol** is a less established commercial location in comparison to areas such as central Bristol or Avonmouth. Nonetheless, it has experienced a relatively high and consistent level of take-up in recent years. The East Bristol industrial area includes land in both Bristol and South Gloucestershire's administrative areas.



### 4.3 Bristol Industrial Update

This section provides an update on the Bristol industrial market as of the June 2023. It has been prepared based on the knowledge of our Bristol industrial agency team.

#### Take Up

Bristol's industrial market has undergone significant changes in the past few years, largely driven by the impact of Covid-19. Following Covid-19, demand and supply worked against one another, resulting in rents and values increasing. Bristol still faces a substantial imbalance between supply and demand. The pandemic has accelerated specific drivers such as e-commerce companies, logistics, and last-mile deliveries, which saw record demands.

The IAS Western Branch reported that industrial take-up for 2022 was at 2,379,999 sq ft, above the 5 year average<sup>2</sup>. As at Q4 2022 the IAS Western Branch reported take up to be 348,948 sq ft, down 41% quarter on quarter, 60% down year on year and 32% below the five-year quarterly average<sup>3</sup>. The Bristol Property Agents Association (BPAA) noted that industrial transactions slowed in H2 of 2022 mainly due to uncertainty in the market<sup>4</sup>. Slowdown in activity in Q4 2022 was mainly due to a lack of available stock particularly in mid and big box space.

#### Market Trends

Rental growth year on year has typically ranged between 5-10%, but in the past year, there has been an increase of upwards of 30% in some cases. This can be attributed to the significant imbalance of supply and demand increasing competition. The BPAA reported that many landlords have been taking space back, refurbishing or undertaking repairs, and reletting at a higher rent<sup>5</sup>. Another significant shift in the market has been the trend of office-based companies moving into warehouse spaces, consolidating their operations under one roof.

The market has demonstrated an expansion beyond the traditionally defined B1, B2, and B8 uses, with various sectors taking up space. The most notable being leisure operators. The brewery sector has also expanded in Bristol, with Wiper and True's success being a notable example. Wiper and True remained within the area of Old Market in central Bristol, taking up space within City Business Park on fixed terms from institutional landlords.

The life science sector has seen growth within the Bristol market. ScienceCreates, who are backed by the University of Bristol and Research England, have developed two incubator facilities in the city, which combined offer 45,000 sq ft of laboratory, office and event space for tech-startups. The first unit, St Philips incubator, extends to 15,000 sq ft and was the first incubator space for science companies in the city. The second, in Old Market, comprises 30,000 sq ft of scale-up space which opened in 2021. It is worth noting that ScienceCreates have converted two industrial units to satisfy their requirements rather than developing a new purpose-built facility speculatively. This can partly be attributed to the risk associated with an emerging market but also due to a lack of available sites/buildings which are suited to this type of space. Following the success of ScienceCreates, Mission Street are also now redeveloping the Bristol Old Post building for additional life sciences space. However, like all emerging markets it is still unclear on the depth of the market within Bristol.

For many non-traditional industrial uses their business needs requires them to remain within Bristol city centre and therefore are expanding into industrial space (e.g., Wiper and True). Similarly, many industrial occupiers who wish to remain in the city centre are unable to relocate. For example, Bristol Novelty Ltd previously occupied circa 35,000 sq ft of space in St Philips taking a circa 56,000 sq ft unit also in St Philips as keen not relocate out of central Bristol, close to their previous premises and preventing a challenge for staff commuting. The demand from interested occupiers forced Bristol Novelty to act quickly, completing within 6 weeks for a 10-year lease. The increased demand within the city centre is

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<sup>2</sup> IAS Western Branch Take Up Stats (April, July, September 2022 and January 2023.)

<sup>3</sup> IAS Western Branch Take up Stats (January 2023)

<sup>4</sup> BPAA Newsletter, Industrial, Spring 2023

<sup>5</sup> BPAA Newsletter, Industrial, Spring 2023

adding further strain on demand for space with limited supply. In the industrial sector, traditional businesses are struggling to compete with new competitors due to increasing rents and running costs.

The change in business rates in April 2023 is another factor impacting the industry, with typical increases of 30 to 40% on the rateable value of industrial units. The impact from the October 2022 mini budget is still being felt with increased uncertainty in interest rates and build cost inflation. Yields and values have softened. The mini budget has particularly impacted the 50,000 sq ft plus market and nationally there is a lack of commitment from occupiers to commit to this size of space. There is supply for large spaces in Bristol, but demand has been relatively quiet following increased market uncertainty.

The industrial market in Bristol is facing several property-related impediments, including grid capacity, moving away from gas, increasing the need for EV charging, and EPC MEES requirements. The change to MEES requirements in April 2023 which required all let spaces to have an EPC rating of E or higher has been a wakeup call to many landlords. With the government suggesting future requirements biting by 2027 it is clear that the need for future capex is going to impact both supply and demand. Within the last 12 months build costs have increased by circa 20% providing further strain on industrial landlords.

Occupier requirements continue to focus on yard space, power and energy efficiency.

### **Bristol Supply**

There is minimal supply in north Bristol. A new build scheme at Ascent in Pucklechurch saw seven units spec built and quickly taken up. The most recent completed industrial space has been at Horizon 38 in Filton. Unit G5 completed in Q2 2023 and is currently being marketed. G5 is part of a wider scheme at Horizon 38, a business park spanning across 65 acres and includes a mixture of 27 industrial and trade units as well as hotel and car dealership.

Central Bristol has high demand from occupiers, but restricted supply has meant it struggles the most, with no new buildings constructed since 2000. All units are fully let, with companies staying in suboptimal accommodation because of the business need to remain. Existing occupiers now compete with alternative uses. Businesses are struggling to secure long-term certainty on leases as landlords look ahead towards potential redevelopment.

In east Bristol, second-hand unit stock is aging and of poorer quality, however, remain in demand and well-let. Small amounts of supply are coming through, such as Glenmore Business Park in Brislington, with a new development of 34 units though noting that these units are small (ranging between 990-2,710 sq ft). The most recent development is Vertex Park by Chancerygate located in Emersons Green. It consists of 11 industrial units ranging between 5,836 and 18,338 sq ft.

There is limited supply in south Bristol. Filwood Green developed by the Council has created 40,000 sqft of workspace consisting of 76 workshops, offices and studios. Whitchurch Enterprise Park, Hartcliffe is currently being marketed consisting of 14 new industrial units. The scheme will be available from mid-2023 and benefit from a Very Good BREEAM rating.

Avonmouth has a better balance between supply and demand, although transactions have slowed. Most occupiers within Avonmouth are existing occupiers who are looking to expand or new entrants to the Bristol market. Larger requirements over 50,000 sq ft have weakened driven by economic headwinds. There is competition for labour, and the big players face a small labour pool and a lack of amenities for occupiers.

Available new build space in Avonmouth comes from Phase 2 at Central Park. Other spaces to be delivered in 2023 include the next phase of St Modwen's Access 18 in Severnside delivering Units 23-25 which range between 43,670 – 63,484 sq ft and are expected to complete Q2 2023. Also, part of St Modwen's Access 18, unit 26 which extends to 209,797 sq ft is planned to be completed in 2024. In addition, it has recently been announced that Phase 2 of Rockhaven Business Centre has started on site comprising of 23 units across three terraces ranging between 1,500-4,000 sq ft and a standalone building of 17,000 sq ft. Completion is targeted for Q2 2024. Panattoni are currently on site speculatively developing two units of 400,000 and 882,000 sq ft at Avonmouth, the latter being the largest speculatively developed unit in the UK.



There is very little supply of secondary space. The vast majority of multi-let estates in Avonmouth are fully let, with occupiers choosing to renew, rather than risk the cost of moving and paying new headline rents elsewhere (although noting that the gap between rents for new and second-hand space is as narrow as it has ever been).

Current and future supply of employment land has highlighted an over reliance on Avonmouth with no new supply developed in the city centre since 2000. The BPAA report highlights a concern that employment space being lost in the city centre is growing as historic industrial parks are repurposed towards mixed-use<sup>6</sup>. Moreover, reporting that available employment land supply is primarily in Severnside, making it unviable for many businesses seeking to retain staff and/or service local customers to make that transition. Importantly, the increasing pressure for space is restricting the ability to deliver new employment land. For example, Gullivers Trucks was marketed and was bought by a waste management company for owner occupation as they required the space and there was no suitable alternative. As the land was bought by an owner occupier this prevented development on the site and the development of new employment space. Also, consideration needs to be given to increasing costs with BPAA reporting construction costs increasing within the last 3 years by 40-50%<sup>7</sup>. With increasing costs, demand and depreciating supply the struggle for space will only continue to worsen.

In the Employment Land Study undertaken by JLL in November 2019, JLL reported that there were 32 former Principal Industrial and Warehousing Areas (PIWA) that are no longer being retained for Industrial Designated Use (IDAs) equating to 179 hectares (444 acres) of land. 21 of the Former PIWAs not retained for IDAs are located within Areas of Growth and Regeneration (AGRs) extending to circa 132 hectares (326 acres) of land. AGR policy encourages mixed use redevelopment. This is significantly increasing the risk of an accelerating loss of employment land particularly in central areas further straining the supply of available employment land.

#### **4.4 Bristol Industrial Conclusion**

##### ***Demand outstripping supply particularly in central areas***

Review of the industrial market in Bristol has highlighted demand outstripping supply, heightened particularly in the centre of Bristol where there has been no development since 2000. Following Covid-19, demand and supply worked against one another, resulting in rents increasing significantly (e.g. E-commerce companies, logistics and last mile delivery).

##### ***Competition for space beyond traditional industrial occupiers within central areas straining limited existing supply***

In 2022 take-up was above the 5 year average. Take up trends has shown that occupier demand has diversified beyond traditional industrial uses with increased demand from alternative uses such as gyms, office occupiers, life science occupiers and breweries. Traditional industrial occupiers are struggling to compete with the alternative uses as increased demand has increased rental values. The change in business rates in April 2023 is also likely to have an impact as costs increase for occupiers.

The October 2022 mini budget is still impacting the industrial market with uncertainty with interest rates and build costs. In particular the mini budget impacted spaces over 50,000 sqft. Further strain will also be felt by landlords with the impact of MEES and rising costs to accommodate changing standards.

##### ***Deallocation of industrial planning policy protection already impacting on tenant security of tenure and the ability for businesses to secure appropriate premises (predicted to accelerate going forwards)***

The deallocation of industrial planning policy protection has impacted security for occupiers in Bristol. Particularly where areas are identified for large scale growth and regeneration, further increasing the competition from higher value uses. As

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<sup>6</sup> BPAA Newsletter, Industrial, Spring 2023

<sup>7</sup> BPAA Newsletter, Industrial, Spring 2023

a result, landlords are less willing to grant long term leases in order to capitalise on redevelopment opportunities and therefore, many business are being constrained. This is evident for example with Barts Ingredients, who have since relocated to Avonmouth after failing to identify a suitable relocation site in the city centre.

#### ***Over reliance on Avonmouth for industrial space/employment land***

Within Bristol the main focus of new build industrial space has been in Avonmouth with new build developments underway by St Modwen's at Severnside and More + by Tristan and Canmoor. Outside of Avonmouth there has been a limited number of industrial developments. Notably within Bristol city centre there have been no new developments since 2000.

#### ***Demand from current occupiers limiting the opportunities for the redevelopment of poor quality stock to higher density modern provision***

High demand from occupiers is limiting the opportunity for redeveloping/intensifying existing employment sites to deliver more modern stock. Therefore, occupiers are remaining in poor quality spaces to ensure they can retain a presence in the city centre rather than being displaced to other, potentially peripheral markets.

#### ***Increasing importance of grid capacity and environmental infrastructure/performance***

Another key barrier to the delivery of new employment floorspace within the Bristol market is sufficient utilities capacity. Particularly in relation to grid capacity to support the increasing electricity requirements of occupiers. New spaces will need to consider environmental infrastructure and the impact of MEES.

## 5. Key Stakeholder Interviews

As part of the instruction, we have held interviews with a number of key stakeholders. A summary of these conversations is included below.

### Business West

- Business West have continuously engaged with BCC regarding employment land via the ELSNA, JSP and SDS process.
- BW have a concern that emerging BCC frameworks, particularly for the Areas of Growth and Regeneration (AGRs), do not provide enough guidance to the market in the level of detail and policy needed to protect a sufficient level and diversity of employment uses. Therefore, the market will trend towards delivery of the most viable and attractive use at the cost of safeguarding employment land.
- Further guidance/targets are required around what type/quantum of residential vs employment space BCC expect as part of the AGRs.

#### Offices

- Post Covid-19 recovery has happened quicker and better than many anticipated.
- However, supply of new office space within Bristol is hampered.
- This can be dated back to the 2007/2008 financial crisis when a lot of delivery was paused. In addition, Permitted Development Rights (PDR) removed a lot of tertiary stock from the market exacerbating the imbalance of demand and supply.
- The market has also witnessed a flight to quality since the pandemic. This can be attributed to the increasing importance of ESG credentials as well as the changing role of the workplace in encouraging employees back into the office/attracting talent.
- It is still not entirely clear how the long term demand for office will change – with the private sector still making decisions about the balance between home and office working, and Bristol’s own place in regional and national markets continuing to evolve.

#### Industrial – B8

- Supply and demand pressures existed prior to the COVID-19 pandemic. However, the pandemic has exponentially increased the growth of this sector due to the significant rise in online retailing.
- Local authorities generally underestimate the importance of industrial and logistics space to the economy and population. As a result, they very rarely identify enough land to accommodate occupiers.
- The imbalance of supply and demand has seen rental values increase significantly. As a result, where B2 uses were not properly protected B8 developers/occupiers have started to take up this space.

#### Industrial – B2

- The loss of space to B8 uses has resulted in increased competition, particularly in Bristol city centre.
- Supply of B2 space/land is hugely constrained in Bristol and only set to worsen.
- Business West are aware of a number of occupiers looking to expand their growing businesses but are constrained by their existing sites as there aren’t any suitable alternatives. We have summarised these below. These occupiers are then often forced to abandon their growth aspirations or consider alternative locations outside of Bristol.
- There has been a diversification in the uses being conducted under B2 uses. For example, there is increasing demand from breweries, life sciences and start up incubator space providers.
- The increased competition has undoubtedly put pressure on values and in some instances displaced existing occupiers.

- In addition to increased demand/competition, many landowners are now expecting an uplift in land value associated with alternative uses, meaning that investment in employment uses often lose out to the redevelopment potential for living uses that can generate a greater land receipt.

#### **Industrial – General Commentary**

- Densification and intensification of industrial space is a solution a lot of local authorities are looking toward for city centre space. However, there are limited examples of successful schemes.
- Most notable example is BeFirst in Barking and Dagenham. However, BCC needs to recognise that this is very different to the current context in Bristol. The Barking and Dagenham site was located within a protected industrial employment area, meaning there was no threat from alternative (non-employment) uses. Industrial values in Barking are also significantly higher than Bristol and this makes densification more viable – although it still required forms of direct and indirect subsidy. Currently Bristol employment sites do not carry this level of protection and therefore are at risk to alternative uses which generate a greater land receipt.

#### **Bristol Property Agents Association (BPAA)**

- Demand for industrial and warehousing stock has increased significantly since the Covid-19 pandemic. As a result, there is a huge imbalance of demand and supply in the city centre.
- Increased demand has meant that industrial rents in the city centre have increased significantly. Prior to the pandemic rents were around £6 per sq ft, this has since doubled to £12 to £15 per sq ft. Which coupled with inflation and increased utility costs has caused issues for a number of occupiers. However, where some occupiers have struggled and gone bust or had to relocate to more affordable locations there is still a long list of occupiers willing to take these spaces.
- The supply and demand imbalance is exacerbated by loss of employment floorspace for alternative uses. St Philips is a prime example where employment sites have been lost to alternative uses, taking existing stock out of the market.
- Loss of city centre industrial sites is causing businesses to relocate to out of town locations. In some instances, this causes high staff turnover due to poor accessibility, particularly public transport.
- Existing businesses looking to relocate typically cannot afford to and/or cannot find space.
- Appears to be a general assumption that Avonmouth can accommodate all latent city centre demand, however, Avonmouth does not appeal to all occupiers in terms of the type of industrial units being delivered as well as accessibility and business model.
- Key barriers to developing more industrial space within the city centre include a dearth of available land as well as a lack of employment generation targets from BCC.
- Occupiers are reporting a perceived lack of engagement from BCC with existing occupiers who are being displaced due to redevelopment for alternative uses. This is particularly relevant for sites within areas identified as Areas of Growth and Regeneration (AGRs).
- Intensification of industrial uses and co-location do not work in Bristol in the current market. Intensification i.e., multi storey industrial is unviable due to rental rates and build costs. Co-locating industrial with other uses such as living compromise the quality of the industrial space making it not fit for purpose.
- BPAA along with BusinessWest feels a strong need to protect employment sites in the city centre.

#### **Invest Bristol & Bath (IBB)**

- The purpose of IBB is to support the local and regional economy by attracting inward investment from predominantly outside the region and UK. To build successful business cases for inward investment the team lobbies and briefs on infrastructure funding to enable businesses to relocate. The services available to businesses

include property solutions, talent solutions, market and sectoral information, relocation support and ecosystem connections.

- Investors and developers are reporting delays in the planning process. Some have discounted Bristol in favour of other locations for their investments, citing this as a reason.
- Other cities including Birmingham and Manchester have enhanced soft landing offers, whereby they offer space to new inward investors and existing businesses. Bristol City Council does not offer this currently.
- With UK Government's strategy to increase overall R&D spend in the UK and DBT now having a KPI on R&D spend, it would be great to see a policy from the BCC to support this type of investment. Bristol is a R&D attractive location, however, many of these companies require light industrial premises and due to talent and workforce needs want to be located in a highly connected location – ideally close to Temple Meads. Invest Bristol & Bath are speaking with 3 developers (one who has invested in a site) and two who are assessing Bristol to create new deep-tech focused buildings.

## Offices

- Offices are the dominant property type that IBB deal with. The majority of requirements are focused within a 5-10 minute walk of Temple Meads.
- The office market and occupier requirements have remained strong in spite of the Covid-19 pandemic. Following an initial dip, there are a number of businesses that are looking for space to, for example, build UK teams.
- Bristol scores well in terms of talent pool. However, some occupiers have concerns around their ability to recruit at scale, particularly within Bristol city centre. IBB find that with the right messaging however this perception is easily overcome. BT are a good example of how Bristol can accommodate mass recruitment in the city centre.
- A key barrier to securing requirements is having the right type of space available at the right time. Particularly with the rising importance of ESG credentials there are limited options to accommodate occupiers within Bristol.
- Office supply data is often skewed as a lot of space is pre-let.
- Where requirements can be satisfied, occupiers typically land in serviced office space. A lot of the companies that IBB work with are fast scaling and therefore serviced offices suit their business needs. However, there are a number of occupiers who have stayed in serviced offices longer than expected given a lack of choice, for example Blu Wireless and Immersive Labs.
- IBB and Bristol Agents are speaking with WeWork on establishing a Bristol location. Global factors such as challenges WeWork is facing in the US is delaying this. Also, concerns around whether they can secure a management agreement from a landlord. This could be an area where BCC could intervene if they own a building where they would be happy to offer a management agreement. Goldman Sachs are a great example of where they discounted Bristol for this specific reason. WeWork have reported that 70% of their searches are for Bristol.
- IBB have had several occupiers looking for serviced office space that can accommodate 100-200 employees, of which there are limited if any options available in Bristol.
- The lack of incentives on offer from the region and the Council mean that we lose investments. It is an expensive location, minimal if no incentives from the Council e.g., business rates discount and soft landing are barriers to securing investment. The increase in business rates, particularly for industrial including Life Sciences and Film Studios are barriers to now supporting indigenous businesses as well.
- A steer from the Council on strategic sectors and locations would be helpful to help build strong clusters within the region. Attempts to date to do so for Life Sciences have failed as IBB promoted the area to the sector but then couldn't accommodate occupiers due to a lack of available space/development land.
- The Clean Air Zone (CAZ) is having an impact on occupiers and parking requirements. Bristol CAZ is considered restrictive compared to other regional cities and as a result is becoming a factor when occupiers are considering where to locate e.g., in town or out of town. Employers are also reporting the cost of parking in the city is becoming a challenge when requesting people return to the office.
- In town vs out of town – IBB find that this decision is often driven by specific business requirements. For example, aerospace defence occupiers typically want to be located out of town to be closer to their product. Whereas other occupiers want to be in town because of accessibility for their workforce and availability of amenities.

- There is a lack of serviced office space being delivered/available out of town. What does exist out of town doesn't typically work for tech occupiers hence they end up locating in town.
- General occupier sentiment that it is easier to encourage employees back into the office in town compared to out-of-town locations.

#### **Industrial**

- IBB haven't had a lot of involvement with occupiers located in St Philips but are aware there is a significant issue surrounding the loss of employment sites to alternative uses.
- IBB are working closely with Science Creates/Unit DX, who are struggling to find expansion space. There are also a number of companies spinning out of Science Creates/Unit DX who require space in close proximity that just cannot find it. It may be that the Council needs greater restrictions to safeguard industries and/or employment floorspace, particularly in central Bristol.

In addition to the interviews, the Key Stakeholders identified a number of occupiers which are currently searching for relocation premises in Bristol. Due to a shortage of supply and/or increased pressure from alternative use redevelopment proposals these occupiers have been unable to satisfy their requirements to date. We are also aware of a number of occupiers that have been forced to relocate to other geographies for these reasons.

***Please note that due to confidentiality reasons we have not been able to include the names or details of these occupiers within our report.***

## 6. High-Level Review of Development Pipeline

Within this section we have undertaken a high-level review of the existing employment land supply and potential development pipeline within Bristol to provide an indication of the potential floorspace that could come forward over the next 5 years. In doing so we have considered specific industrial land allocations, protected employment sites (both adopted and emerging) and areas identified for growth and regeneration (as stipulated within our brief).

### 6.1 Methodology Overview

To undertake our high-level assessment, we have adopted a 4-stage sifting process:

- Stage 1: Identify long list of sites
- Stage 2: Cross reference long list of sites with planning pipeline information
- Stage 3: Assess high-level suitability for development
- Stage 4: Provide indication of potential quantum of development over the next 5 years

We consider that the approach outlined above provides a methodical process to ensure we capture a clear understanding of the potential employment development pipeline of the sites in scope.

### 6.2 Stage 1: Identifying long list of sites

Within the brief the Council defined three categories of sites for this exercise. We have summarised the categories in the table below:

Category	Description
A	The 6 relevant industrial land allocations within the draft local plan.
B	Sites which are currently in PIWAs but are neither designated in the draft local plan as Industry and Distribution Areas (IDAs) or Areas of Growth and Regeneration (AGRs), but which instead will be subject to new planning policy supporting mixed use development and which consultants believe have potential to come forward for redevelopment within the next 5 years and which do not currently feature within the planning pipeline.
C	Any IDAs or sites within them which consultants believe could come forward for new industrial development within the next 5 years and do not currently feature within the planning pipeline.

Adopting these categories, we have identified and verified the following sites as being in scope. The detailed list and associated plans are attached at Appendix 1 and 2.

Site Name	
Category A	
<ul style="list-style-type: none"><li>• Land at Kings Weston Lane, South of Access 18</li><li>• Land east of Chittening Road</li><li>• Land east of Packgate Road</li></ul>	<ul style="list-style-type: none"><li>• Land south of Seabank Power Station</li><li>• Former Gas Holder Site, Glenfrome Road, Eastville</li><li>• Land at Western Drive, Hengrove</li></ul>

### Category B

- Bath Road/Sandy Park Road
- Castle Court
- Crew's Hole Road
- Eastcourt/Winterstoke Road
- Jarvis Street
- Land south of Filton Airfield
- Marsh Road/Winterstoke
- Netham Road Blackswarth Road (north)
- Netham Road Blackswarth Road (north2)
- Whitchurch Lane

### Category C

- Ashley Hill, St Werburgh's
- Ashton Vale Road, Ashton
- Barton Hill Trading Estate, Barton Hill
- Brislington Trading Estate / Bath Road (north)"
- Bush Industrial Estate, Whitehall
- Cater Road, Bishopsworth / Hartcliffe
- Central Park, Petherton Road, Hengrove
- City Business, Park, Easton
- East of Kingsland Road, St. Philip's
- East of Midland Road, Old Market
- Eastpark Trading Estate, Whitehall
- Feeder Road, St Philip's Marsh
- Fishponds Trading Estate, Eastville
- Glenfrome Road (south)
- Hawkfield Business Park, Hartcliffe
- Liberty Industrial Park, Ashton Vale
- Lodge Causeway (west), Fishponds
- Malago Vale Estate, Windmill Hill
- Montpelier Central / Station Road, Montpelier
- Netham Road / Blackswarth Road (south), St George
- New Gatton Road, St Werburgh's
- New Station Way, Fishponds
- Nover's Hill / Hartcliffe Way, Knowle
- Roman Farm Road, Hengrove
- South Liberty Lane / Brook Gate, Ashton Vale
- St Anne's Road (north), St Anne's
- St Anne's Road (south), St Anne's
- St Gabriel's Business Park / Easton Business Centre, Easton
- Vale Lane / Hartcliffe Way, Bedminster Down
- Western Drive, Hengrove
- Whitby Road (north), St Anne's
- Whitby Road (south), Brislington
- Whitby Road (west), Brislington
- Whitehall Trading, Estate, Whitehall
- Winterstoke Road / South Liberty Lane, Ashton Vale
- Woodland Way, Hillfields

## 6.3 Stage 2: Cross-reference long list of sites with planning pipeline

As part of our high-level assessment, the Council have provided planning pipeline data for the study area. Following the identification of the long list (Stage 1), we have cross referenced the planning pipeline data with the sites in scope to identify where additional employment floorspace is already being progressed. It should be noted that the planning pipeline data provided by the Council only covers the Category B and C sites.

Based on the information provided by the Council **12,812 sqm (137,908 sq ft)** of net additional employment floorspace is either in for planning or has been approved. This equates to 281 sqm (3,025 sq ft) of B1b floorspace, 1,610 sqm (17,330 sq ft) of B1c floorspace and 10,921 sqm (117,553 sq ft) of B2 floorspace.

In addition to the information provided by the Council we have undertaken our own planning pipeline research, covering the following:

- Any known employment planning applications not covered by the BCC pipeline data
- Employment planning applications associated with the Category A sites
- Alternative use planning applications associated with the Category B sites

Our research found that in addition to the aforementioned approved floorspace, Glenmore are developing a scheme at Brislington Trading Estate (198 - 202 Broomhill Road Bristol BS4 5RG) which comprises the demolition of an existing building and erection of a small unit scheme. This scheme is currently under construction and when complete will provide



a net uplift of 1,309 sqm (14,090 sq ft) of employment floorspace. This brings the total net planning pipeline for employment floorspace for the Category B and C sites to **14,121 sqm (151,998 sq ft)**.

Our research also found that there are several planning applications for employment floorspace associated with three out of the six Category A sites. We have summarised our findings below:

- *Land at Kings Weston Lane, South of Access 18* – St Modwen's were granted hybrid planning permission (Ref. 20/02903/P) in February 2022 for a mixed commercial / industrial development for A1, A3, A5, C1, D1, D2, B2 and B8 use classes over seven plots. The hybrid application comprises an additional 92,903 sqm (circa 1,000,000 sq ft) of employment floorspace. Most recently reserved matters approval was granted in August 2022 (Ref. 22/01750/M) for Phase 1, (Area A) which proposes to bring forward 19,490 sqm (209,790 sq ft) of the total floorspace approved under the hybrid application.
- *Land at Packgate Road* – Cabot Park Estates submitted a Screening Request (Ref. 23/00266/SCR) for a single warehouse of up to 11,000 sqm (118,404 sq ft). The Council concluded that the application did not constitute EIA development. We expect that the applicants are now working up a full planning application associated with the development.
- *Former Gas Holder Site, Glenfrome Road* – Wales & West Utilities were granted planning permission in April 2021 (Ref. 19/04802/F) for the development of a new Class E unit (office/light industrial) and B8 (storage/distribution) comprising 1,892 sqm (20,365 sq ft). We understand that this development has been completed.

The above applications generate an additional net uplift of 106,396 sqm (1,145,245 sq ft) of approved space. However, it should be noted that the Former Gas Holder Site development has now been completed bringing the planning pipeline contribution down to **104,504 sqm (1,124,881 sq ft)**.

In addition to analysing the employment floorspace planning pipeline data we have had regard to planning permissions / planning applications that are being progressed, which if implemented, would result in the loss of employment floorspace. We consider that this additional level of analysis provides useful context to inform the actual planning pipeline of employment floorspace within the study area.

We have summarised the most noteworthy sites below:

- *Castle Court (Category B)* – Request for Screening Opinion submitted in August 2022 for the redevelopment of the site for up to 375 residential dwellings alongside commercial, business and service floorspace, with building heights of up to 20 storeys. We understand that Sovereign are working up a planning application for the proposed development.
- *Land south of Filton Airfield (Category B)* – Hybrid planning permission was granted in April 2021 for the redevelopment of the site to comprise the new Bristol Arena. Since planning permission was granted a number of amendments have been made to the permission and conditions discharged. We understand that YTL are progressing this development.
- *Marsh Road / Winterstoke (Category B)* – Planning permission pending for the demolition of the existing buildings and the redevelopment of the site to comprise a sports and convention centre, a hotel, 125 residential units, office accommodation, retail, gym, club museum, multi-storey car park, public realm improvements and landscaping, associated with the improvements to Ashton Gate Stadium.

Our research found that the above applications result in a net loss of employment floorspace of **-56,514 sqm (608,317 sq ft)**. Thus, demonstrating the importance of widening our analysis to capture planning applications for both new employment floorspace but also the loss of existing employment floorspace to alternative uses.

To summarise the findings of our Stage 2 analysis we have set out the headline figures for each of the site categories:

Cat.	Total New Employment Floorspace	Total Employment Floorspace Lost	Net uplift of Employment Floorspace
A	104,504 sqm (1,124,881 sq ft)	N/A clear sites	104,504 sqm (1,124,881 sq ft)
B	7,666 sqm (82,517 sq ft)	63,158 sqm (679,833 sq ft)	-55,492 sqm (-597,316 sq ft)
C	31,936 sqm (343,759 sq ft)	18,837 sqm (202,761 sq ft)	13,099 sqm (140,998 sq ft)
<b>Total</b>	<b>144,106 sqm (1,551,157 sq ft)</b>	<b>81,995 sqm (882,594 sq ft)</b>	<b>62,111 sqm (668,563 sq ft)</b>
<i>It should be noted that we have excluded the Former Gas Holder Site, Glenfron Road (Category A) site from our planning pipeline analysis given the scheme is completed.</i>			

The 'Total Net Uplift of Employment Floorspace' (62,111 sqm / 668,563 sq ft) equates to the following breakdown per use: 8,171 sqm (87,953 sq ft) of B1a floorspace, 3,090 sqm (33,261 sq ft) of B1b floorspace, 3,643 sqm (39,213 sq ft) of B1c floorspace, 35 sqm (377 sq ft) of B2 floorspace and 47,172 sqm (507,759 sq ft) of B8 floorspace.

The detailed findings of Stage 2 are attached at Appendix 3.

It should be noted that where planning permission has been granted for employment floorspace this does not guarantee that it is delivered. Therefore, the Council should continue to monitor the actual delivery of floorspace alongside the planning pipeline data to understand the relationship between the amount of space approved versus what is actualised through delivery.

## 6.4 Stage 3: Assess high-level suitability for development

The purpose of Stage 3 is to assess the high-level suitability of the sites for employment development, with the aim of identifying the potential contribution of additional employment floorspace (excluding that already identified in the planning pipeline analysis at Stage 2) over the next 5 years.

In addition to the information considered as part of Stage 2, we have identified the following criteria:

- Level of planning policy protection
- Quality of existing stock (where applicable)
- Ownership
- Site Coverage
- Market appetite – industrial
- Market appetite – alternative uses

In considering the above criteria we have applied a RAG rating to inform our opinion of the 'Likelihood of Employment Development within the next 5 years' for each of the sites in scope.

We have summarised below the key factors considered as part of our RAG rating.

### Level of planning policy protection

We have adopted the following approach to rating the sites based on the level of protection afforded by planning policy. Where a site benefits from an allocation in the emerging local plan we have rated the sites 'green', namely the Category A

sites. Where the sites are protected/safeguarded for employment uses as part of emerging planning policy E4, we have adopted an ‘**amber**’ rating. For the sites which do not benefit from any employment related planning policy we have adopted a ‘**red**’ rating, as these sites are at the greatest risk from alternative uses in terms of planning policy protection.

We have provided a summary of the planning policy related to both the Category B and C sites in Appendix 4.

#### Quality of existing stock

When considering the suitability of the site to be redeveloped/provide additional employment floorspace within the next 5 years we have had regard to the quality of the existing stock. The RAG rating seeks to identify potential areas where poor quality existing stock could be redeveloped to provide new, more efficient schemes. We have applied a ‘**green**’ rating where we consider the quality of the existing stock to be generally good. Where we consider the existing stock to be average, we have applied an ‘**amber**’ rating and where we consider the quality of the existing stock to be poor, we have applied a ‘**red**’ rating.

It should be noted that we have not rated the Category A sites given they all comprise cleared sites.

#### Ownership

In considering the ownership implications of the sites in scope we have assessed the ability for an investor/developer to assemble the land for development. In doing this we have applied a ‘**green**’ rating to sites where they are held in a single ownership, an ‘**amber**’ rating where sites are held in up to three ownerships and a ‘**red**’ rating where sites are held in more than three ownerships.

It should be noted that we have only had regard to freehold ownerships. We have not analysed long leasehold or leasehold information as part of our analysis. It should also be noted that where there are multiple titles that are held in the same ownership, we have considered these as one ownership.

#### Site coverage

To determine whether there are opportunities to provide additional space through better site efficiencies and utilisation we have considered the site coverage of the sites as part of our high-level assessment. Where a site has a high density/coverage we have applied a ‘**green**’ rating, where a site has a medium density/coverage we have applied an ‘**amber**’ rating and where sites have a low site coverage/density we have applied a ‘**red**’ rating.

It should be noted that our site coverage analysis is based on desktop research only. We have not conducted site inspections to inform our analysis.

#### Market appetite – industrial

To identify whether there would be appetite from industrial developer/investors if the sites were made available, we have considered the attractiveness of the sites to the market. Where we consider there would be good industrial developer/investor demand we have applied a ‘**green**’ rating, where we consider there would be average demand, we have applied an ‘**amber**’ rating and where we consider there would be limited industrial developer/investor demand we have applied a ‘**red**’ rating.

It should be noted that in considering the likely industrial developer/investor demand for the sites we have assumed that the sites have vacant possession and are available for development and not demand as an income producing investment.

#### Market appetite – alternative uses

To identify whether there could be pressure on the continued commercial role of an area we have considered whether there is likely to be appetite from developers for alternative uses. Where we consider there would be good demand for alternative uses we have applied a ‘**green**’ rating, where we consider there would be some demand for alternative uses we have applied an ‘**amber**’ rating and where we consider there would be limited demand for alternative uses we have applied a ‘**red**’ rating.

It should be noted that when considering market appetite for alternative uses the most prominent competing use is residential, given the majority of the sites in scope occupy city centre locations and the competing pressures of housing delivery within the city.

To conclude Stage 3, we provide our opinion of the 'Likelihood of Employment Development within the next 5 years' based on a high, medium and low probability.

By way of a summary our analysis identified 14 sites with a 'high' or 'medium' probability of providing additional employment floorspace within the next 5 years. Beyond this we consider that the vast majority of the sites in scope provide a low probability of delivering additional employment floorspace within the next 5 years. This can mainly be attributed to the significant imbalance of supply and demand for industrial space which underpins low vacancy rates within the Bristol area. As a result, there is limited land available, or which could relatively easily be made available for new employment floorspace over the next 5 years.

The results of Stage 3 are attached at Appendix 5.

## 6.5 Stage 4: Provide indication of potential quantum of development

Stage 4 of our analysis carried forward 14 sites which we classified as having a 'medium' or 'high' probability of providing additional employment floorspace over the next 5 years, as established by Stage 3.

Building on our research undertaken in the previous stages we adopted a simple methodology to determine the potential quantum of additional employment floorspace that could be provided over the next 5 years. To do this we considered the following:

Factor	Commentary
Land available for development	Assess the quantum of land that could potentially be available for development. For the Category A sites this is typically the whole site, whereas for the Category B and C sites this is typically part of the wider site.
Site area	Based on the above assessment of the quantum of land available for development we have then undertaken measurements using LandInsight.  Please note we have adopted a net:gross ratio of 90% to allow for externals, roadways, landscaping etc.
The type of development	Assess the type of development that could potentially come forward. For the Category A sites this is classified as new build as the sites are clear. For the Category B and C sites this is likely to comprise demolition of existing space and new build.
Site coverage	To determine the potential additional floorspace that could be provided we have adopted a site coverage ranging from 40% to 60%.  Given it is not possible to predict what the market would develop we have chosen a range which reflects both a dense, efficient small unit scheme (60%) but also medium to large units with sufficient yard space (40%).
Existing buildings	Where sites are classified for demolition and new build, we have sought to account for the loss of existing floorspace within our calculations.  To do this we have utilised a combination of business rates data and check measurements to provide an indication of the existing floorspace already provided on the sites.

Risk factor	<p>Once we have determined the potential net uplift range, we have applied a ‘risk factor’ weighting to each of the sites to provide our opinion of the likelihood of the floorspace being provided within the next 5 years. We have applied the following:</p> <ul style="list-style-type: none"> <li>• Low – 100%</li> <li>• Medium – 60%</li> <li>• High – 30%</li> </ul> <p>We have used this weighting to discount the net uplift range to demonstrate the varying level of risk associated with each of the sites.</p>
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The output of our Stage 4 analysis is an indication of the potential net uplift in employment floorspace over the next 5 years. Our full analysis is attached at Appendix 6, but we have summarised our findings in the table below:

Site Name	Whole/Part?	Type	Risk	Weighted Net Uplift (Sq Ft)	
				Low	High
Category A					
Land at Kings Weston Lane, South of Access 18, Avonmouth	Whole	New Build	Low (100%)	0*	
Land east of Chittening Road, Avonmouth	Whole	New Build	Med (60%)	392,925	589,388
Land east of Packgate Road, Avonmouth	Whole	New Build	Low (100%)	0*	
Land south of Seabank Power Station, Avonmouth	Whole	New Build	Med (60%)	57,428	86,141
Land at Western Drive, Hengrove	Whole	New Build	Med (60%)	3,488	5,231
Category B					
NO SITES IDENTIFIED AS LIKELY TO CONTRIBUTE ADDITIONAL EMPLOYMENT FLOORSPACE WITHIN THE NEXT 5 YEARS.					
Category C					
Ashton Vale Road, Ashton	Part**	Demolition & New Build	High (30%)	44,940	89,868
Cater Road, Bishopsworth / Hartcliffe	Part	Demolition & New Build	High (30%)	-16,888	-375
Fishponds Trading Estate, Eastville	Part**	Demolition & New Build	High (30%)	2,999	12,596
Netham Road / Blackswarth Road (south), St George	Part	Demolition & New Build	High (30%)	1,560	13,110
New Gatton Road, St Werburgh’s	Part	Demolition & New Build	Med (60%)	475	8,402

Vale Lane / Hartcliffe Way, Bedminster Down	Part	Demolition & New Build	Med (60%)	13,465	22,662
Whitby Road (west), Brislington	Part	Demolition & New Build	High (30%)	16,136	24,933

*\*Please note we have excluded the net additional floor space from our analysis as this information has been captured within Stage 2 of our assessment.*

*\*\*Multiple sites identified within PIWA/IDA areas.*

As can be seen from the table above our Stage 4 analysis found the 12 identified sites could provide a potential weighted net uplift of employment floorspace of between **553,490 sq ft to 914,440 sq ft** over the next 5 years. This equates to a weighted net uplift of 453,840 sq ft to 594,619 sq ft for the Category A sites, nil uplift for the Category B sites and a weighted net uplift of 99,649 sq ft to 233,680 sq ft for the Category C sites.

The only sites identified as having a credible level of delivery certainty is two of the Avonmouth allocations. Our analysis found that none of the sites identified within the city centre area have a credible certainty of delivery over the next 5 years. This is predominantly attributed to the sites identified currently being occupied by existing tenants and therefore are reliant on them becoming available for development in the near term.

## 6.6 Summary

We have summarised the findings of our high-level assessment of the potential net uplift in employment floorspace over the next 5 years in the table below.

The table draws together the findings of Stages 1 – 4, providing a ‘Total Potential Net Uplift’ range. The first column of the table summarises the findings of Stage 2, incorporating the planning pipeline data provided by the Council but also JLL’s own research. The middle column adopts the ‘Weighted Net Uplift’ range from Stage 4 of our analysis.

Cat.	Stage 2 Net Uplift (Sq ft)	Stage 4 Net Uplift (Sq ft)		Total Potential Net Uplift (Sq Ft)	
		Low	High	Low	High
A	1,124,881	453,840	594,619	1,578,721	1,719,500
B	-597,316	0	0	-597,316	-597,316
C	140,998	99,649	233,680	240,647	374,678
<b>Total</b>	<b>668,563</b>	<b>553,490</b>	<b>914,440</b>	<b>1,222,052</b>	<b>1,496,862</b>

As can be seen from the table above our high-level assessment has identified a potential net additional **1.2 to 1.5 million sq ft** of employment floorspace that could be provided over the next 5 years (noting that the Stage 2 Net Uplift figures have not been adjusted for risk at this stage). It is worth noting that the significant majority of which is within the Avonmouth area (and that there is a net loss in areas outside of Avonmouth).

In terms of annual take up on a sq ft basis of industrial space this equates to **0.5 to 0.6 years take up**, based on an average annual take up (2016 – 2022) of 2,555,908 sq ft<sup>8</sup>. This suggests that over the next 5 years supply imbalance, particularly outside of the Avonmouth area is likely to worsen over this period (other things being equal).

<sup>8</sup> IAS 2010 – 2022 Take up Stats

## 7. Potential for Densification

This section has considered the potential for the intensification and/or densification of existing industrial employment land within Bristol to address the significant imbalance of supply and demand. We have drawn on JLL's market experts, market trends and case studies, commenting on the following:

- Recent market information on the form/density of new employment development coming forward in and around Bristol
- Industrial intensification and densification precedents and their relevance to Bristol
- The range of employment sectors and businesses that are suitable for co-location alongside residential (including any actual examples where appropriate)

### 7.1 Summary of Intensification in Bristol

As part of our market research, we have explored intensification precedents within the Bristol city centre market. Our research found that intensification has typically occurred where existing employment sites have been occupied by inefficient schemes/buildings, which have become vacant or available for redevelopment. Redevelopment proposals have then comprised more efficiently designed schemes which result in an increased site coverage and net uplift in accommodation being provided.

It should be noted that while intensification creates the opportunity to provide additional employment floorspace on sites already identified for employment uses, it does change the makeup and type of employment floorspace available to occupiers locating within the Bristol city centre market. Both examples below involve the loss of a single medium sized unit, which is replaced by a small unit scheme. This means that the space lost is not replaced like for like and therefore ultimately changing the typology of the industrial space available in the market. The impact of which displaces occupiers with requirements for medium/large facilities in the city centre area and further increases the competition for the remaining units which can satisfy these requirements.

We have presented our findings in the table below using case studies. We have included both a private sector and public sector example.

<b>Whitchurch Enterprise Park – 601 Whitchurch Lane, Bristol, BS14 0BH</b>
<b>Location</b>
Whitchurch Enterprise Park is situated approximately 4 miles to the south of Bristol city centre, within the Bristol suburb of Hartcliffe. The site forms part of Whitchurch Trading Estate and is accessed via Whitchurch Lane and Bamfield. It also forms part of the former Whitchurch Lane PIWA, which is identified as a Category B site within our analysis.
<b>Description</b>
The site extends to 1.13 acres and is owned by Bristol City Council. The site was previously occupied by a single warehouse unit extending to 1,343 sqm (14,456 sq ft) with an additional 230 sqm (2,476 sq ft) of ancillary office space.  This equates to a total floor area of 1,573 sqm (16,932 sq ft) and a site coverage of 34%.





## Summary of Intensification Proposal

Planning permission was granted in August 2020 (Planning Ref. 20/03760/FB) for the following:

*'Demolition of the former Works Site and the proposed development of a new workspace scheme (B1a, B1b, B1c uses).'*

The images below are extracts from the planning documents:



Construction has started, with the units forecast for completion during Summer 2023. Once complete the scheme will comprise 14 light industrial units extending to 2,600 sqm (27,986 sq ft) including ancillary office space. This equates to a net uplift in accommodation of 1,027 sqm (11,055 sq ft) of B1a and B1c and an increased site coverage of 57%.

The units will be finished to a shell and core specification and will provide maximum flexibility for different tenants including the potential to fit a mezzanine floor. The properties will benefit from EV charge points, full-height roller shutter doors and two car parking spaces per unit for Units in Blocks A and B.

We understand that the Council are developing the scheme themselves and will operate the asset themselves. The units will be let for a minimum term of 5 years. As dictated by the planning conditions the new accommodation must be occupied by tenants needing workspace for medium to high density employment. Low density employment uses such as storage will not be accepted.

Tenants will be obliged to co-operate with annual economic and social impact monitoring surveys as part of their lease agreement with Bristol City Council upon entry into the workspace.



## Glenmore Business Park – 198 – 202 Broomhill Road, Brislington, Bristol, BS4 5RG

### Location

Glenmore Business Park is situated approximately 3.5 miles to the southeast of Bristol city centre, within the Bristol suburb of Brislington. The site forms part of Brislington Trading Estate and is accessed via Broomhill Road. It also forms part of the proposed Brislington Trading Estate / Bath Road (North) IDA, which is identified as a Category C site within our analysis.

### Description

The site extends to 1.77 acres and is owned by Glenmore Holdings Ltd. The site was previously occupied by a single warehouse unit extending to 2,101 sqm (22,615 sq ft), which equates to a site coverage of 29%.



### Summary of Intensification Proposal

Planning permission was granted in September 2021 (Planning Ref. 21/04802/F) for the following:

*‘Demolition of existing buildings and development to provide industrial units in use class Egiii/B2/B8, with associated car parking, cycle parking, and refuse stores.’*

The images below are extracts from the marketing materials:



Once complete the scheme will comprise 34 self-contained commercial units, providing a mix of light industrial, warehouse or offices built with steel portal frames, low-level brick fascia and high-quality micro-rib cladding systems.

Each unit will have a first floor capable of being used as offices (subject to necessary consents) and unit sizes run from 990 sq ft up to 1,355 sq ft, with an option to combine to form larger units as necessary.

The 34 units will extend to a total floor area of 3,410 sqm (36,705 sq ft). This equates to a net uplift in accommodation of 1,309 sqm and an increased site coverage of 48%.

The units are available freehold or by way of an FRI lease.

The above case studies provide live examples of industrial intensification occurring within the Bristol market. Both schemes saw the loss of an existing medium unit which was replaced with a more efficient small unit schemes, which resulted in additional workspace and greater site coverage.

Whitchurch Enterprise Park has been developed by Bristol City Council in collaboration with the West of England Combined Authority and the EU Regional Development Fund. While the scheme provides a good example of high-quality industrial intensification, the delivery of the site has been underpinned by public sector intervention. It is worth noting that the site falls within our Category B classification, meaning that had the site not been Council owned, it is considered likely that it could have been redeveloped for alternative uses due to the lack of planning policy protection. While the surrounding area and context may have limited market demand for alternative uses, had the site been for example in St Philips or Bedminster, where competition for land is very high, then it is highly likely that the site would have been purchased for alternative uses, resulting in the eventual loss of employment land/workspace.

Glenmore Business Park reflects a 'typical' market led intensification approach, which maximises the developable area of the site. The success of the scheme is partly underpinned by Brislington Trading Estate being a well-established and popular industrial location in Bristol. As a result, we would expect limited, if any, market demand for the site for alternative uses.

While both schemes generated a net uplift in industrial floorspace, the loss of the existing medium sized units (whether re-let in their current condition, refurbished or new build) reduces the number of viable options for occupiers seeking this type of space within Bristol. This further increases the competition for the remaining units and ultimately changes the typology of industrial space in the market.

## 7.2 Industrial Densification Case Studies

Within this section we have considered industrial densification case studies. Industrial densification is still in its infancy and as a result live examples have only to date been delivered in London. We are not aware of any proposals or plans for industrial densification schemes within Bristol at present, which we attribute to a lack of investor and occupier confidence in this form of development and its viability in Bristol.

The case studies below highlight a number of key considerations and risks associated with the densification of industrial uses and co-location of multiple uses. As part of our analysis, we have sought to comment on the suitability of these precedents for the Bristol market.

### Case Study 1 - St Pancras Way, Kings Cross



<b>Landlord/developer:</b>	Travis Perkins & Unite Student Homes
<b>Address:</b>	13 St Pancras Way, London, NW1 0PT
<b>Status:</b>	Completed in 2014
<b>Type:</b>	Stacked, co-location scheme
<b>Description:</b>	First publicised co-location scheme built in London. Comprised 48,330 sq ft trade unit at ground floor level and 578 student flats above.

### Commentary/Lessons Learnt

- Travis Perkins previously owned and occupied the site and subsequently agreed a deal with Unite to deliver a co-location scheme.
- Worth noting that the scheme did not generate any additional employment floorspace. Rather it allowed Travis Perkins to retain their existing facility but maximise the value in the air space above their site.
- A key lesson learn from this scheme is around the importance of mitigating the noise impact of the ground floor industrial use to the residents above.

### Case Study 2 - Caxton Works Canning Town



<b>Landlord/developer:</b>	Galliard Homes and U+I
<b>Address:</b>	Hoy Street London, E16 1ZA
<b>Status:</b>	Completed 2018
<b>Type:</b>	Stacked, co-location scheme
<b>Description:</b>	Co-location scheme delivered by Galliard Homes and U+I which comprised 336 new homes and 13 industrial units at ground floor level.

### Commentary/Lessons Learnt

Caxton Works is a residential design led scheme, which from an industrial perspective resulted in many operational issues, such as:

- Lack of loading doors

- Lack of yard areas
- Awkward shape units with multiple columns impacting the functionality of the units for industrial occupiers
- JLL's industrial agency team inspected the scheme in 2019, a year after completion and at a period in the market where there was strong demand for conventional industrial units. However, due to the compromises of the scheme, many units at Caxton Works were vacant. The units were also offered to prospective tenants at an affordable rent for the first three years of occupation.
- Since then, occupation has slowly picked up. However, several units have undergone a change of use and occupiers now include a nursery, co-working office, café and climbing facility.
- There are some units used for industrial operations, with a few last mile companies in situ, but generally the perception from JLL's industrial team is that the industrial space delivered was not fully fit for purpose and effectively over time the industrial floorspace in this scheme is going to be lost to other uses.

### Case Study 3 - Mount Pleasant Islington



<b>Landlord/developer:</b>	Royal Mail & Taylor Wimpey.
<b>Address:</b>	Mount Pleasant, Islington, WC1X 0DL
<b>Status:</b>	Completed 2021/2022
<b>Type:</b>	Stacked, co-location scheme
<b>Description:</b>	Co-location development providing 336 new homes and retaining Royal Mail's sortation hub across basement and ground floor which totals 14,150 sq m.

### Commentary/Lessons Learnt

- Property deal focused on retaining Royal Mail's sortation hub within a central location but unlocking value in the air space above for residential development.
- The construction was complicated in that Royal Mail needed to keep their hub operational throughout construction and a lot of thought was needed around how the two uses would sit together.
- An acoustic roof deck was built over the existing service yard to mitigate the noise between the operation taking place below and the residential use located above. We have not had sight of the cost associated with delivering this, however, from experience of other projects we understand that this carries a significant cost.
- Similar to Travis Perkins, because Royal Mail were the incumbent occupier and landowner, the industrial space was designed to ensure that it worked operational for Royal Mail rather than prioritising the residential element.



### Case Study 4 - Former Nestle Factory, Hayes



<b>Landlord/developer:</b>	SEGRO & Barratt Homes.
<b>Address:</b>	North Hyde Gardens, Hayes, London, UB3 4RF.
<b>Status:</b>	Completed 2022
<b>Type:</b>	Co-location scheme
<b>Description:</b>	The scheme provides 1,386 new apartments and 230,000 sq ft of carbon neutral industrial employment floorspace.

### Commentary/Lessons Learnt

- SEGRO acquired the 30-acre site in 2015 and partnered with Barratt Homes to deliver this mixed-use scheme.
- The scheme comprises 4 units ranging from circa 24,000 sq ft to 98,000 sq ft.
- Key features of the industrial space include 12 metre clear internal eaves heights, secured 40 metre deep yards, 2 dock level loading doors, 2 access level loading doors, PV panels and air source heat pumps and reflective glazing.
- The development has placed a strong focus on placemaking and landscaping to allow the two uses to co-locate, which includes new public realm with landscaped parks, canal frontage and other amenities.
- With the industrial element of this scheme likely to attract larger vehicles, the use of landscaping and the careful positioning of the industrial units facing away from the new homes helps to mitigate and reduce potential noise pollution into the residential area of the site.

### Case Study 5 – Industria, Barking



<b>Landlord/developer:</b>	BeFirst
<b>Address:</b>	Thames Road, Barking IG11 0HN, UK
<b>Status:</b>	Under construction (June 2023)
<b>Type:</b>	Multi storey industrial
<b>Description:</b>	Four storey new flexible building (Class E – B1c, B1b/R & D, B2 and B8 use) extending to 102,839 sq ft. Comprises 45 units ranging from 190-5,127 sq ft.

### Commentary/Lessons Learnt

- Completion is estimated for September 2023.
- The scheme has been designed to a high specification including the following:
  - Goods lifts and vehicle ramp with vehicle access across three floors
  - Business centre including cafe, meeting rooms and staffed reception
  - Fully glazed ground floor shop units with a cafe - open to the public
  - On-site parking
  - Excellent BREEAM rating for sustainability and environmental impact
  - EPC Rating A
- Once fully operational Industria is estimated to generate 230-250 jobs on site.
- Industria is in a protected industrial area, as identified by Barking and Dagenham's local plan framework, therefore planning policy limited/eliminated competition from alternative uses.
- Viability of this kind of space is a key challenge (even in the context of the industrial market in Barking which enjoys significantly higher rents than Bristol). Increased build costs also put a significant pressure on the viability of this type of space, with build costs typically being more than double that of a conventional scheme.
- Barking and Dagenham Council have significantly subsidised the scheme to support the delivery of this type of industrial space. We understand that the Council are utilising PWLB funding along with seed funding from the GLA.

### 7.3 Conclusion

The intensification and densification case studies within this section provide a useful basis for our analysis to assess the suitability of the precedents for Bristol.

As can be seen from the intensification case studies, this approach is tested in Bristol, being delivered by both the public and private sector. While the examples demonstrate the successful intensification of employment land it is worth noting that the additional employment floorspace generated and such the net uplift is relatively modest in the context of the wider market. Therefore, while it provides a solution for generating additional small scale industrial schemes it doesn't address occupier requirements for medium/large industrial units (exacerbating the shortage facing this part of the market in the central markets) plus arguably will struggle to keep pace with the loss of employment provision to alternative uses.

In contrast to the intensification examples, the densification case studies are all located in London. This is because the concept of multi storey industrial and co-location is still an emerging market in London and an untested market outside of the capital, meaning examples are currently limited if not non-existent in the regions.

In the context of Bristol, we are not aware of any proposals or plans for industrial densification schemes within the city at present, which we attribute to a lack of investor and occupier confidence in this form of development outside of London. Through reviewing the above case studies, our analysis has explored the key risks and barriers to the delivery of densified industrial schemes in Bristol, which we have summarised below:

- **Design** – Any successful industrial densification scheme needs to be both design and market led to ensure both aspects are catered for. Where one element is prioritised, for example the residential, then the employment space is likely to be compromised and therefore not fit for purpose. In the context of Caxton Works this has resulted in long void periods, reduced rents being offered to secure tenants and ultimately the change of use of multiple units. It has also been observed that intensified industrial schemes are not suitable to all industrial users and some schemes will limit the occupier who can take space from it. Therefore, it is essential to understand local demand to bring forward the right product for the market.
- **Co-location issues** – In addition to careful design consideration needs to be given to the feasibility of certain uses co-locating successfully and the operational requirements of the employment floorspace. The Travis Perkins case study is a good example of where co-location issues, namely noise complaints, have arisen due to the types of uses that have been developed alongside one another.

- **Viability** – industrial densification schemes face significantly increased build costs, which has a negative impact on the viability of delivering this type of space. Co-location schemes are often more viable to deliver, but still require additional cost associated with ensuring the two uses can cohabitate successfully. Except for Industria, the case studies analysed as part of this report have maximised value by developing high value uses, such as residential, alongside employment to offset the increased build costs. At present build costs for intensified schemes vary a lot and are not shared openly but it is known that they are higher than building single storey industrial schemes. In some instances, they can be more than double that of a conventional industrial scheme. Industrial rents in London are significantly higher than Bristol and on some intensified schemes quoting rents will be between £20-35 psf. With industrial rents in Bristol being around £12-14 psf this further highlights the difficulties in making stacked schemes viable.
- **Occupier appetite** – Co-location and stacked industrial schemes will only appeal to a certain part of the occupier market. Stacked industrial schemes, such as Industria, are typically targeted at the lower end of the market where occupiers require smaller units (sub 5,000 sq ft). Delivering units above 5,000 sq ft in this development form is possible but more difficult to do as larger plot sizes are needed (noting it is typically harder to find larger plots in city centre locations). Some co-location schemes can offer larger units, for example the Former Nestle Factory, Hayes. However, SEGRO and Barratt Homes have essentially provided two separate, well screened, schemes alongside one another. For these reasons we question the occupier appetite for this type of space in Bristol at this time.
- **Investor appetite** – Given the market in London is still in its infancy, with the rest of the UK being untested investor appetite to fund this type of development is limited. The current economic uncertainty and cost inflation has likely exacerbated this issue.

Overall, we do not believe that currently densified industrial development is financially viable within Bristol without some form of significant public sector intervention. Industrial intensification is likely to continue where pressure/protection from higher value alternative uses is in place. However, in isolation this is unlikely to address the worsening demand/supply imbalance particularly in Bristol's central markets.



## Conclusion

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The ELS (2019) and ELSNA (2023) found a significant imbalance of supply and demand within the Bristol office and industrial markets.

The ELSNA estimated the supply of employment land (including land with planning) to be 545 hectares across the WECA region. However, at the time of publication, the supply of industrial land in Bristol was estimated to be 38.2 hectares, with an over reliance on land at Avonmouth and Severnside. The report also highlighted a shortfall of land for offices. This underlined the pressure on Bristol as a key employment location to provide a sufficient supply of employment land to meet business need.

Both assessments highlighted the need for protection of existing employment provision and measures to encourage additional employment space delivery within the study area to address the shortfall.

In addition to identifying the shortfall, the ELS and ELSNA noted that the supply of new employment floorspace and retention of existing was likely to be exacerbated by emerging policy, noting that emerging policy needs to minimise the impact of development pressures on employment land and premises (particularly in relation to industrial supply).

The studies advised that intensification of industrial space should be encouraged, although that this will not alone solve the supply and demand imbalance. A range of other measures would be required including for example better protecting existing employment land and identifying new employment allocations in central locations.

Since the publication of the ELS (2019) and ELSNA (2023) both the industrial and office sectors have experienced changes due to Brexit, Covid-19 and more recent economic headwinds. Despite the initial downturn, both sectors have remained buoyant with strong occupier demand.

In the office sector the market has seen a flight to quality with an increasing drive for sustainability and ESG credentials and greater demand for office space within the city centre to attract employees back to the office. Vacancy levels in 2022 reached a very low level demonstrating the lack of suitable supply. There is also a lack of flexible workspace in the city which is impacting on growth and inward investment. Viability pressures coupled with the proposed MEES regulations will put increasing pressure on a lot of existing office accommodation across the city which will come under increasing pressure from alternative uses.

The industrial sector experienced the most change, with the pandemic and Brexit accelerating specific drivers such as the growth of e-commerce companies, logistics and last mile-deliveries, which saw record demand. Occupier demand profiles have also changed, with non-traditional B1, B2 and B8 occupiers now competing for industrial space, further increasing the competition for a finite resource. As a result of these changes supply and demand have worked against one another, resulting in increased rental values, affordability challenges, a greater shortfall of supply and worsening security of tenure, particularly in central markets. This is constraining the ability of business to invest and grow. In some cases, those business who can move are being displaced to other markets.

The intensification of existing employment sites is a useful tool to help tackle the shortfall of employment land supply. There are live examples of both the public and private sector delivering intensification schemes in Bristol. However, as per Section 6 of our report it cannot keep pace with demand. Our high-level analysis identifies a relatively modest potential additional supply of 1.2 to 1.5 million sq ft over the next 5 years, equating to approximately 0.5 years take up. Also, the focus of demand in Bristol is forcing owner occupiers to purchase low density sites outbidding industrial developers, as was the case with Grundon Waste. The purchase of land by owner occupiers, at the expense of developers, poses a further risk to the future supply of employment space.

Section 6 also highlighted a significant risk of the loss of employment floorspace within the Category B sites due to the emerging planning policy position making them vulnerable to competing higher value uses, predominantly residential. Thus, reinforcing the importance of greater planning policy protection for existing employment sites particularly in areas identified for large scale growth and regeneration. In June 2021 the five-year housing supply between 2020 to 2025 was

published, which highlighted that Bristol had a 3.7 year supply of housing land and cannot demonstrate 5 year supply. The lack of housing land supply will further the pressure on existing land in Bristol to be redeveloped for alternative uses.

This is particularly relevant for AGRs, where the existing approach is residential focused. As highlighted by Appendix 4 of this report, the frameworks approach to employment floorspace varies, with Mead Street and Whitehouse Street setting specific employment floorspace targets and Frome Gateway focusing on jobs. In addition, the frameworks generally focus on the delivery of new employment floorspace, specifically for uses that are suitable for co-location with residential, rather than ensuring no net loss of existing. Furthermore, the delivery of employment within the AGRs is mainly predicated on densification, which as discussed below is currently an unproven market in Bristol and likely to be unviable.

The densification of existing employment sites, such as the case studies covered in Section 7, could over time assist in addressing the imbalance of supply and demand, however, for the reasons discussed within our analysis we do not consider it is deliverable at scale in Bristol at this time without significant public sector support and funding.

Overall, our analysis found that the issues identified by the ELS (2019) and ELSNA (2023) remain and in some areas have been exacerbated by recent market trends, resulting in a significant shortfall of employment supply within Bristol particularly in areas outside Avonmouth. Greater public sector intervention and planning policy protection will be required to ensure the existing supply of employment land is suitably protected against competing higher value uses but also in identifying and encouraging additional employment floorspace delivery.

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## **Appendix 1**

Stage 1 Findings:  
Long list of sites identified

## STAGE 1 - Identify Long List of Sites



Map Key

Category A
Category B
Category C

Site Name	Source	Principal Industrial & Warehousing Area (Y/N)	PIWA Reference	Industry & Distribution Areas (Y/N)	Area of Growth & Regeneration
<b>Category A</b> - 6 relevant industrial land allocations within the draft local plan					
Land at Kings Weston Lane, South of Access 18	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E5</i>	N	N/A	N/A	N
Land east of Chittening Road	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E5</i>	N	N/A	N/A	N
Land east of Packgate Road	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E5</i>	N	N/A	N/A	N
Land south of Seabank Power Station	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E5</i>	N	N/A	N/A	N
Former Gas Holder Site, Glenfrome Road, Eastville	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E2</i> - (BDA2403)	N	N/A	N/A	N
Land at Western Drive, Hengrove	Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E2</i> - (BDA1802)	Y	PIWA0103	N/A	N
<b>Category B</b> - Sites currently in PIWAs but which are neither designated in the draft local plan as IDAs or AGRs, but which instead will be subject to new planning policy supporting mixed use development and which consultants believe have potential to come forward for redevelopment within the next 5 years and which do not currently feature within the planning pipeline					
Bath Road/Sandy Park Road	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0094	N	N
Castle Court	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0093	N	N
Crew's Hole Road	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0071	N	N
Eastcourt/Winterstoke Road	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0078	N	N
Jarvis Street	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0066	N	N
Land south of Filton Airfield	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0042	N	N
Marsh Road/Winterstoke	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0077	N	N
Netham Road Blackswarth Road (north)	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0072-N	N	N
Netham Road Blackswarth Road (north2)	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0072-S	N	N
Whitchurch Lane	Bristol Site Allocations and Development Management Policies (adopted July 2014)	Y	PIWA0104	N	N
<b>Category C</b> - Any IDAs or sites within them which consultants believe could come forward for new industrial development within the next 5 years and do not currently feature within the planning pipeline					
Ashley Hill, St Werburgh's	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0057	Y	N
Ashton Vale Road, Ashton	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0084	Y	N
Barton Hill Trading Estate, Barton Hill	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0067	Y	N
Brislington Trading Estate / Bath Road (north)	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0095	Y	N
Bush Industrial Estate, Whitehall	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0070	Y	N
Cater Road, Bishopsworth / Hartcliffe	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0098	Y	N
Central Park, Petherton Road, Hengrove	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0102	Y	N
City BusinessPark, Easton	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0107	Y	N

East of Kingsland Road, St. Philip's	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0106	Y	N
East of Midland Road, Old Market	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0105	Y	N
Eastpark Trading Estate, Whitehall	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0059	Y	N
Feeder Road, St Philip's Marsh	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0061	Y	N
Fishponds Trading Estate, Eastville	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0056	Y	N
Glenfron Road (south)	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0049	Y	N
Hawkfield Business Park, Hartcliffe	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0100	Y	N
Liberty Industrial Park, Ashton Vale	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0080	Y	N
Lodge Causeway (west), Fishponds	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0052	Y	N
Malago Vale Estate, Windmill Hill	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0087	Y	N
Montpelier Central/ Station Road, Montpelier	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0058	Y	N
Netham Road / Blackswarth Road (south), St George	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0073	Y	N
New Gatton Road, St Werburgh's	Bristol Draft Policies & Development Allocations (March 2019)	N	N/A	Y	N
New Station Way, Fishponds	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0050	Y	N
Nover's Hill / Hartcliffe Way, Knowle	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0086	Y	N
Roman Farm Road, Hengrove	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0099	Y	N
South Liberty Lane/ Brook Gate, Ashton Vale	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0085	Y	N
St Anne's Road (north), St Anne's	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0088	Y	N
St Anne's Road (south), St Anne's	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0089	Y	N
St Gabriel's Business Park / Easton Business Centre, Easton	Bristol Site Allocations and Development Management Policies (adopted July 2014)	N	N/A	Y	N
Vale Lane / Hartcliffe Way, Bedminster Down	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0101	Y	N
Western Drive, Hengrove	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0103	Y	N
Whitby Road (north), St Anne's	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0090	Y	N
Whitby Road (south), Brislington	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0091	Y	N
Whitby Road (west), Brislington	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0092	Y	N
Whitehall Trading, Estate, Whitehall	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	N/A	Y	N
Winterstoke Road / South Liberty Lane, Ashton Vale	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0079	Y	N
Woodland Way, Hillfields	Bristol Site Allocations and Development Management Policies (adopted July 2014) Bristol Draft Policies & Development Allocations (March 2019) - <i>Draft Policy E4</i>	Y	PIWA0055	Y	N

## **Appendix 2**

### Stage 1 Plans

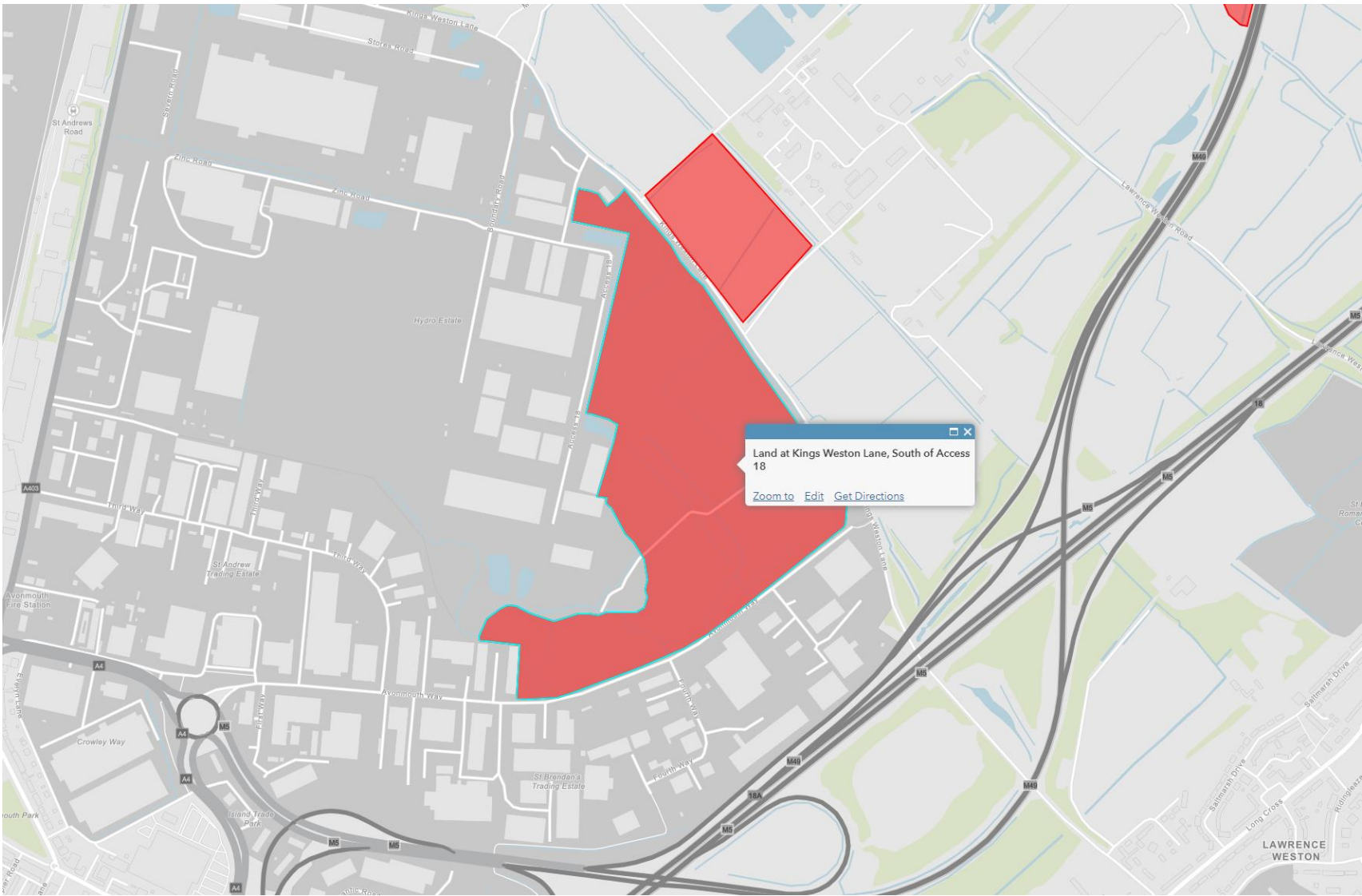


# Appendix 2

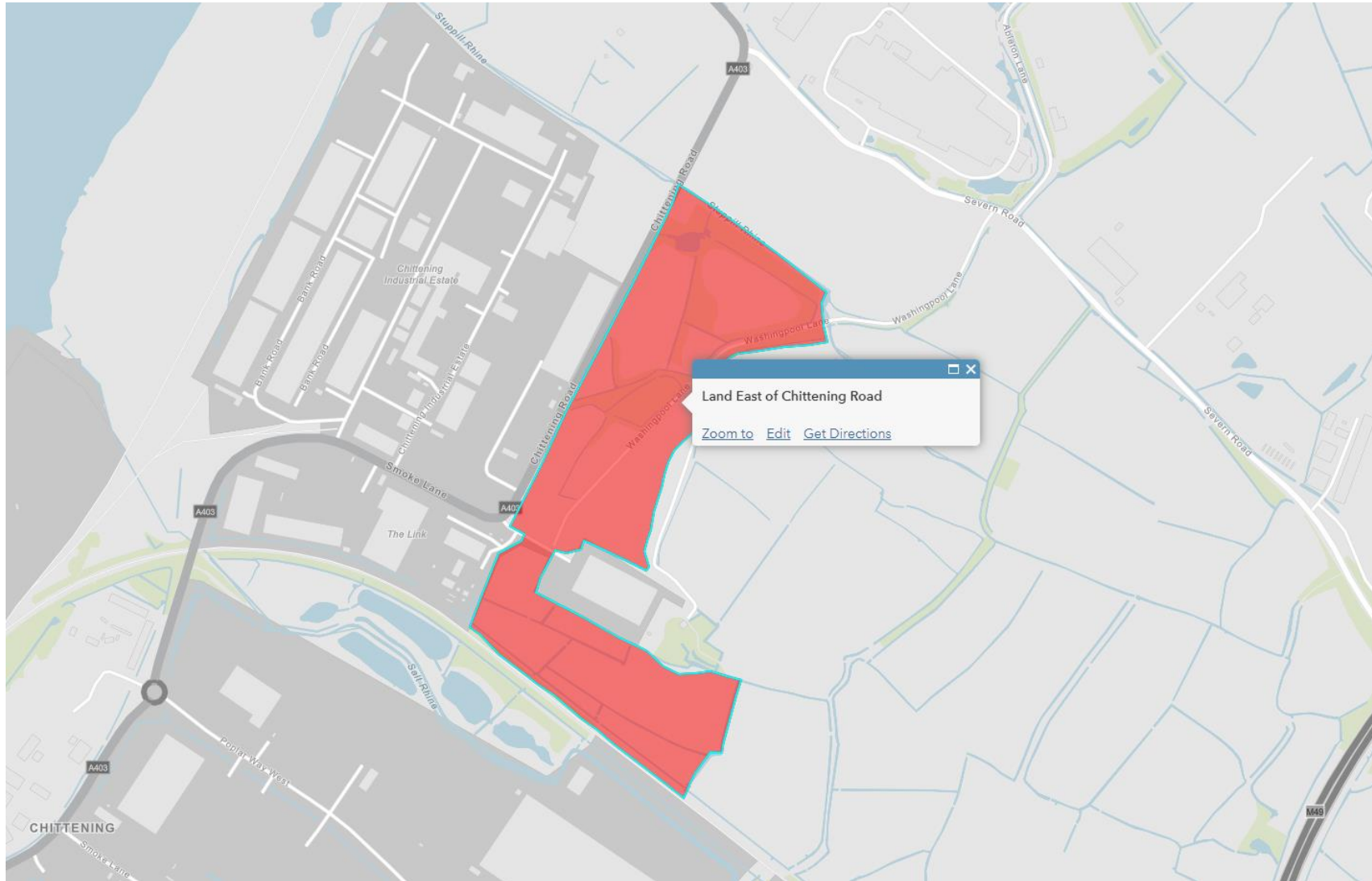
## Sites in Scope - Plans

# Category A

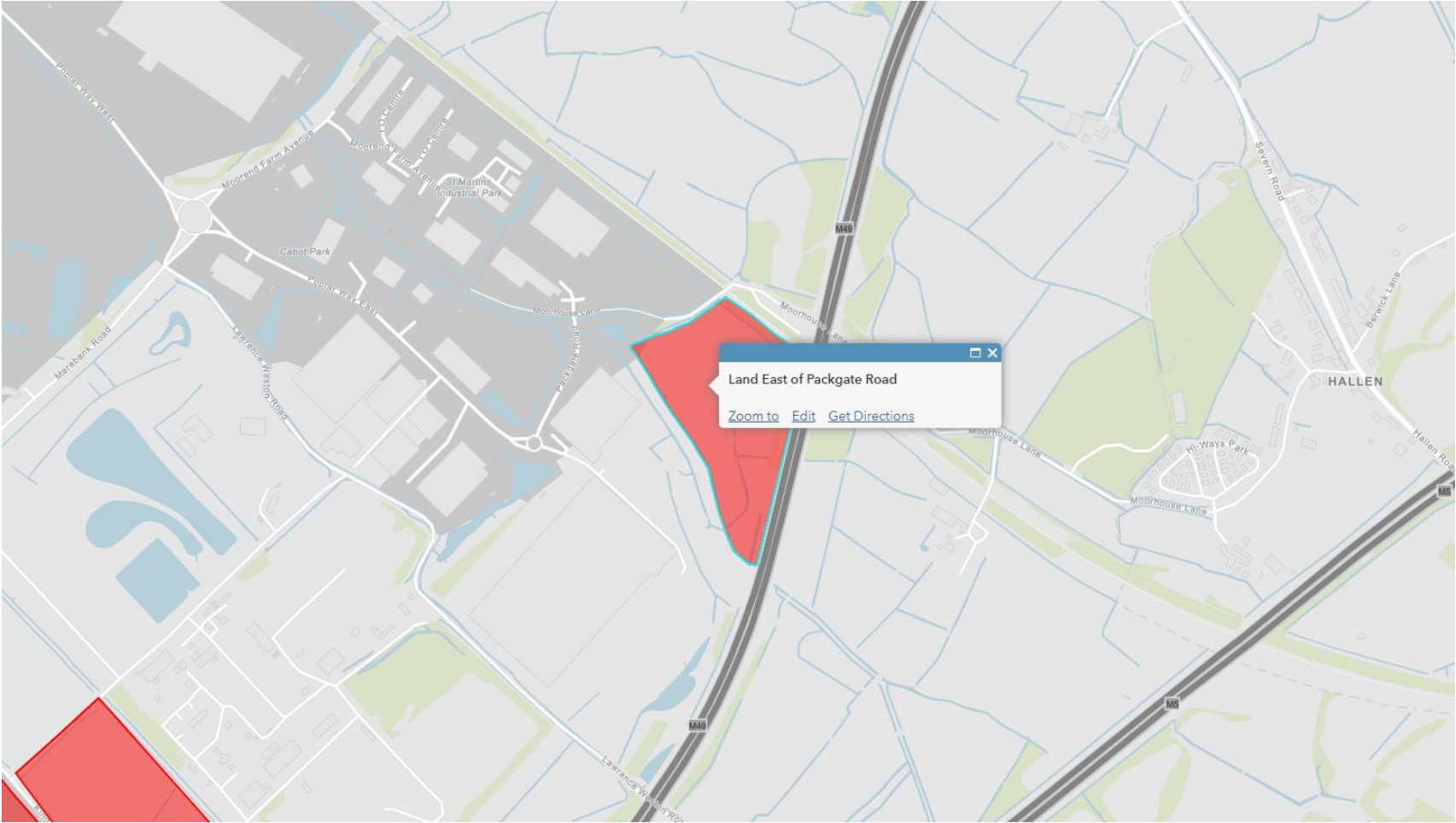
# Land at Kings Weston Lane, south of Access 18



## Land east of Chittening Road

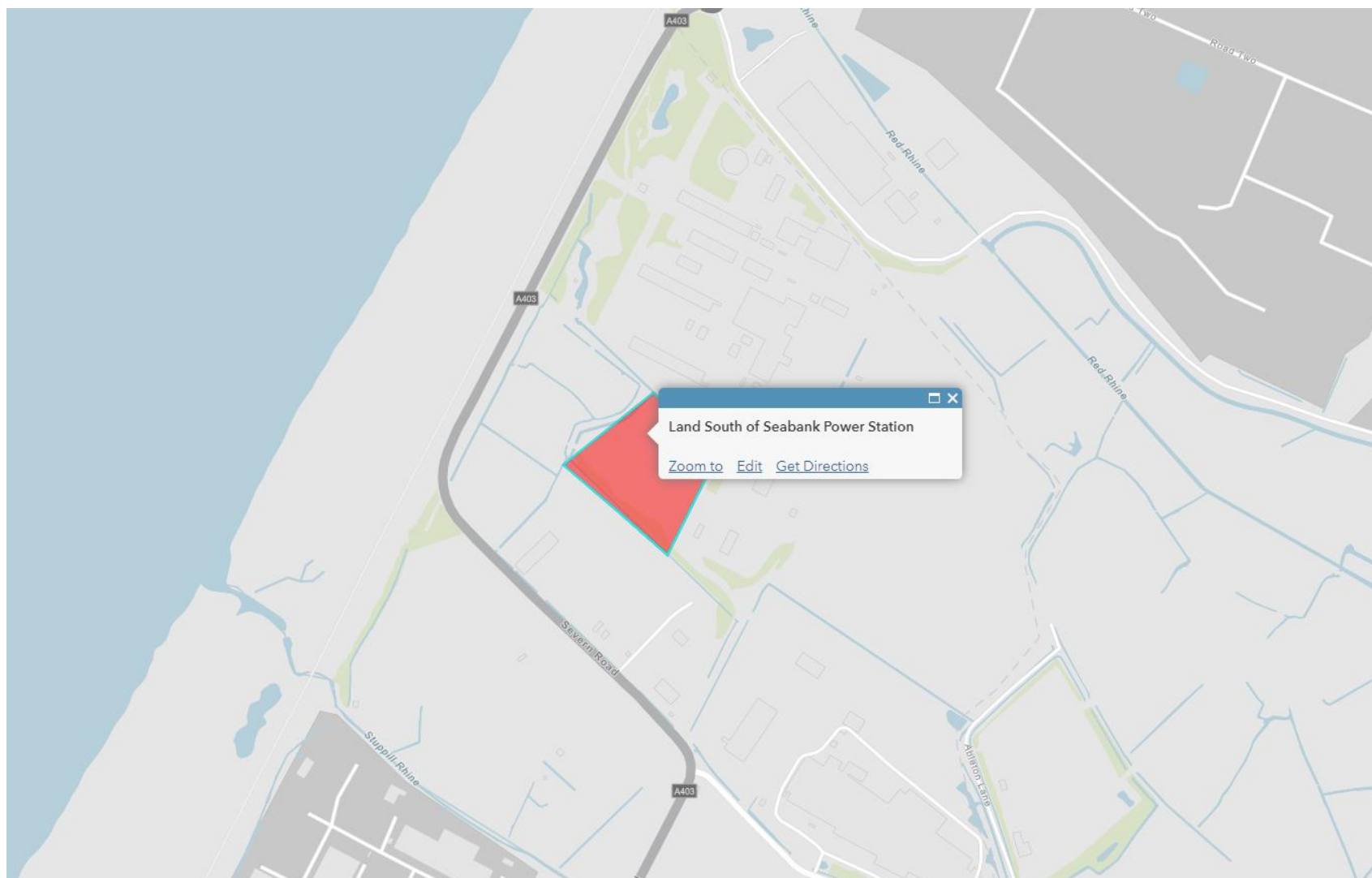


# Land east of Packgate Road

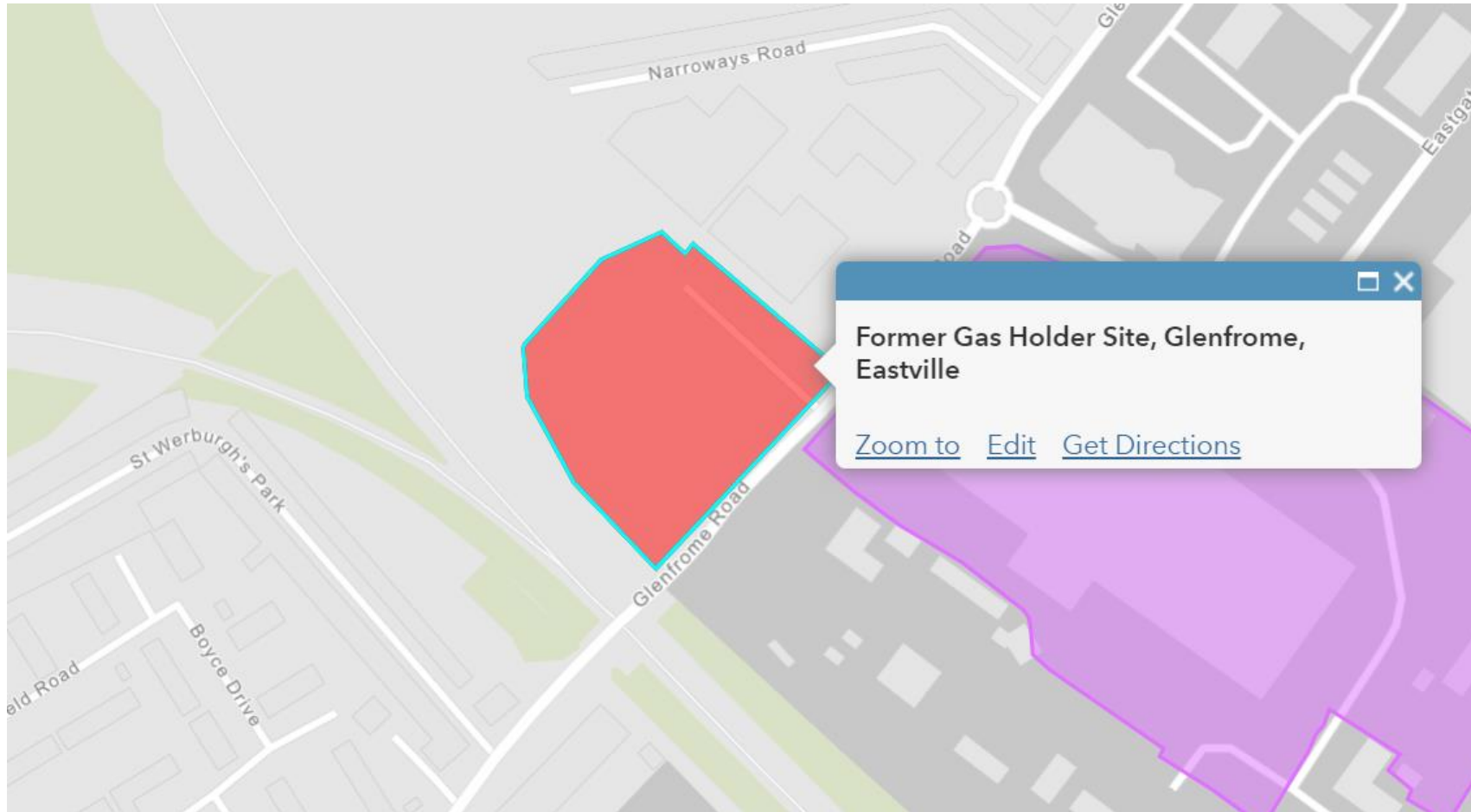




## Land south of Seabank Power Station



## Former Gas Holder Site, Glenfrone Road, Eastville



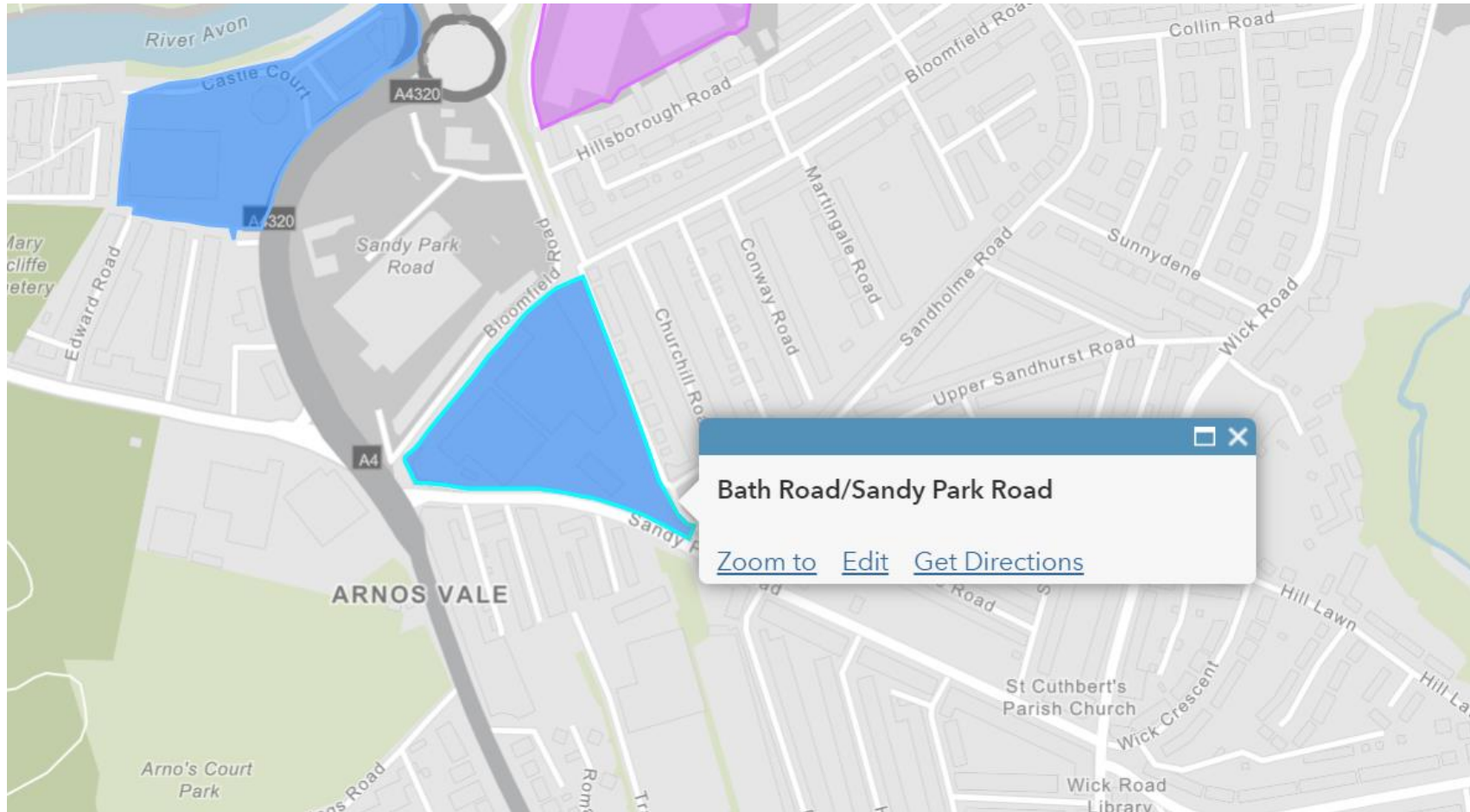


## Land at Western Drive, Hengrove

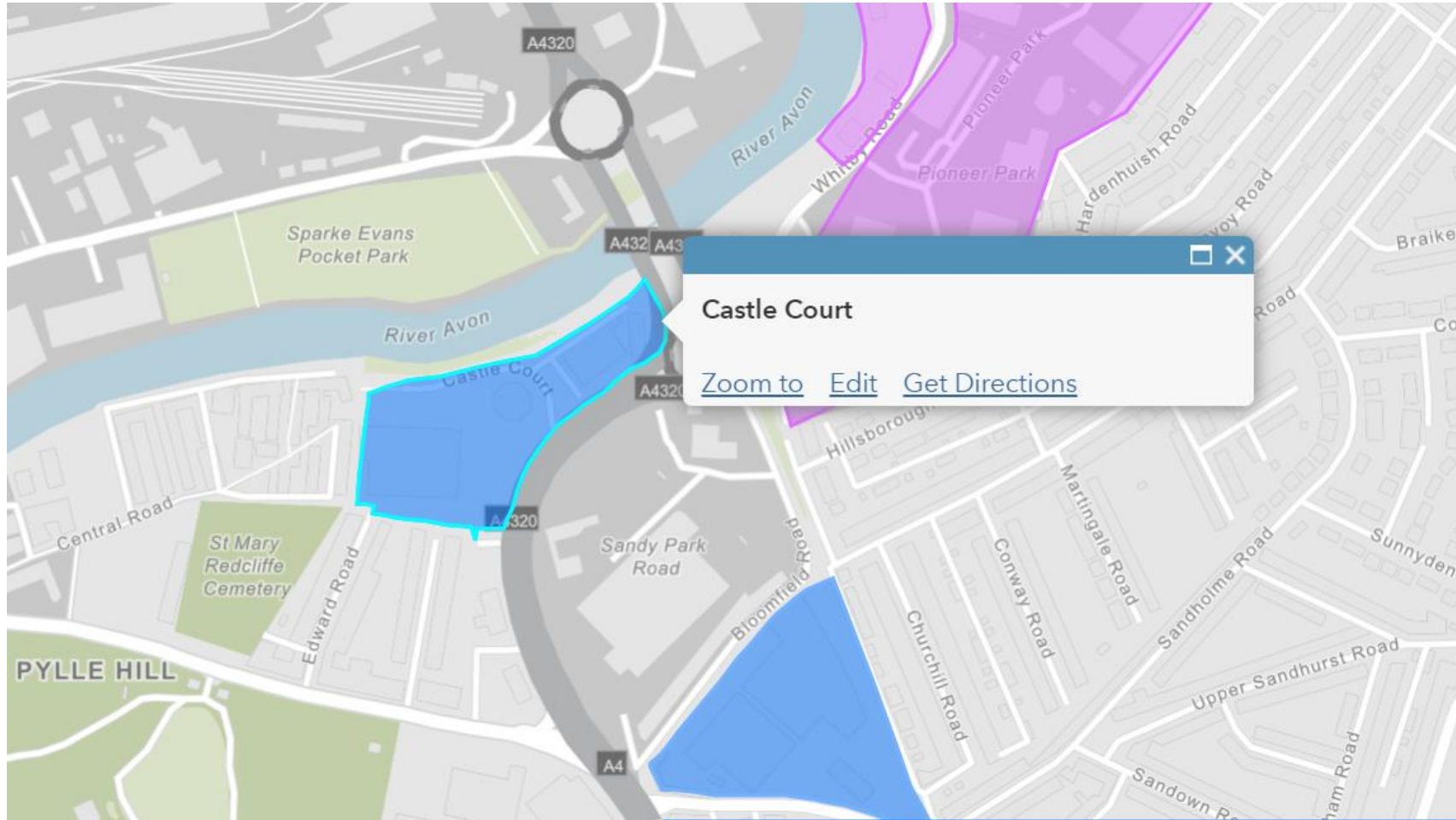


# Category B

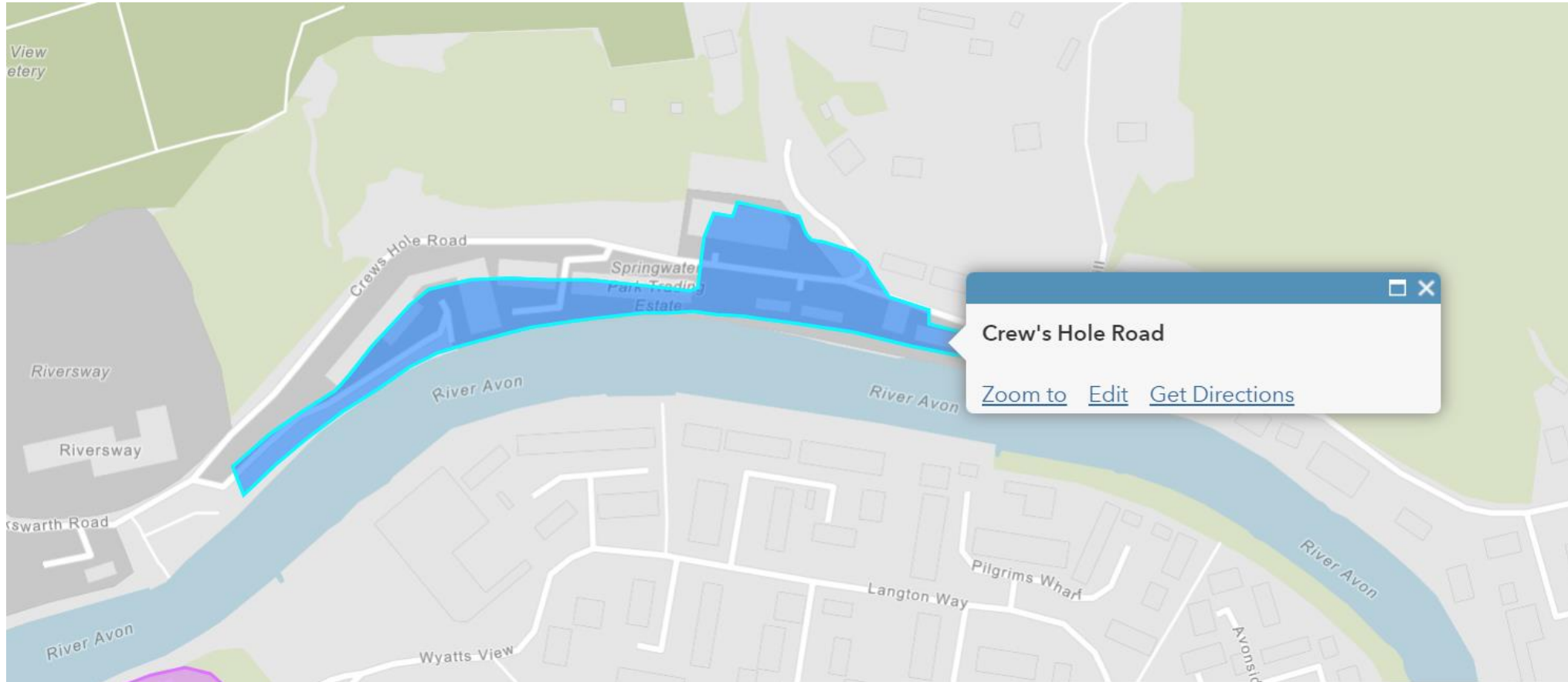
## Bath Road/Sandy Park Road



# Castle Court

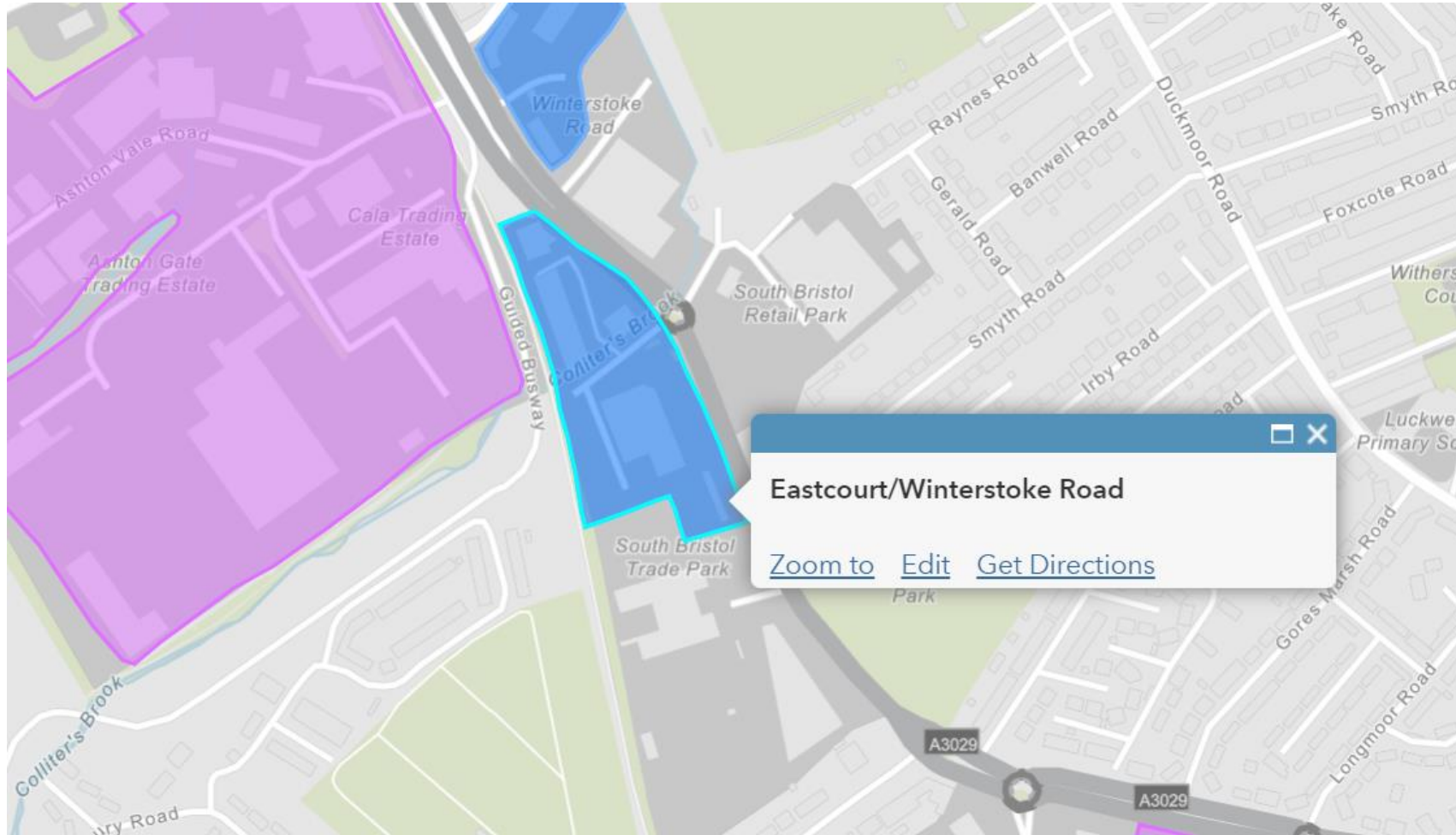


## Crew's Hole Road





## Eastcourt/Winterstoke Road

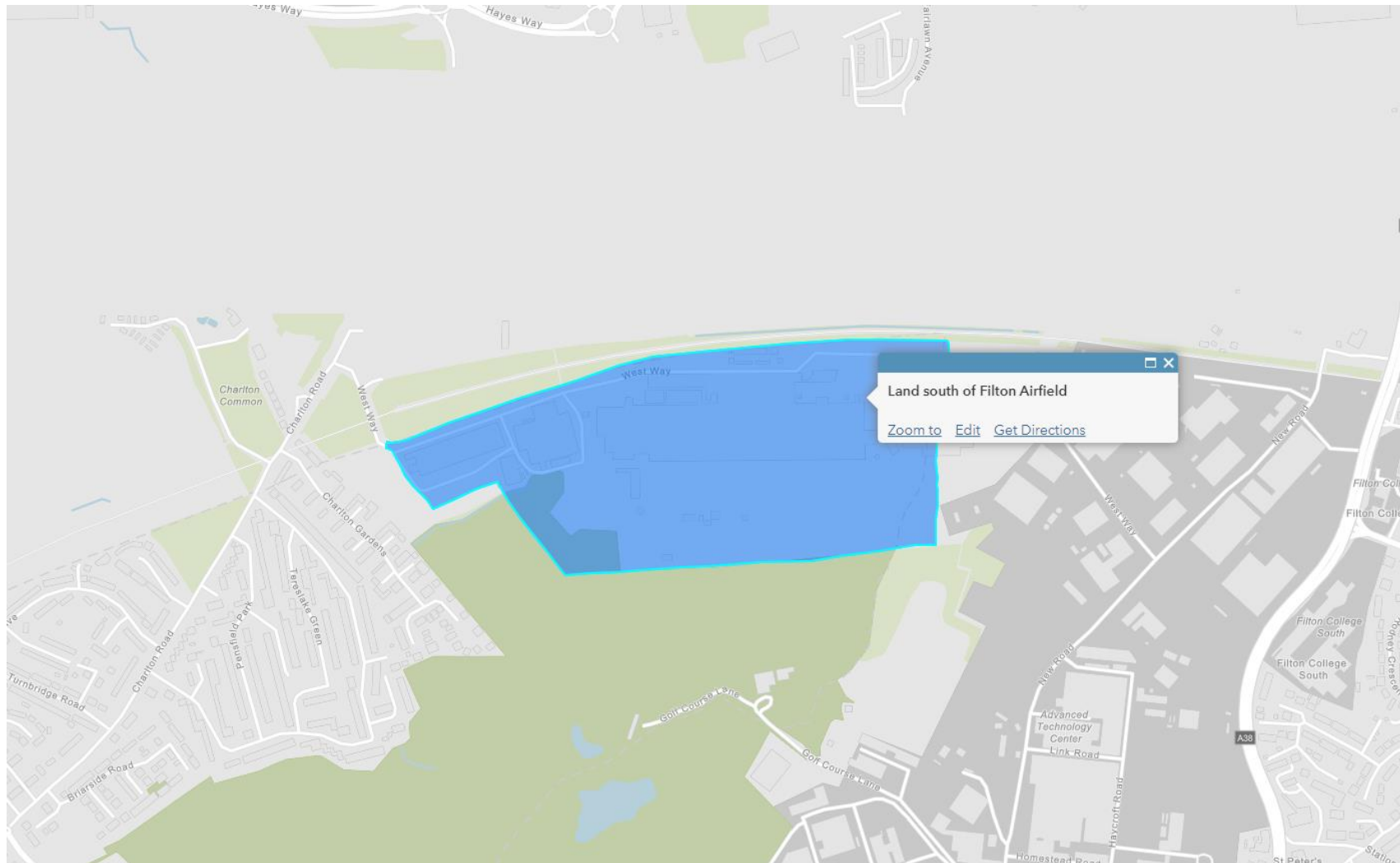


# Jarvis Street

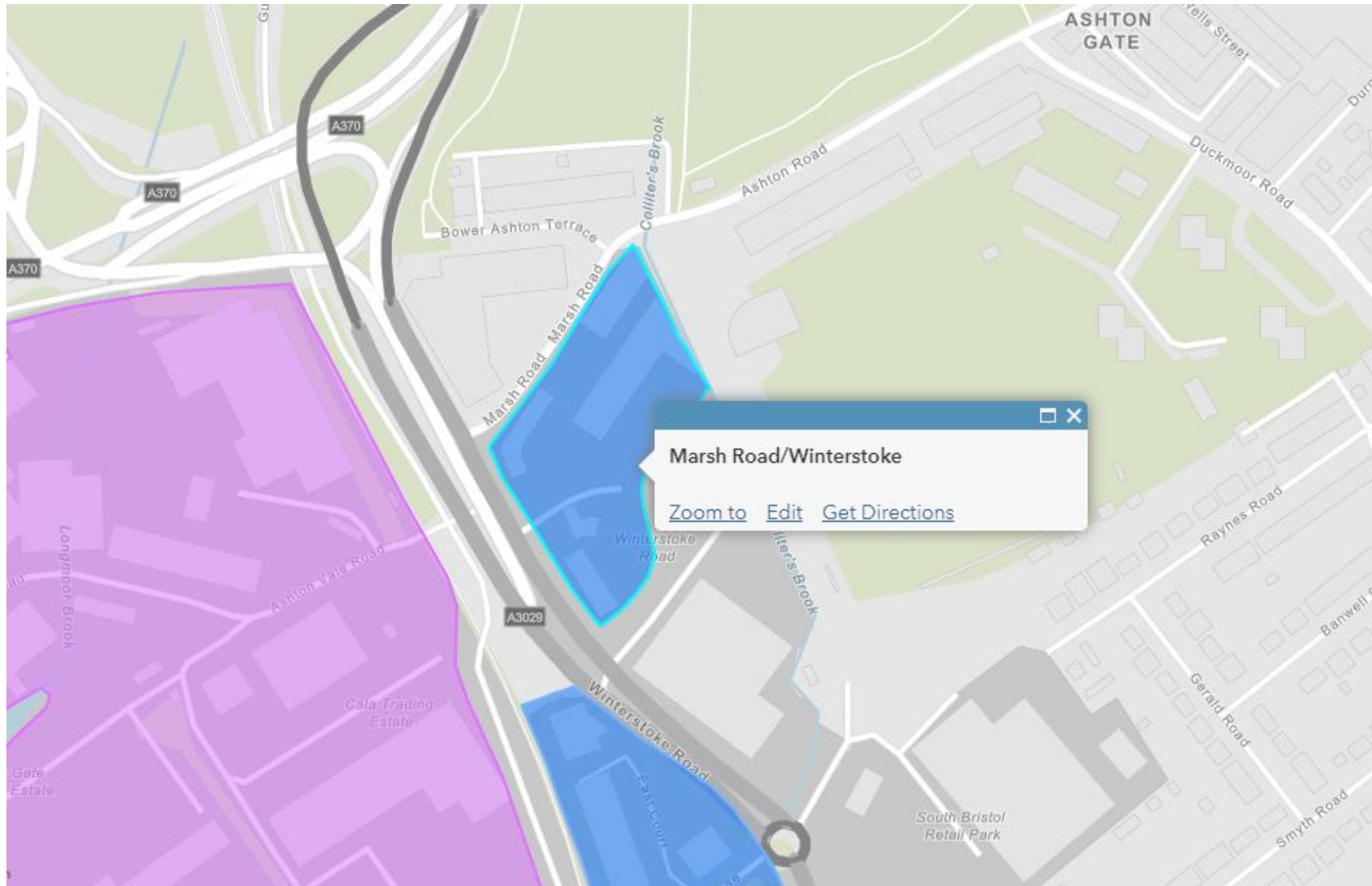




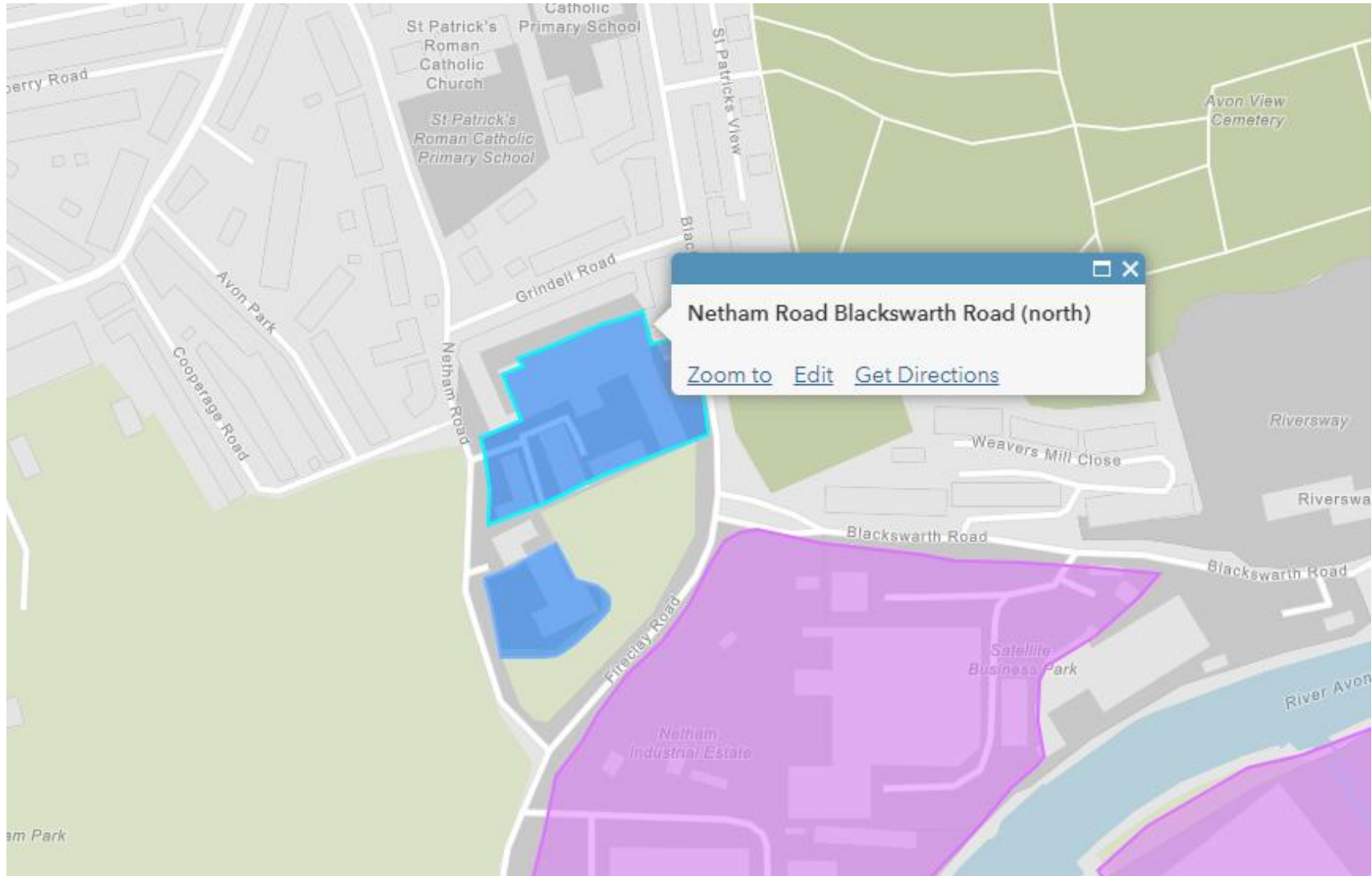
# Land south of Filton Airfield



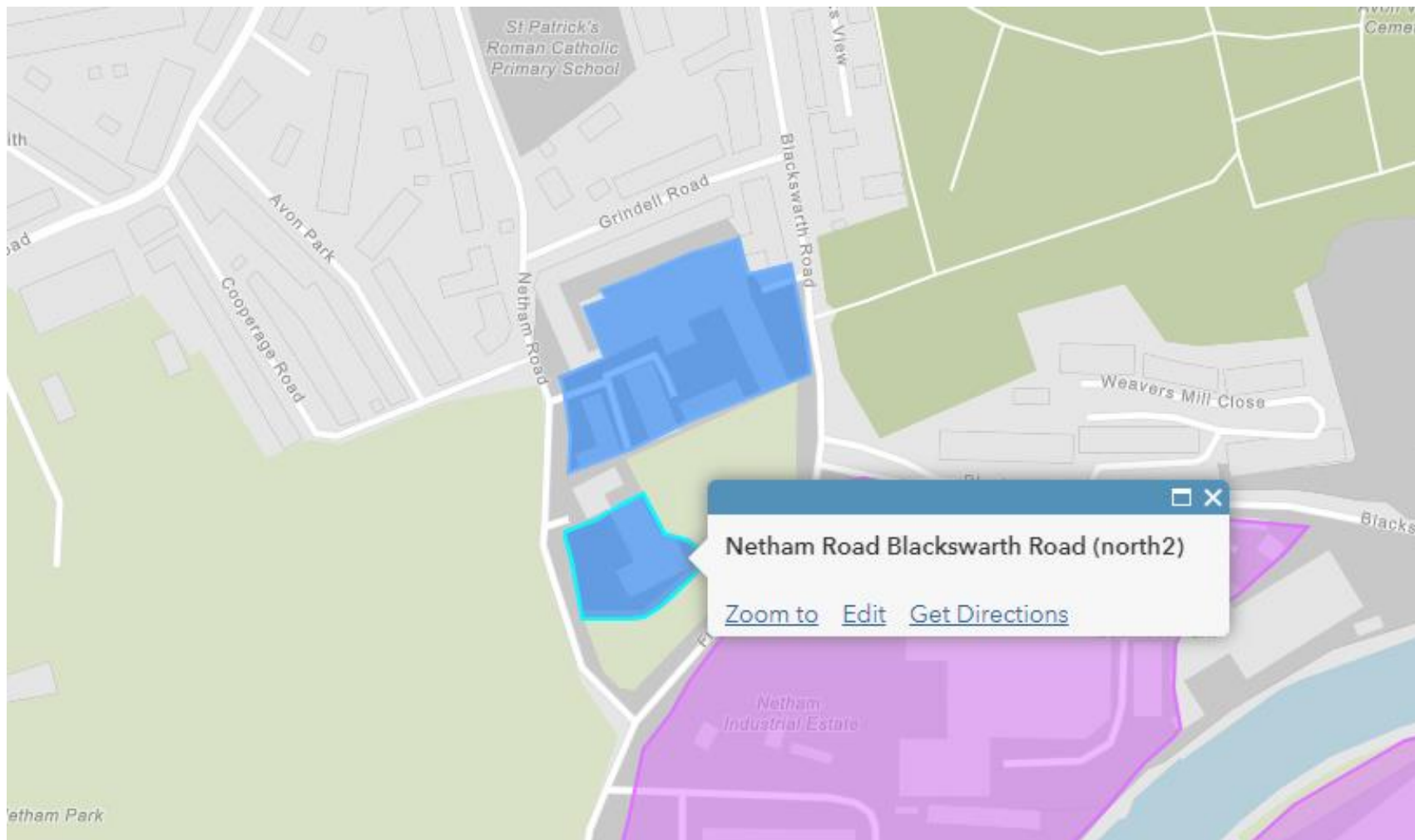
## Marsh Road/Winterstoke



## Netham Road Blackswarth Road (north)



## Netham Road Blackswarth Road (north 2)



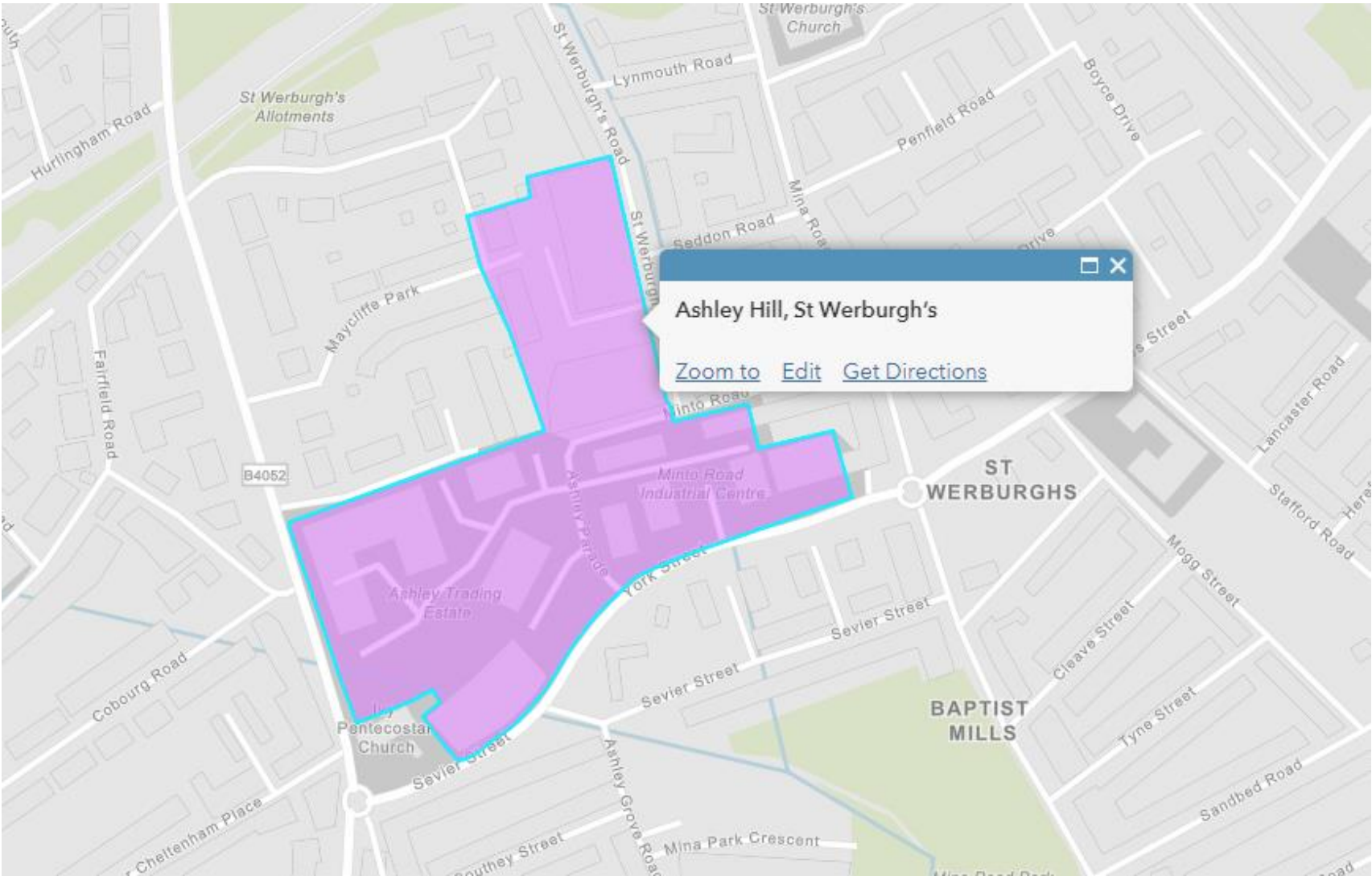


## Whitchurch Lane



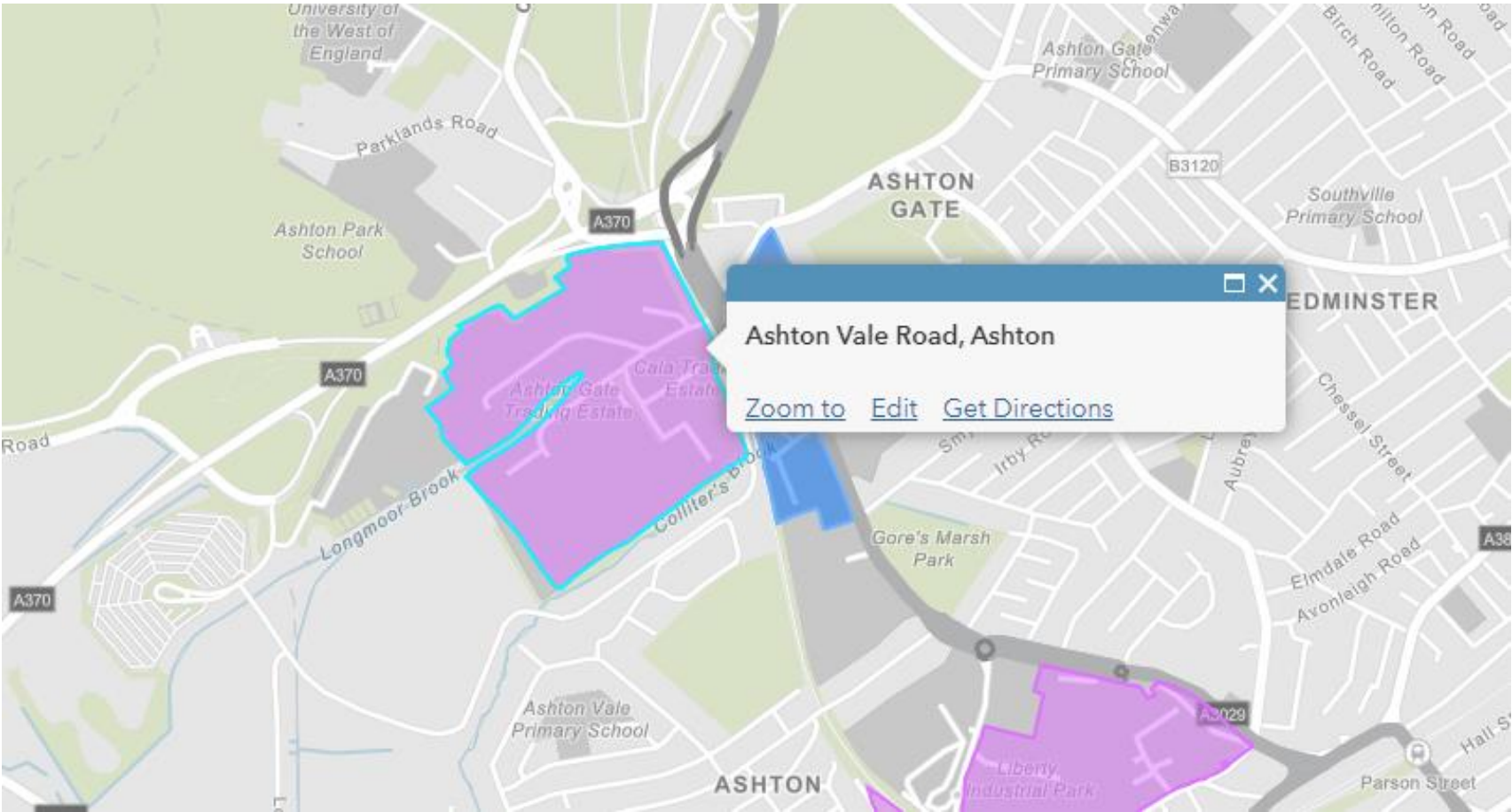
# Category C

# Ashley Hill, St Werburgh's

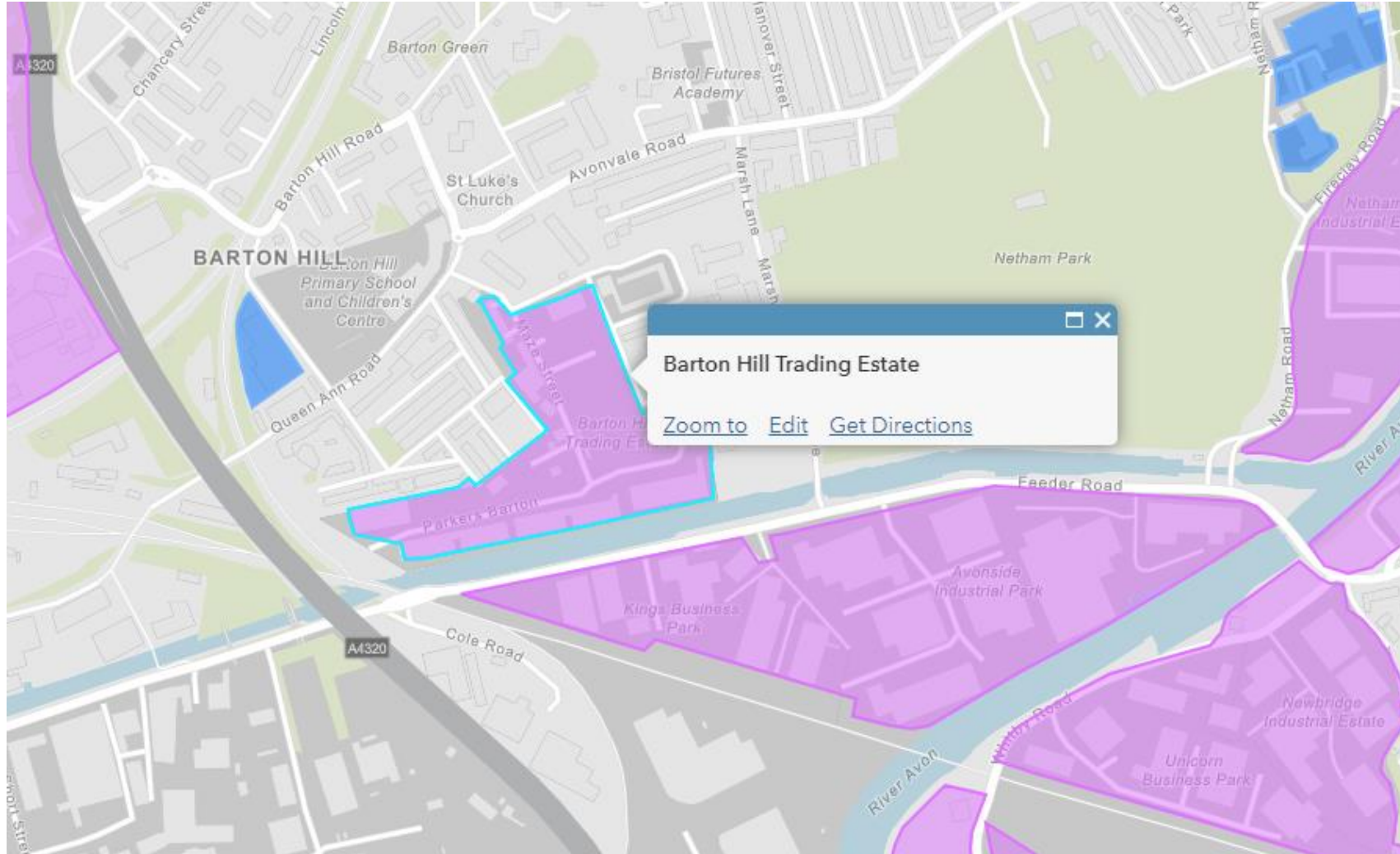




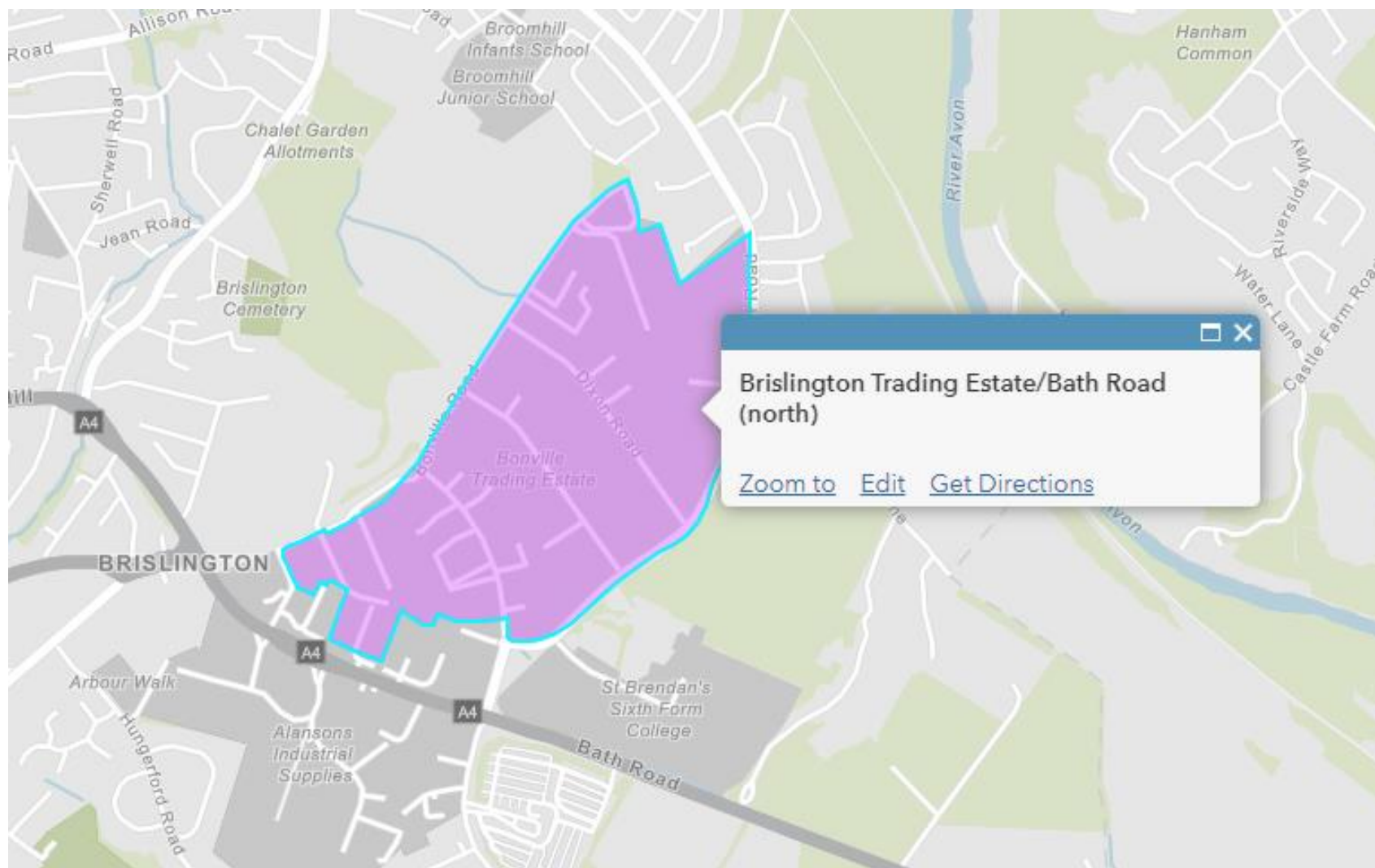
# Ashton Vale Road, Ashton



## Barton Hill Trading Estate, Barton Hill



## Brislington Trading Estate / Bath Road (north)

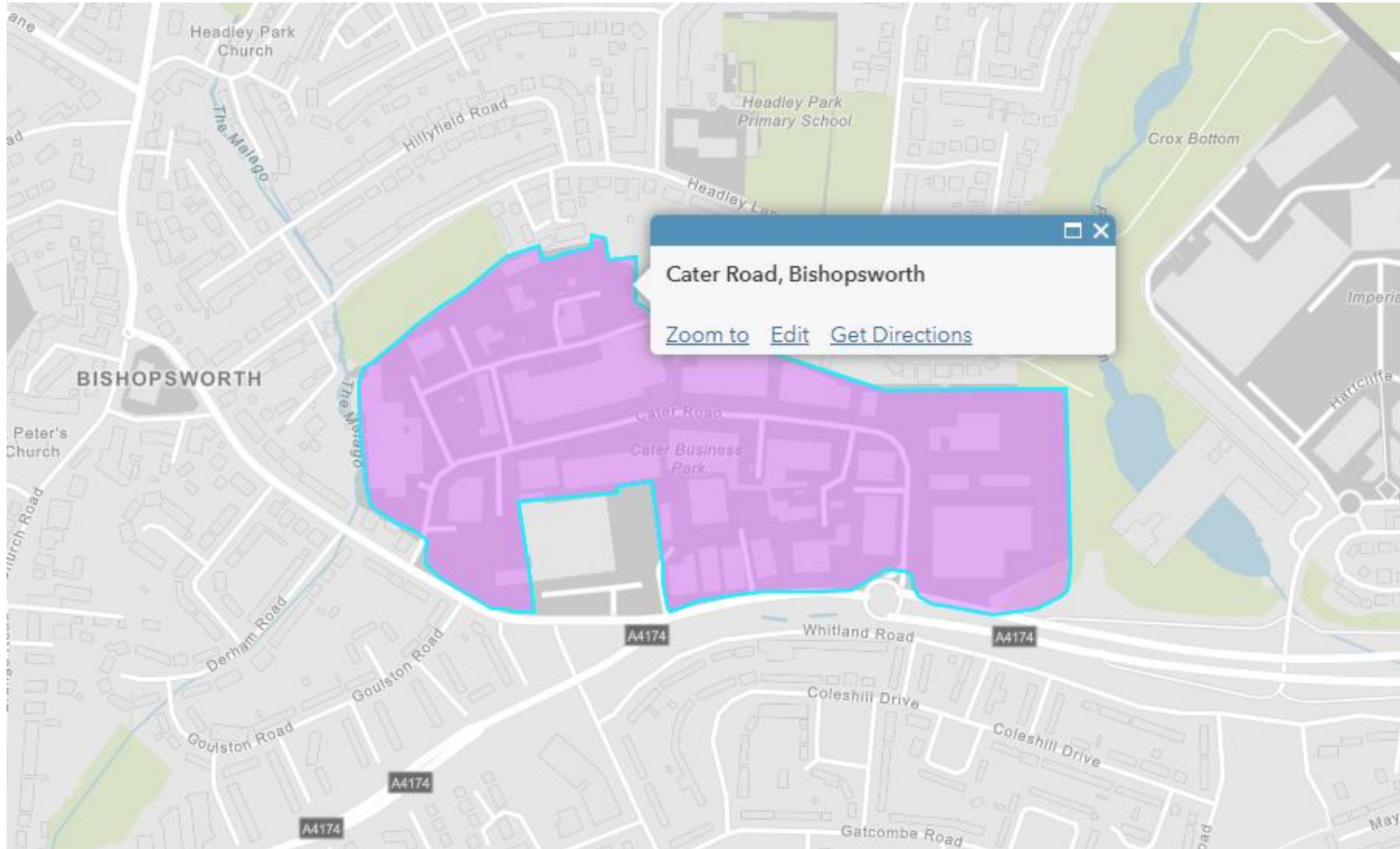




## Bush Industrial Estate, Whitehall



## Cater Road, Bishopsworth / Hartcliffe

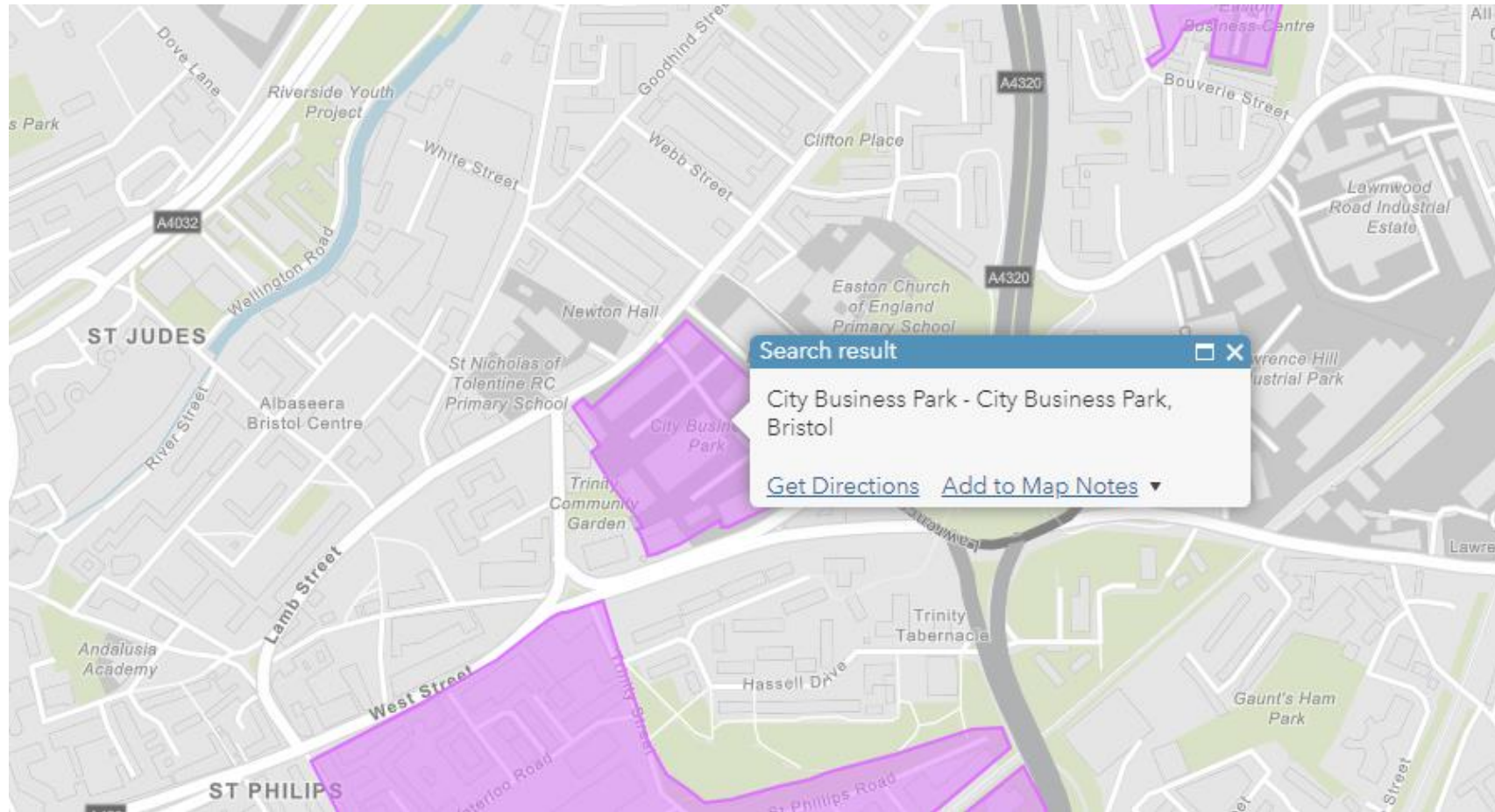


## Central Park, Petherton Road, Hengrove



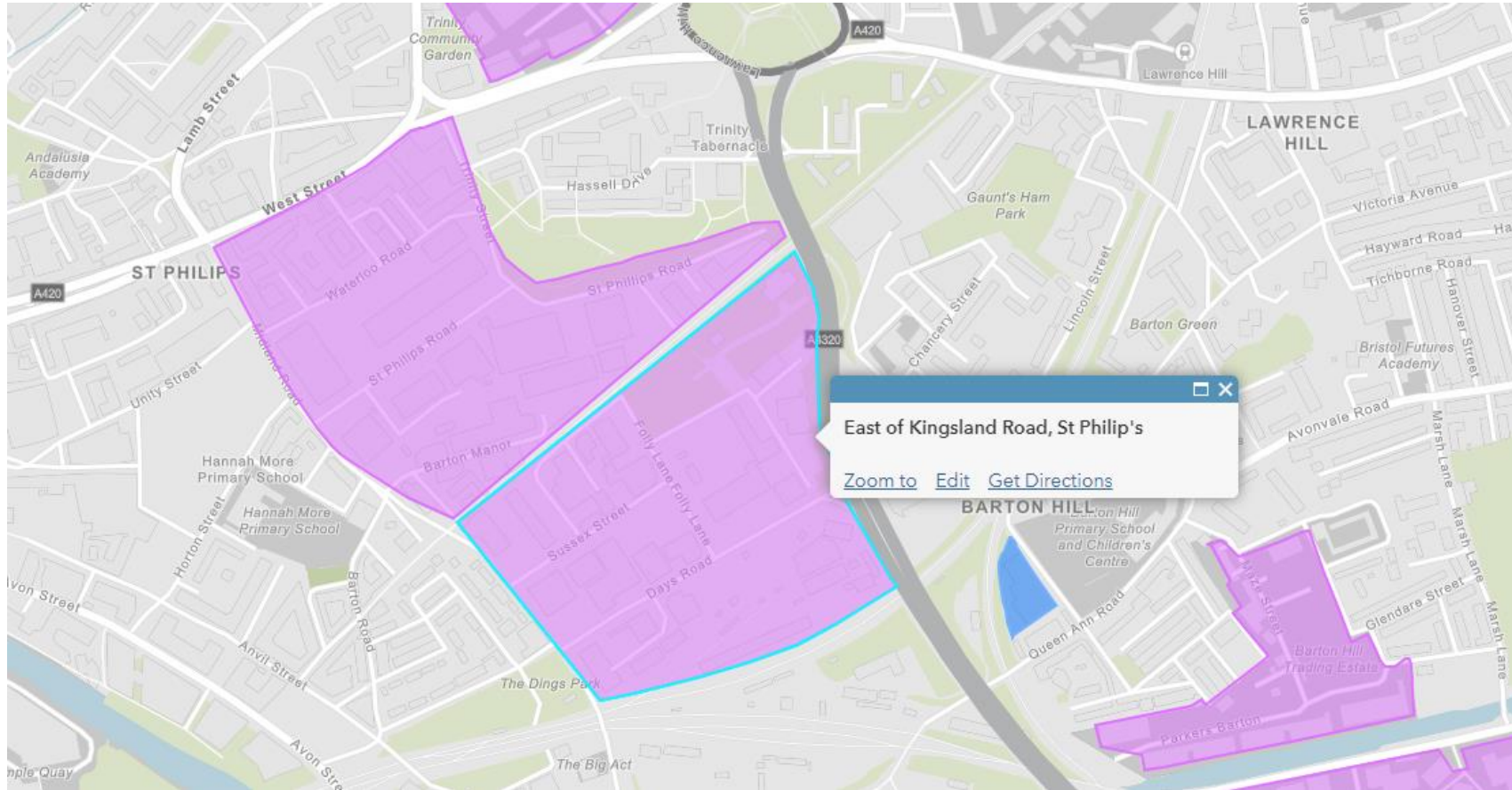


## City Business Park, Easton

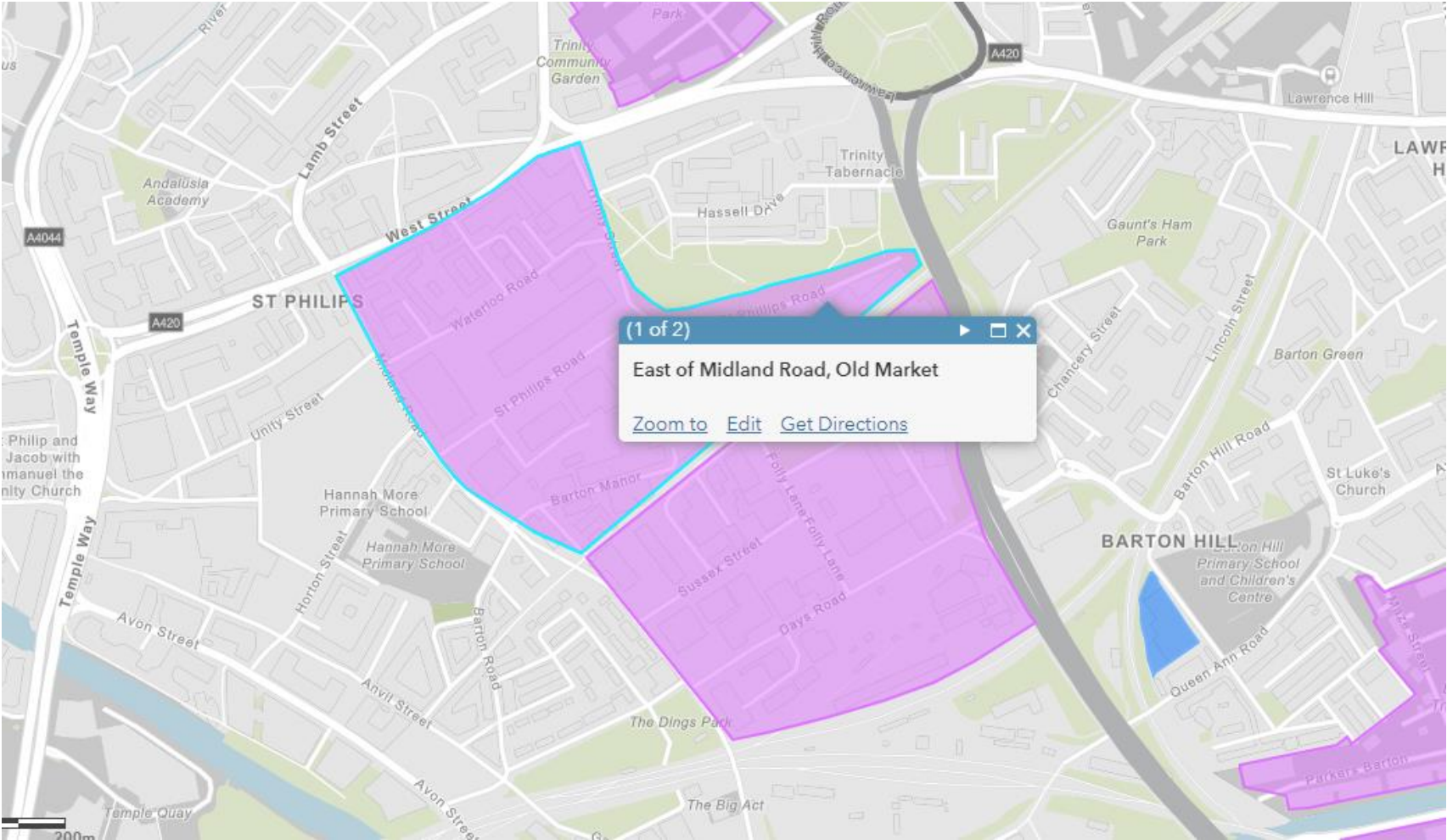




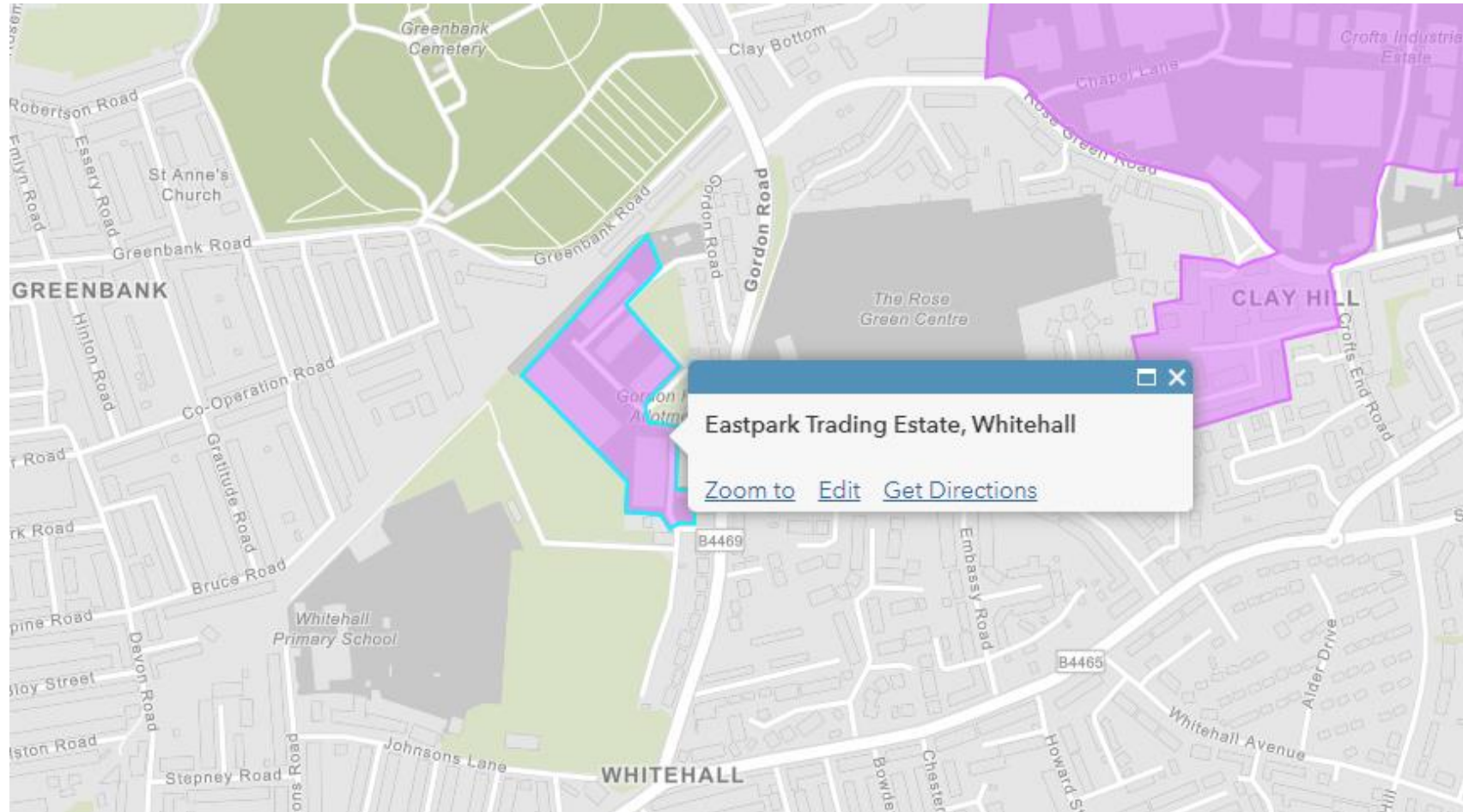
## East of Kingland Road, St Philip's



# East of Midland Road, Old Market



## Eastpark Trading Estate, Whitehall

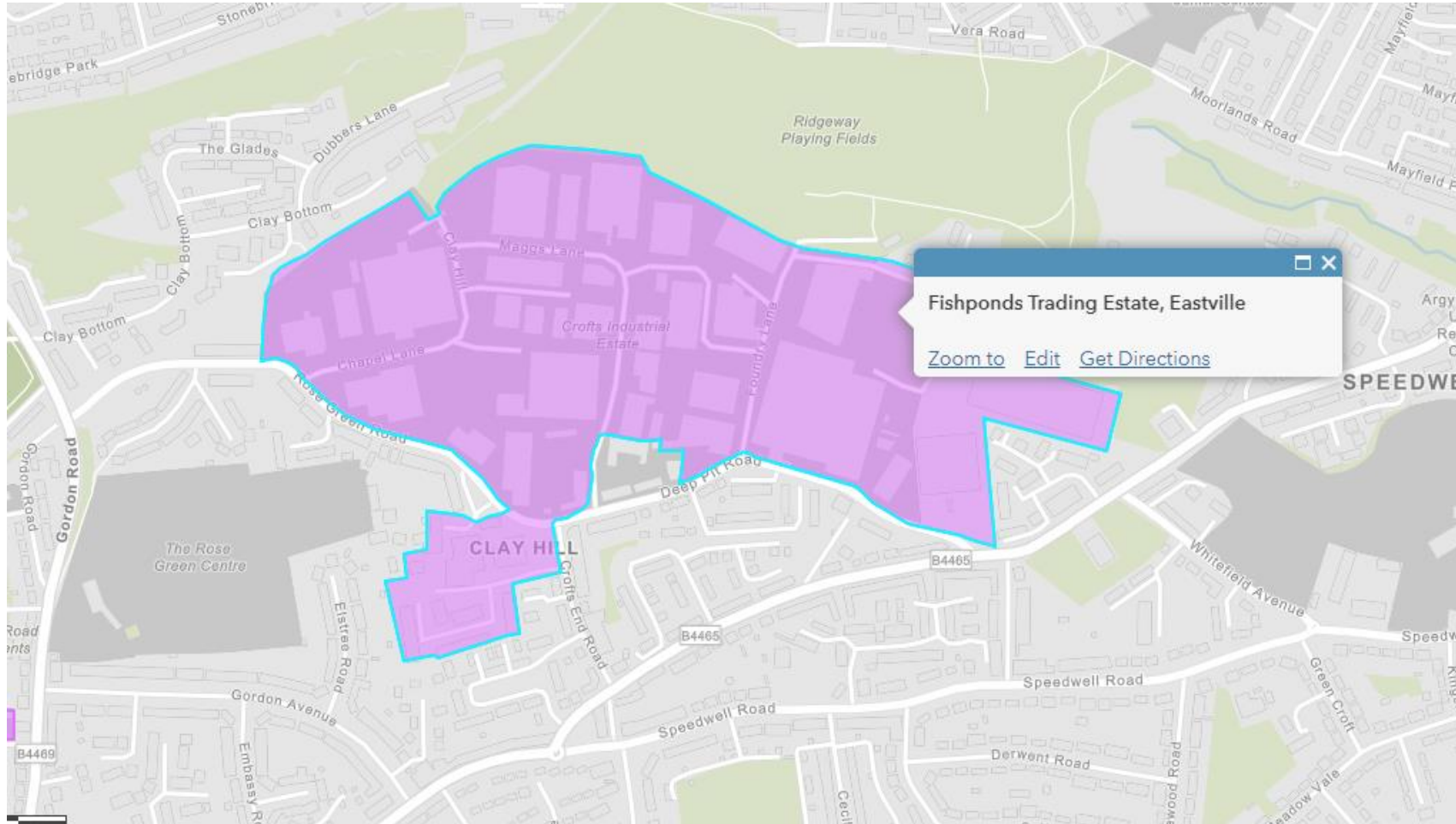




# Feeder Road, St Philip's Marsh



# Fishponds Trading Estate, Eastville

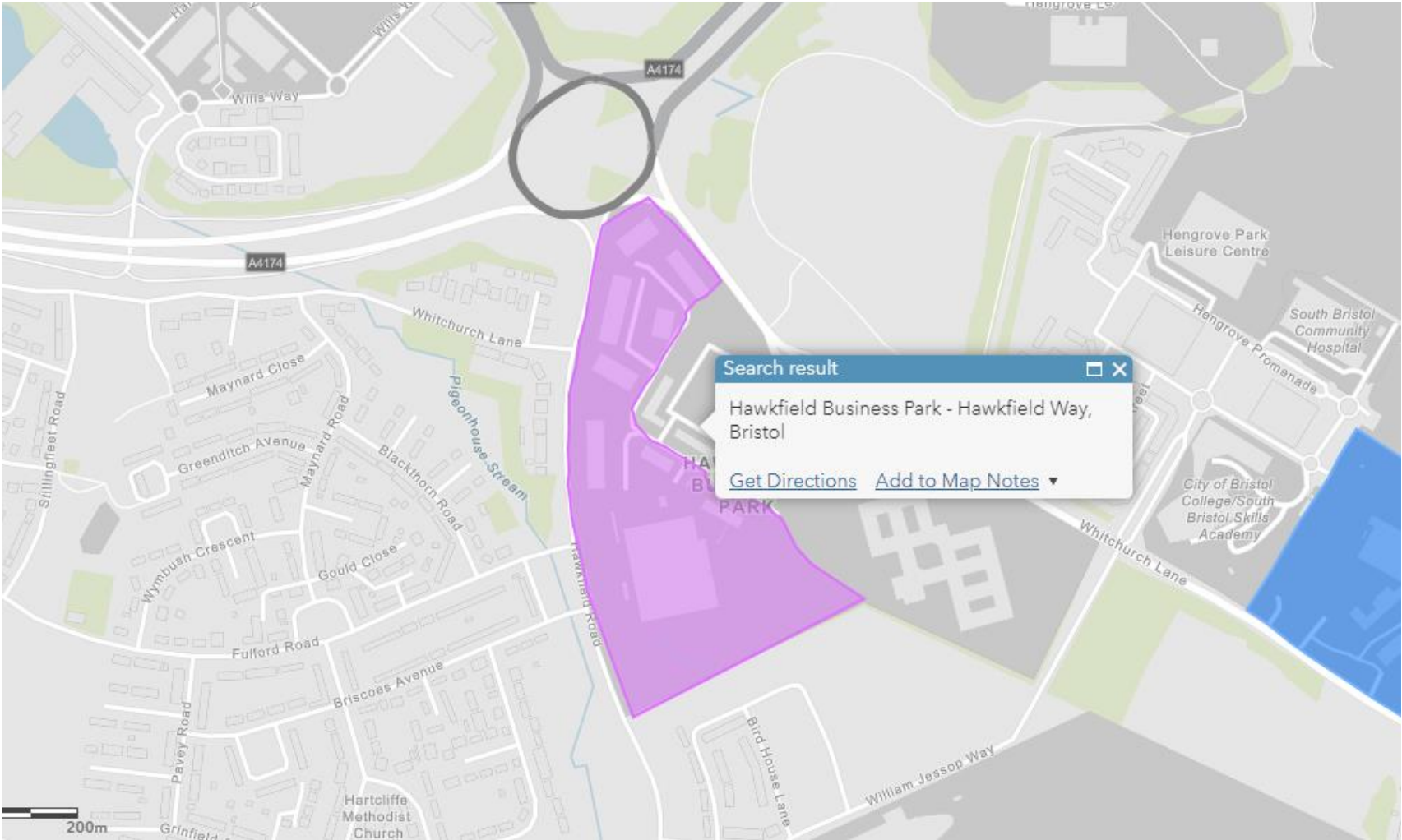


## Glenfrome Road (south), St Werburgh's



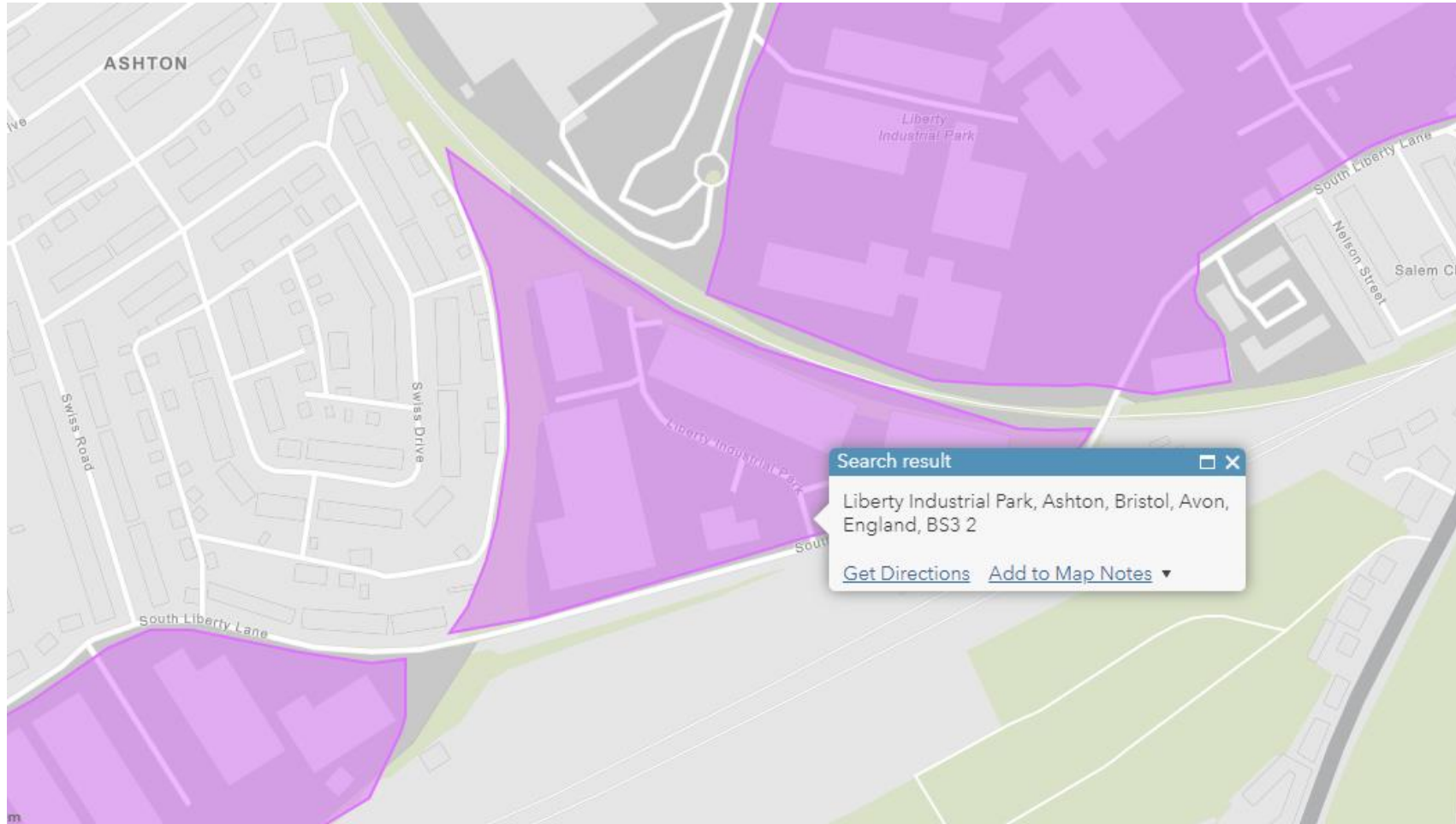


# Hawkfield Business Park, Hartcliffe

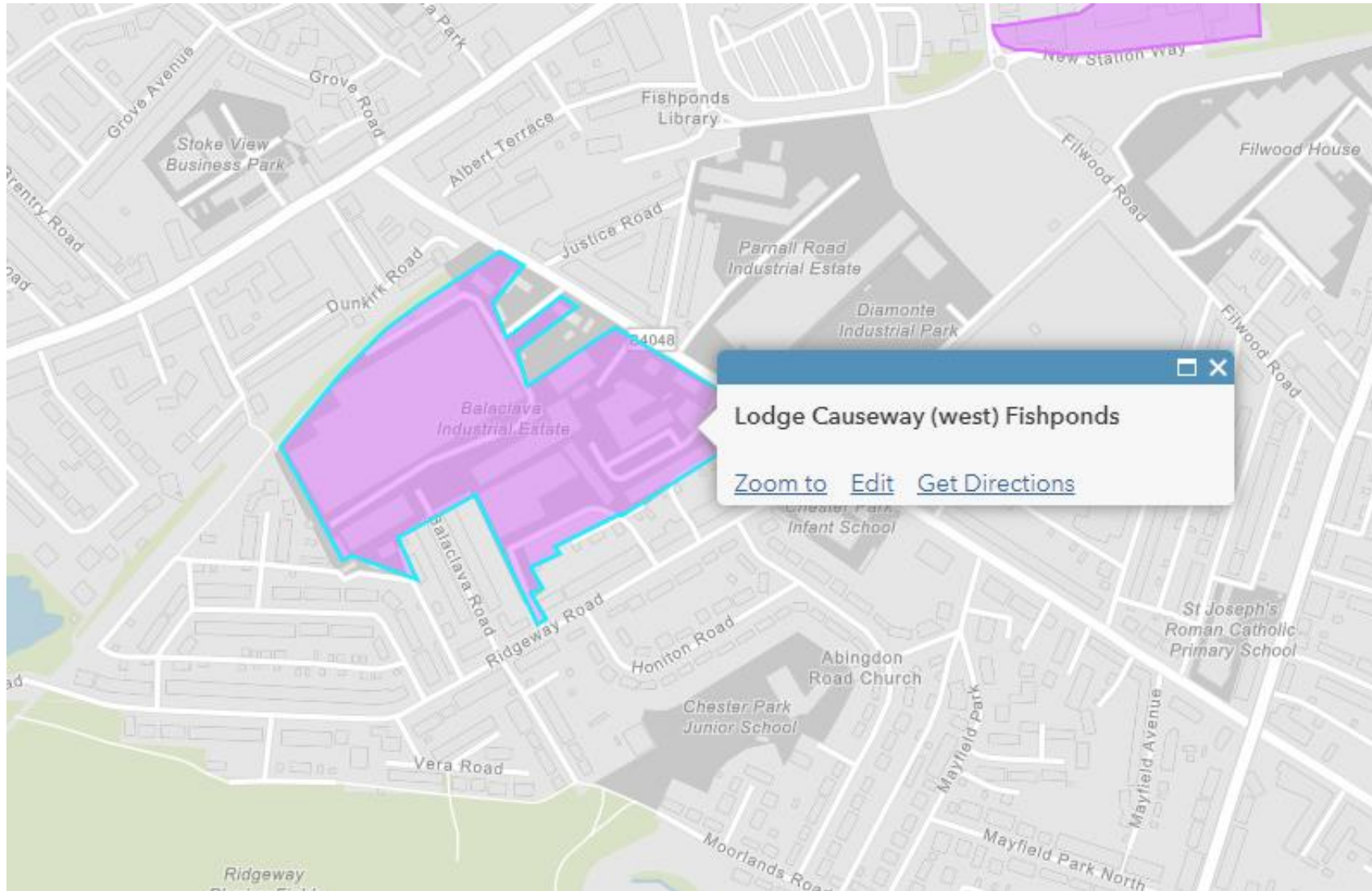




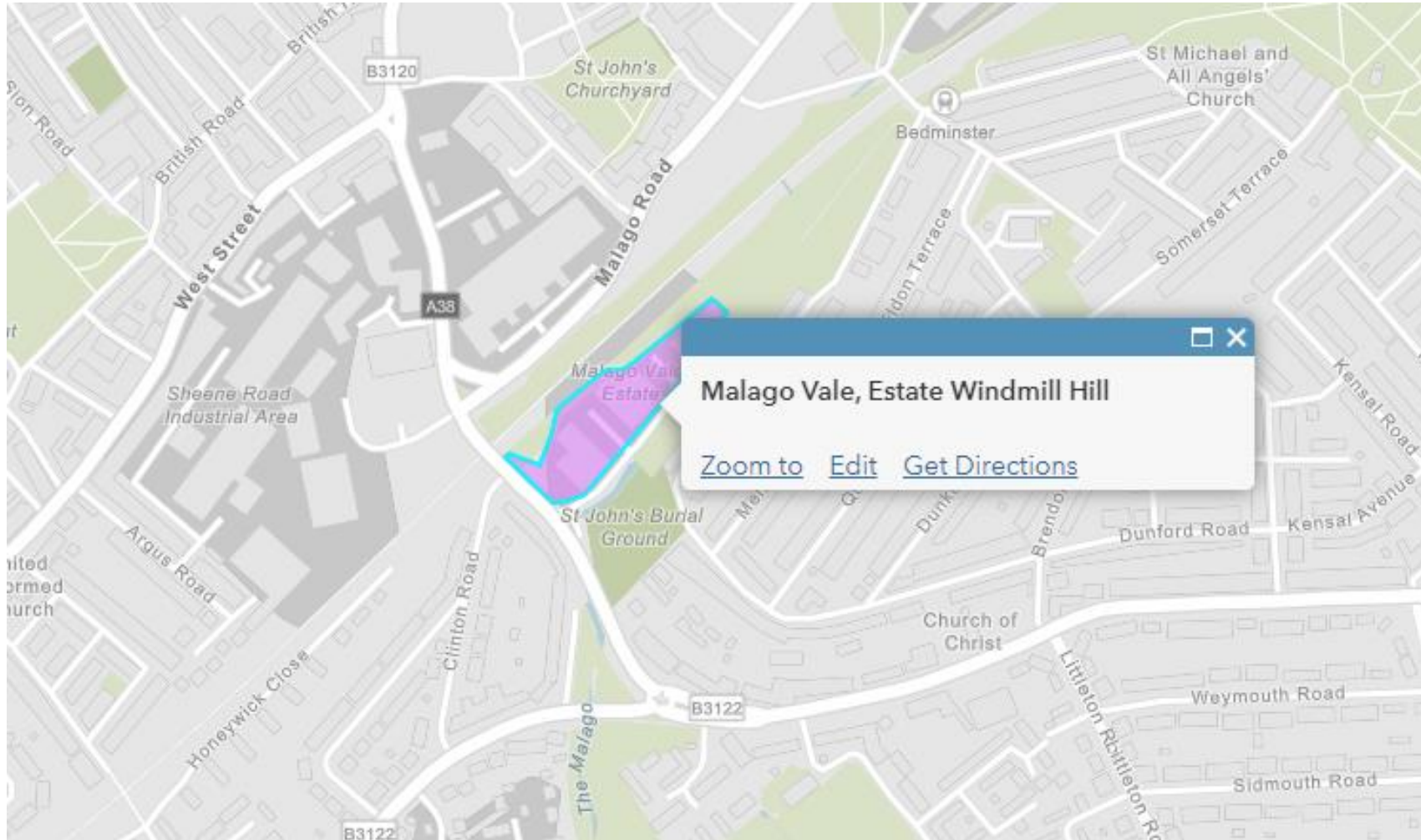
# Liberty Industrial Park, Ashton Vale



## Lodge Causeway (west), Fishponds

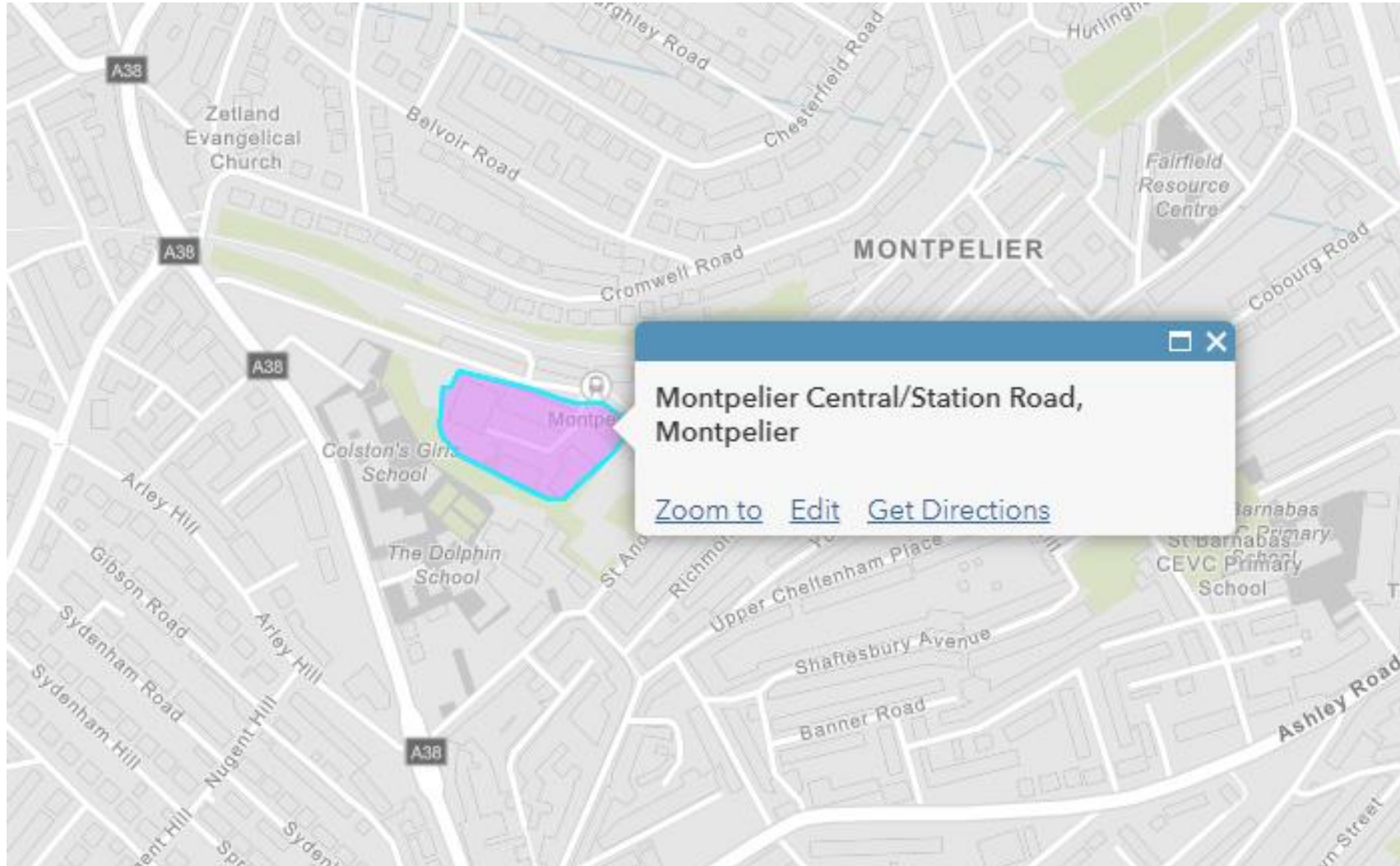


## Malago Vale Estate, Windmill Hill

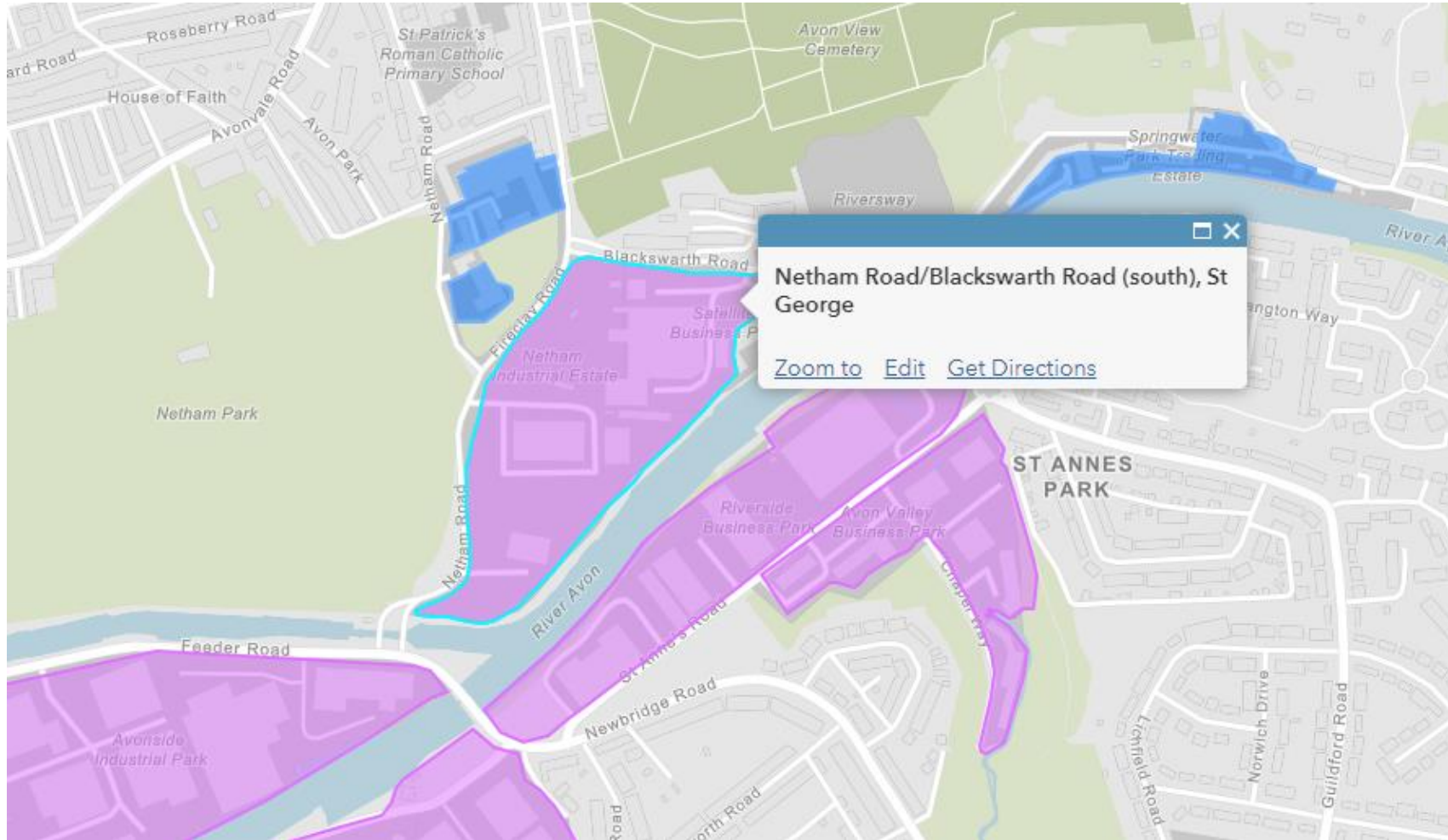




## Montpelier Central / Station Road, Montpelier



## Netham Road / Blackswarth Road (south), St George



## New Gatton Road, St Werburgh's

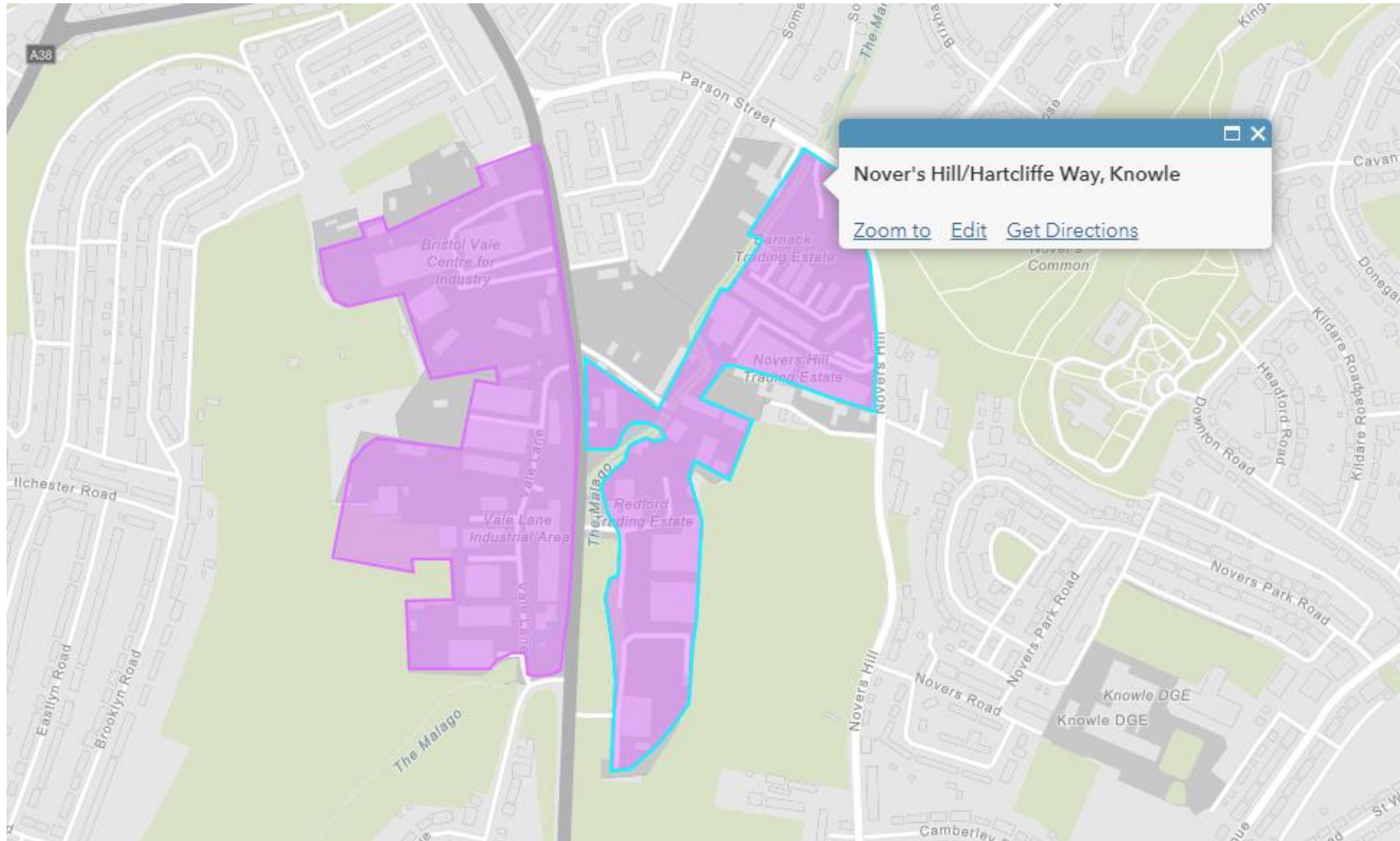


## New Station Way, Fishponds

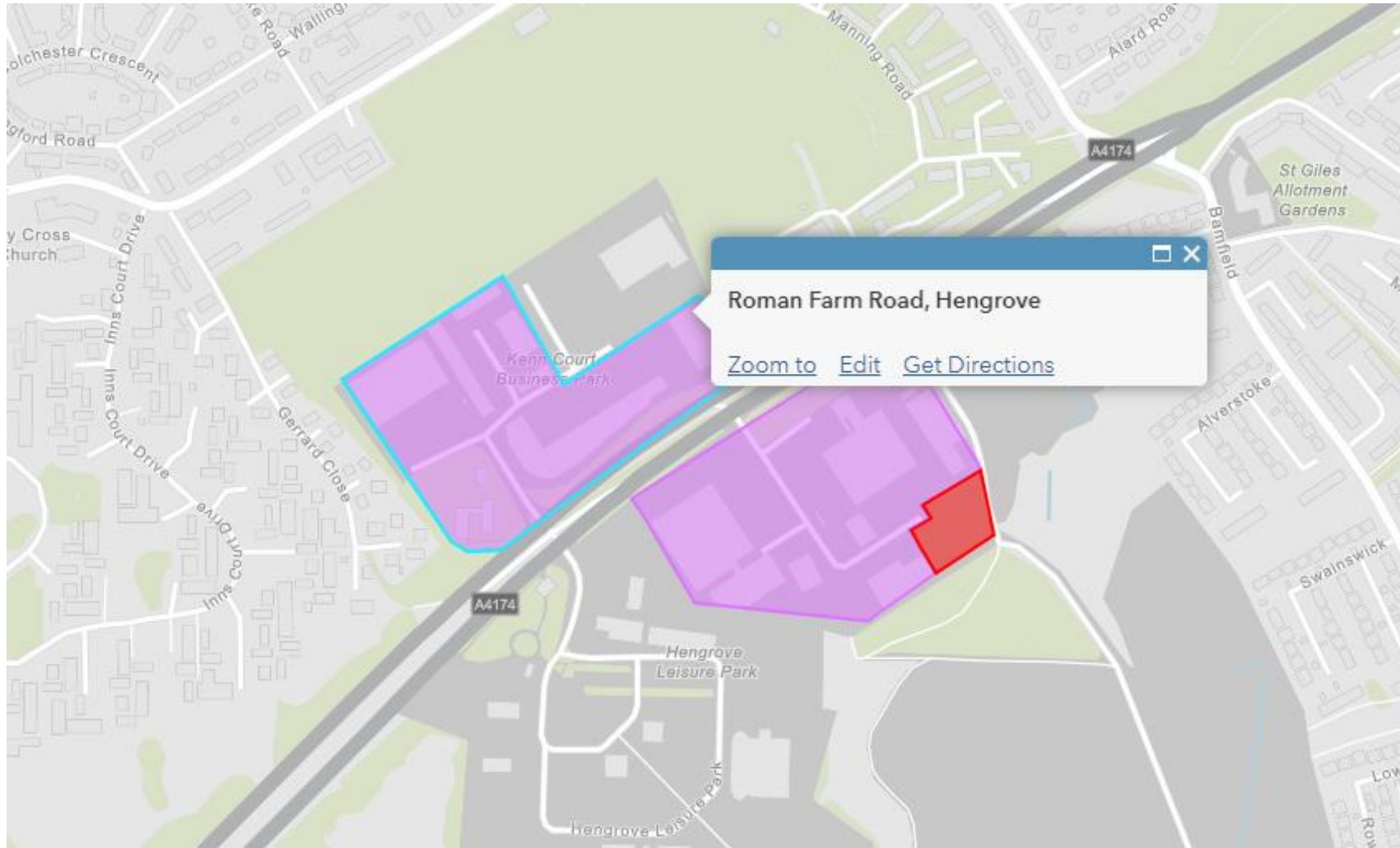




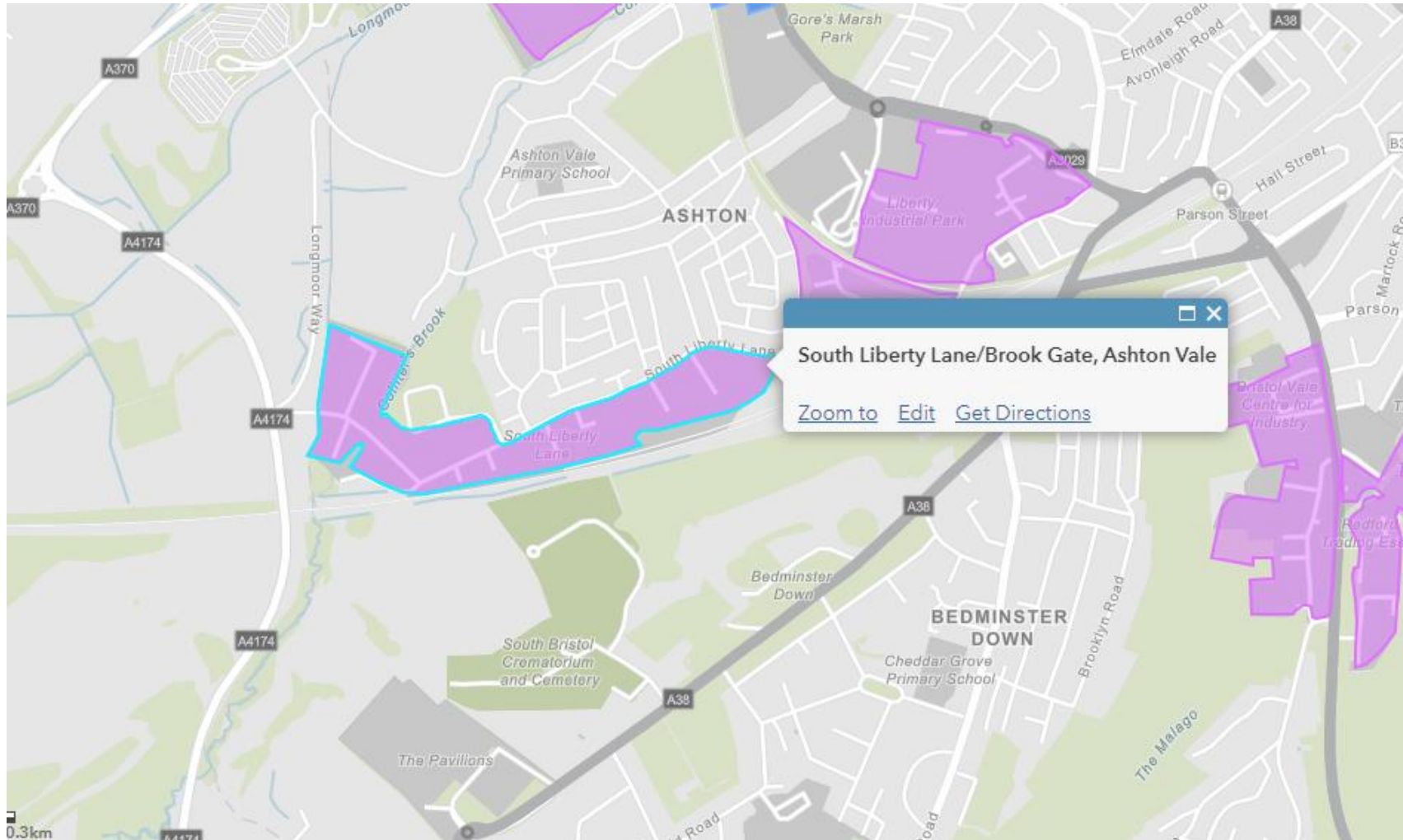
## Nover's Hill / Hartcliffe Way, Knowle



## Roman Farm Road, Hengrove

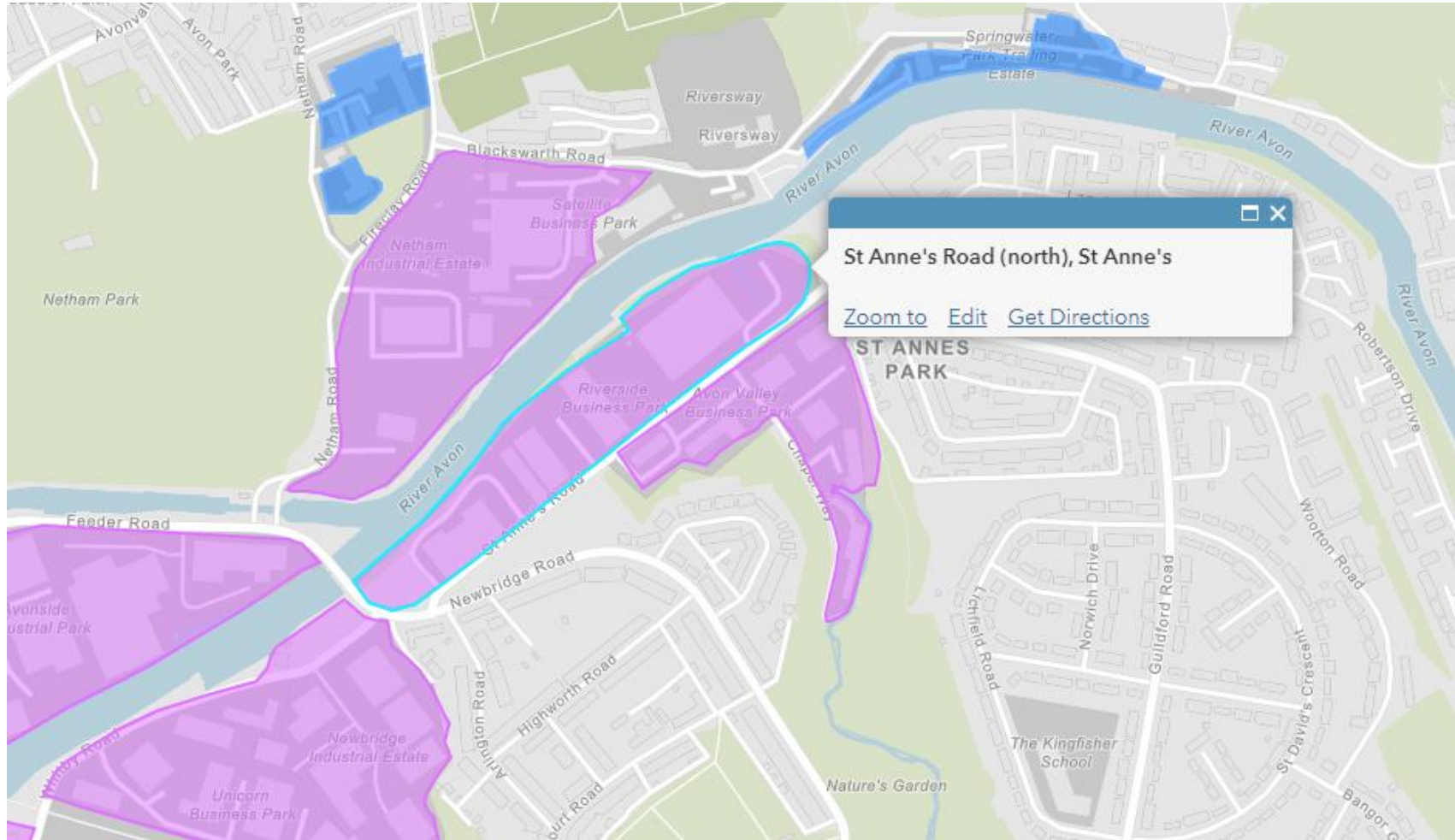


## South Liberty Lane / Brook Gate, Ashton Vale

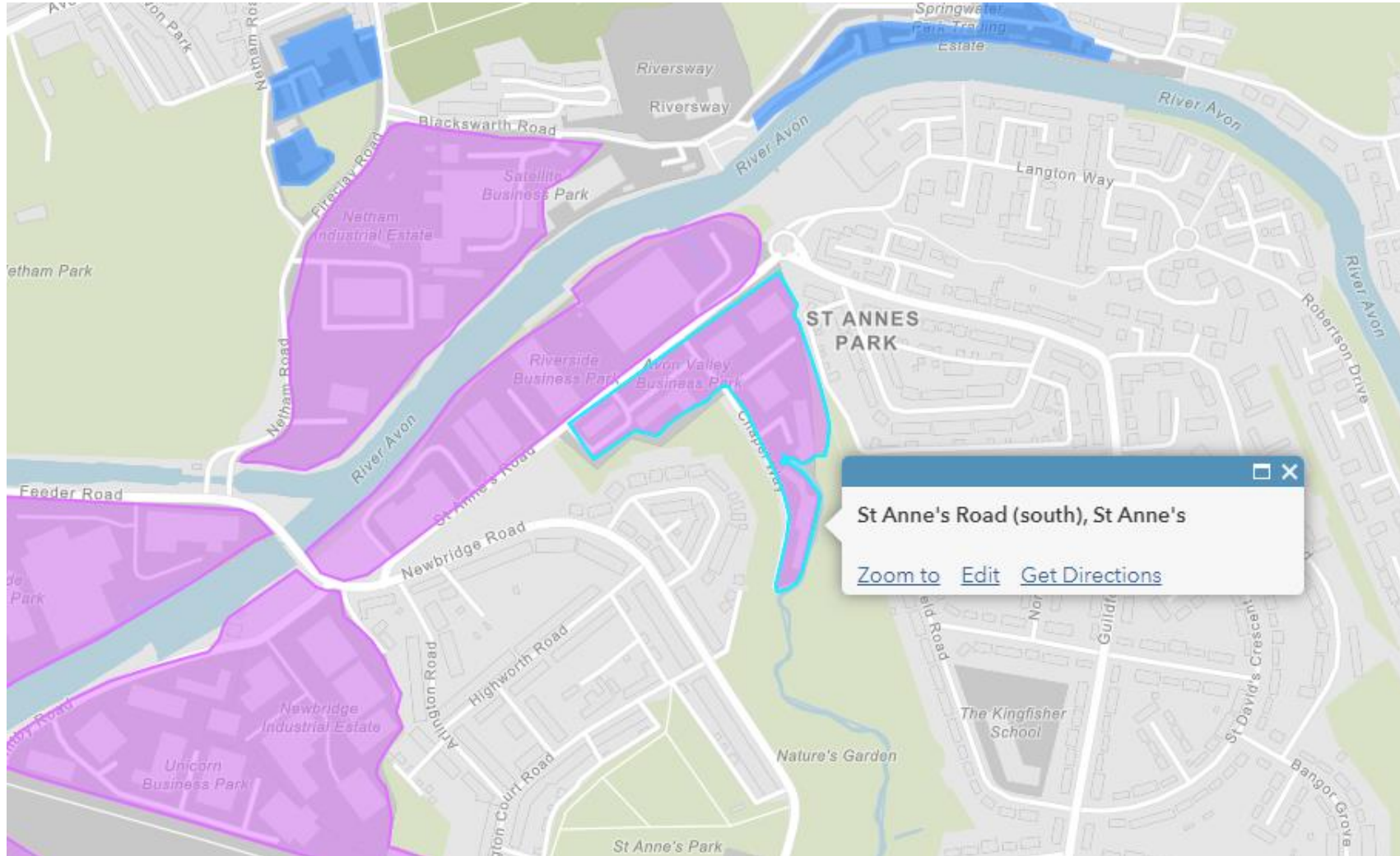




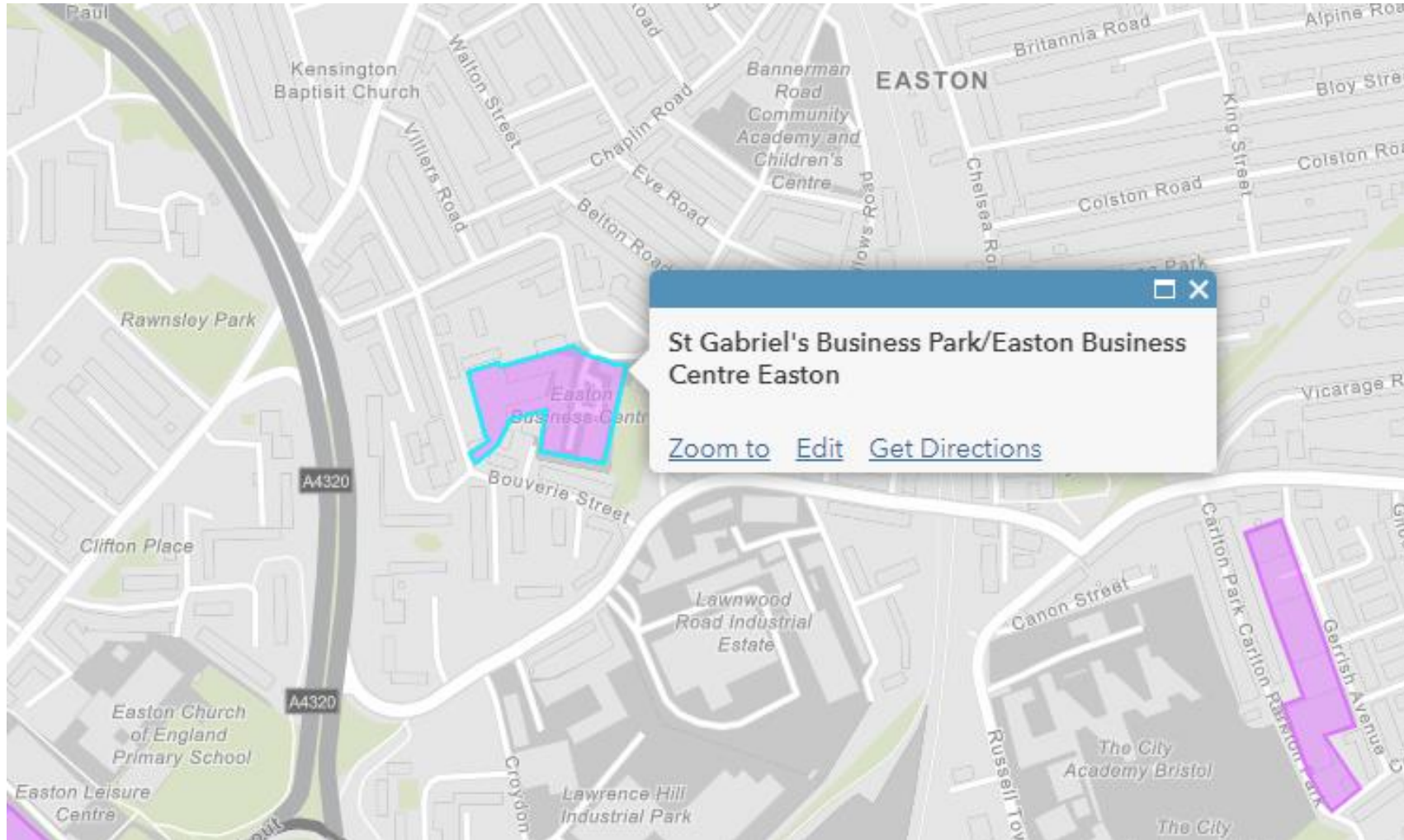
## St Anne's Road (north), St Anne's'



## St Anne's Road (south), St Anne's'

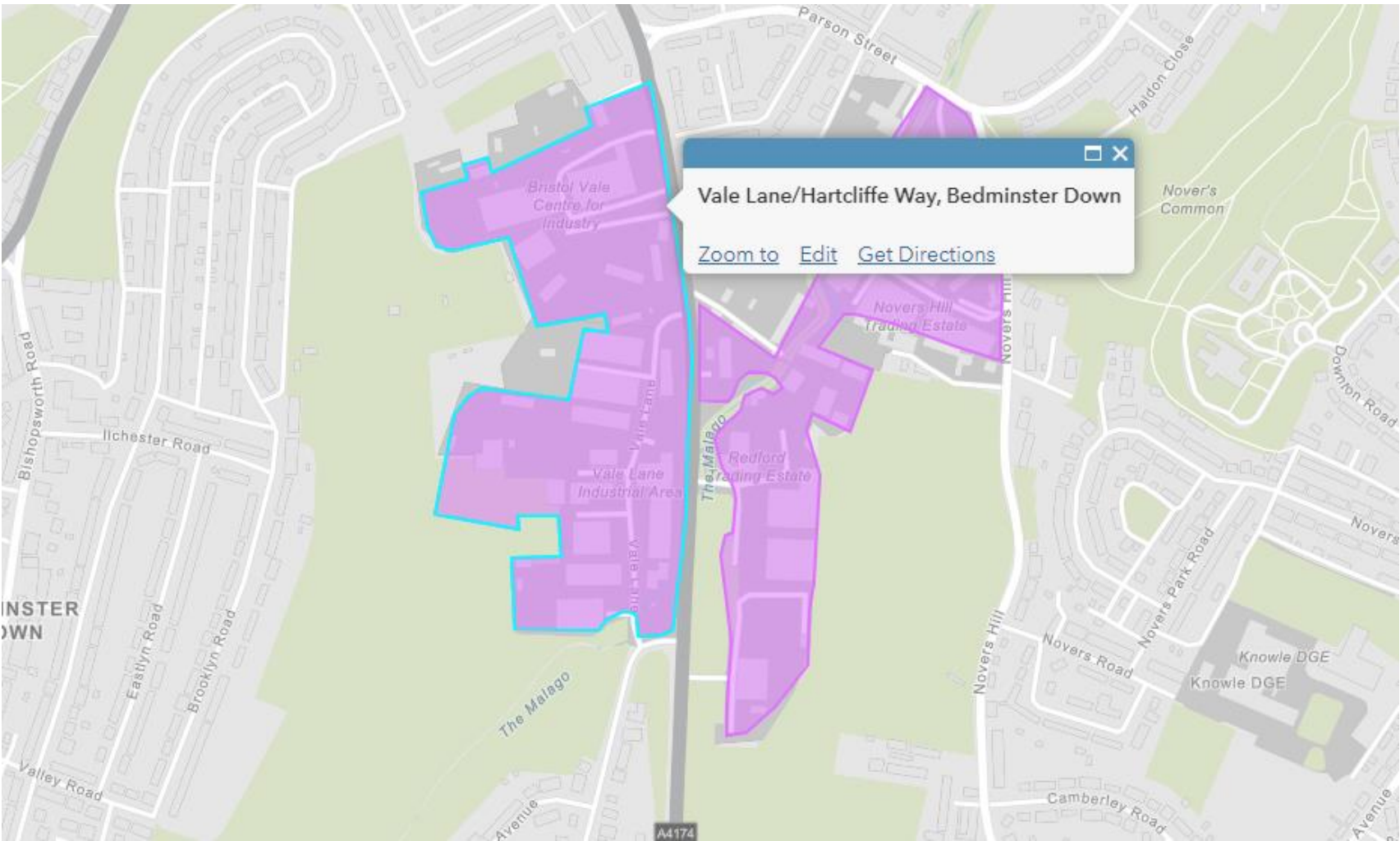


## St Gabriel's Business Park / Easton Business Centre, Easton

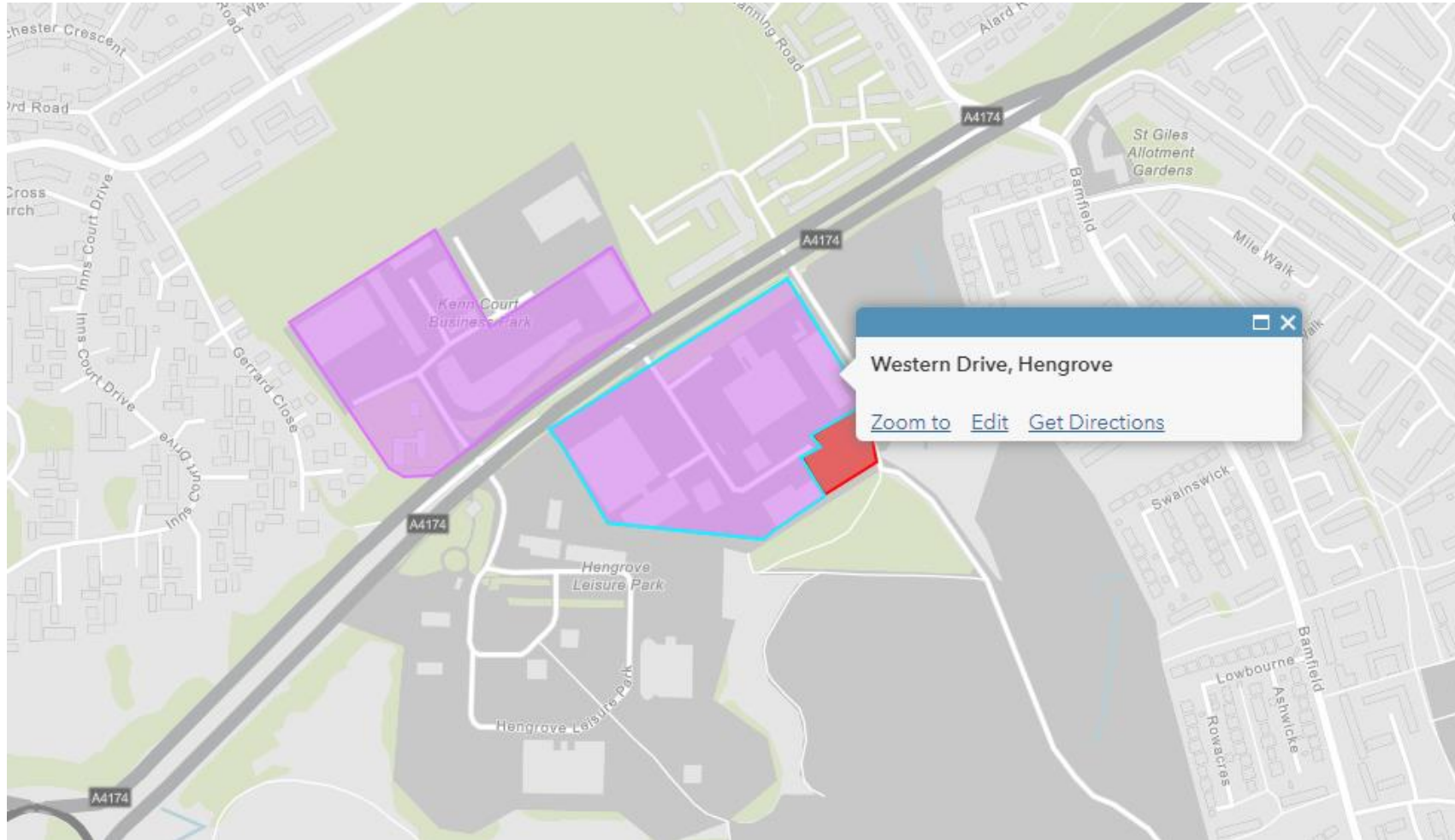




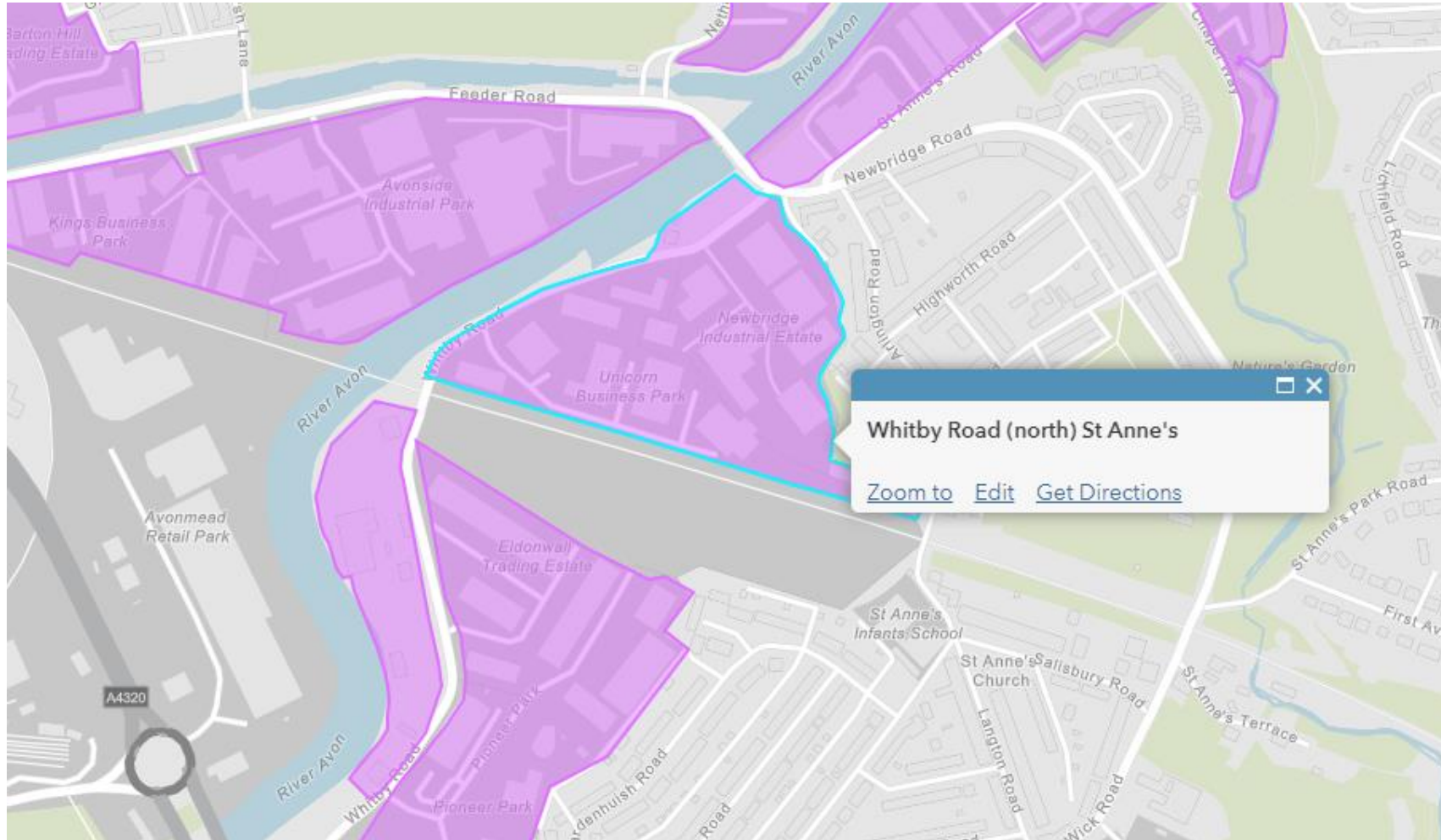
# Vale Lane / Hartcliffe Way, Bedminster Down



## Western Drive, Hengrove



## Whitby Road (north), St Anne's

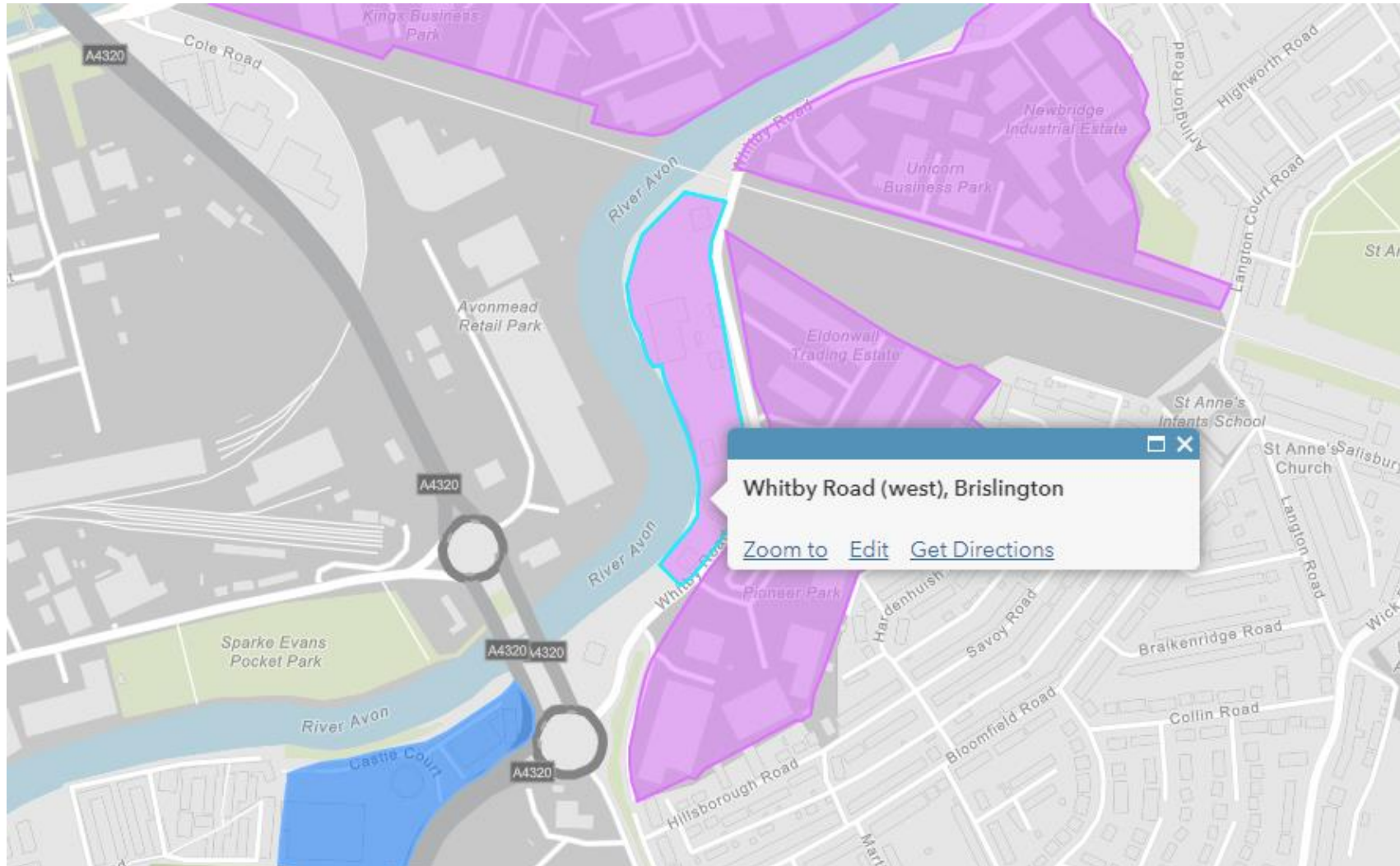




## Whitby Road (south), Brislington



## Whitby Road (west), Brislington

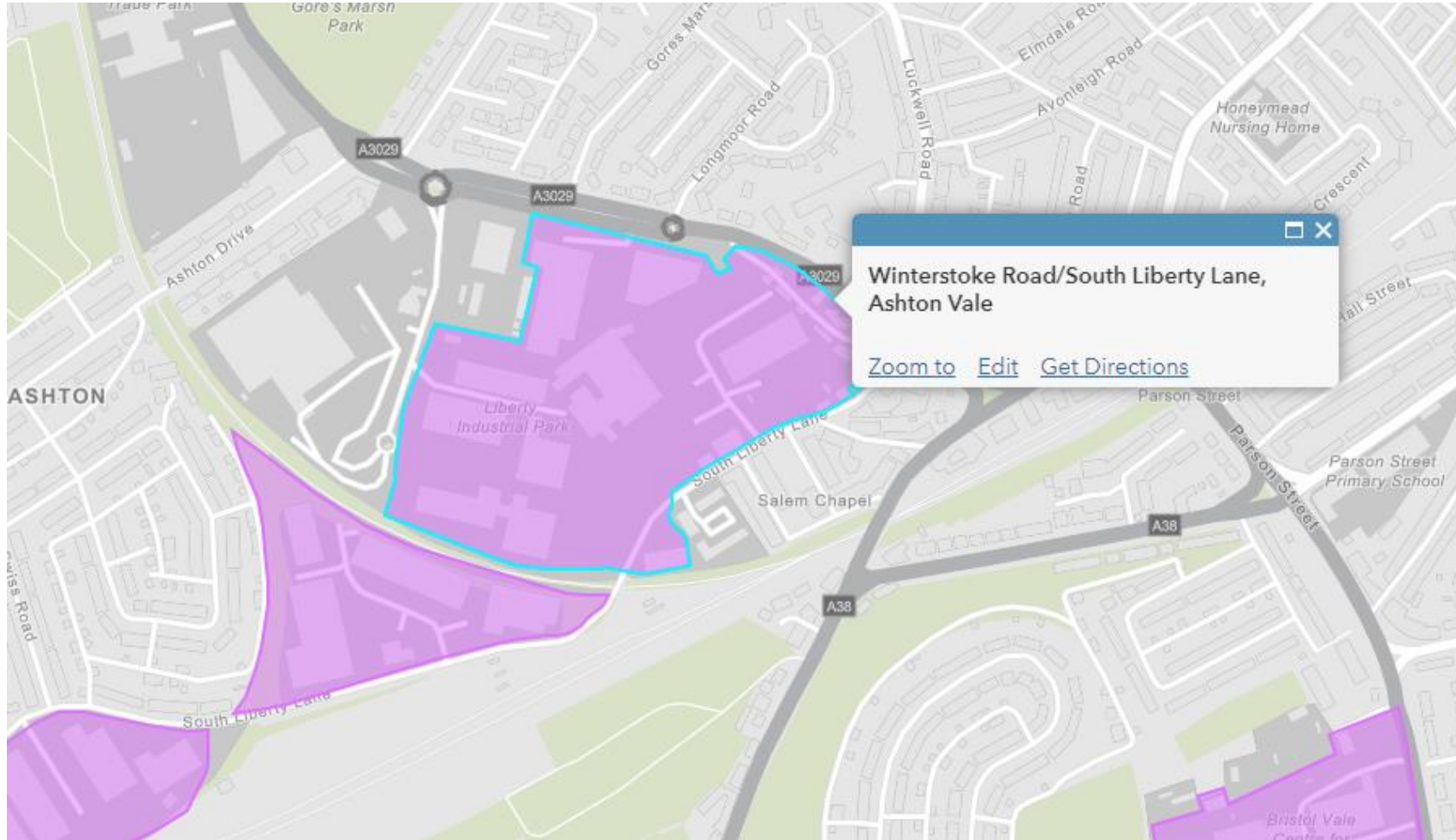


# Whitehall Trading Estate, Whitehall

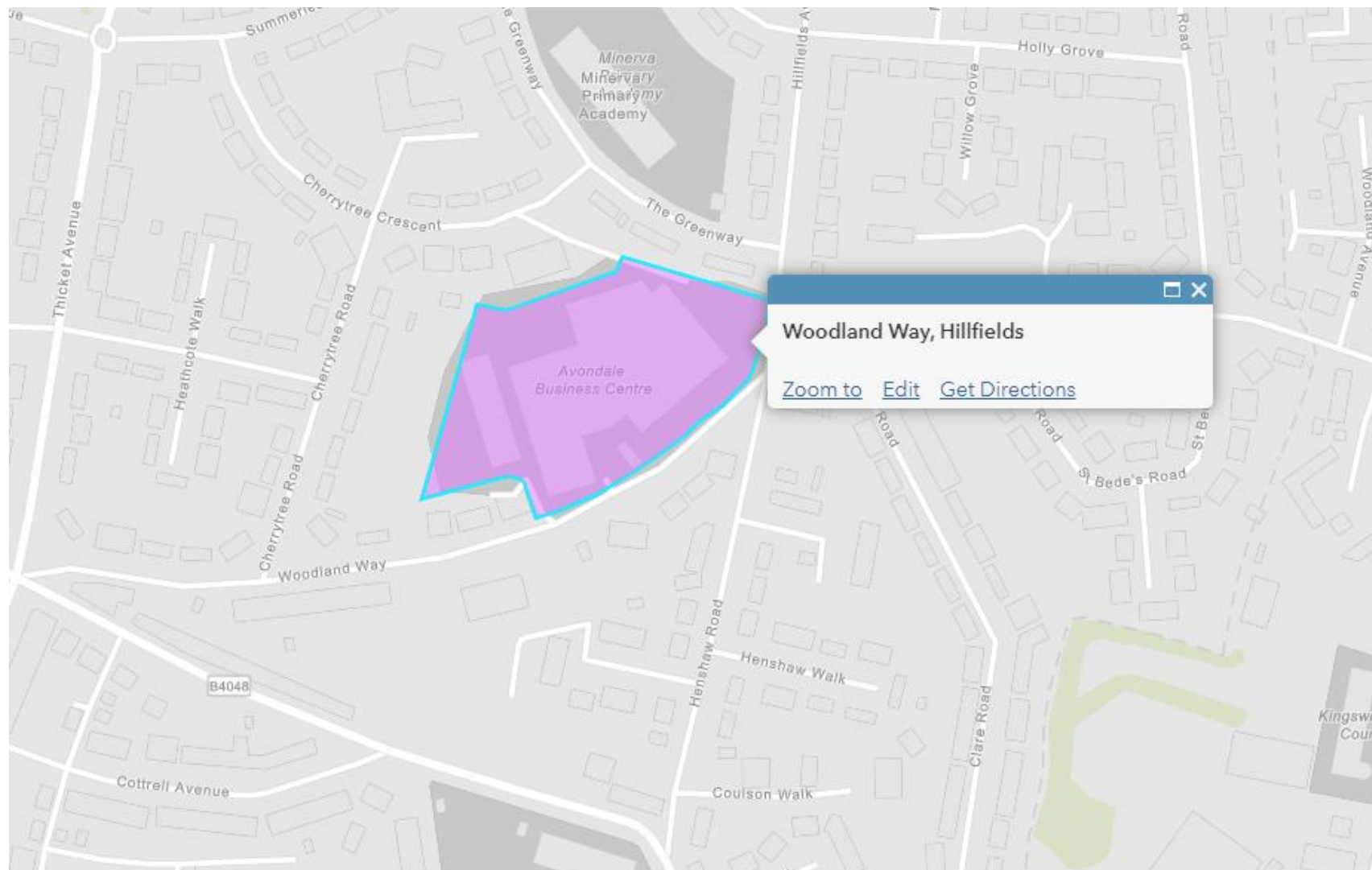




## Winterstoke Road / South Liberty Lane, Ashton Vale



## Woodland Way, Hillfields



## **Appendix 3**

### Stage 2 Findings: Planning pipeline analysis



Category	Total New Employment Floorspace (Sqm)	Total New Employment Floorspace (Sqft)	Total Employment Floorspace Lost (Sqm)	Total Employment Floorspace Lost (Sqft)	Net uplift of Employment Floorspace (Sqm)	Net uplift of Employment Floorspace (Sqft)
A	104,504	1,124,881	0	0	104,504	1,124,881
B	7,666	82,517	63,158	679,833	-55,492	-597,316
C	31,936	343,739	18,837	202,761	13,099	140,978
Total	144,106	1,551,137	81,995	882,594	62,111	668,543
It should be noted that we have excluded the Former Gas Holder Site, Glenframe Road (Category A) site from our planning pipeline analysis given the scheme is completed.						

Breakdown of Net Uplift per use	Sqm	Sq Ft
B1a	5,171	55,793
B1b	3,090	33,261
B1c	3,643	39,213
B2	39	417
B8	47,172	507,759
Total Net Uplift	62,111	668,543

Site Name	Address	BCC or JLL Data	Planning Reference	Type of Application	Proposal	Planning Status	Development Status	Planning Application Site Area (Ha)	Planning Application Site (Acres)	B1a Loss	B1a Gain	B1a Change	B1b Loss	B1b Gain	B1b Change	B1c Loss	B1c Gain	B1c Change	B2 Loss	B2 Gain	B2 Change	B8 Loss	B8 Gain	B8 Change	Total Employment Sum. being Delivered	Total Employment Sum. Lost	Net Sum Uplift	
Land at Kings Weston Lane, South of Access 18	Land At Access 18 Boundary Road Bristol BS11 8HT	JLL	20/02903/P	Commercial	Hybrid planning application comprising a mixed commercial/ industrial development for A1, A3, A5, C1, D1, D2, B2 and B8 use classes over seven plots (Area A-G). Full planning permission is sought for the development of a hotel within Area F, access works to the site and to the identified proposed development plots, earthworks, ecological	Granted	Not Started	42	103.78	0	0	0	0	0	0	0	0	0	0	0	0	0	92,903	73,413	73,413	0	73,413	
	Area A, Land At Access 18 Access 18 Bristol BS11 8HT	JLL	22/01750/M	Commercial	Approval of Reserved Matters (appearance, layout, landscaping and scale) for the erection of 1 no. industrial building, and associated yard and parking space, on Area A pursuant to Planning Permission 20/02903/P	Granted	Not Started	5.81	14.36	0	0	0	0	0	0	0	0	0	0	0	0	19,490	19,490	19,490	0	19,490		
Land east of Packgate Road	Land East of Cabot Park, Packgate Road, Bristol, BS11 0FD	JLL	23/00266/SCR	Commercial	Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for the commercial development. Indicative proposals show a single warehouse of about 11,000 square metres accessed from Packgate Road and using the existing rhine crossings.	EIA Not Required	Not Started	5	12.36	0	0	0	0	0	0	0	0	0	0	0	0	0	11,601	11,601	11,601	0	11,601	
Former Gas Holder Site, Glenframe Road, Eastville	Former Gas Holder Site, Glenframe Road, Bristol, BS2 9UZ	JLL	19/04802/F	Commercial	New unit (E (Office/light Industrial), and B8 (storage/distribution) use classes) with associated access, parking and landscaping.	Granted	Completed	1.8	4.45	0	622	622	0	0	0	0	0	0	0	0	0	0	1,270	1,270	1,892	0	1,892	
Category B - Sites currently in PIWAs but which are neither designated in the draft local plan as IDAs or AGRs, but which instead will be subject to new planning policy supporting mixed use development and which consultants believe have potential to come forward for redevelopment within the next 5 years and which do not currently feature within the planning pipeline																												
Castle Court	Castle Court, Bristol, BS4 3AX	JLL	22/04096/SCR	Residential	Request for a Screening Opinion as to whether an Environmental Impact Assessment is required for the redevelopment of the Project Site for up to 375 residential dwellings alongside commercial, business and service floorspace, with building heights of up to 20 storeys.	EIA Not Required	Not Started	1.78	4.40	LEVEL OF DETAIL NOT PROVIDED AS PART OF THE EIA SCREENING OPINION.																		
Land south of Filton Airfield	Arnold Laver Brabazon Hangar & Surrounding Land West Way Bristol BS34 7DU	JLL	19/05500/P	Leisure	Hybrid planning application comprising: the demolition of existing ancillary buildings and structures; full details associated with the change of use of, and associated external alterations to, the Brabazon Hangar buildings from Class B8 use to a mixture of Class D1, D2, A1, A3, M and B1a uses, along with outline details associated with infrastructure works including: revised vehicular access arrangements; redevelopment and reorganisation of the former aircraft apron to provide parking, servicing and associated infrastructure provision; plus associated landscaping, service infrastructure and other associated works and improvements.	Granted	Not Started	13.6	33.61	0	1,000	1,000	0	0	0	0	0	0	0	0	0	0	53,603	0	-53,603	1,000	53,603	-52,603
Marsh Road/Winterstoke	Land To The West Of Ashton Gate Stadium Ashton Road Bristol BS3 2EJ	JLL	21/03165/F	Mixed use	Demolition of existing buildings and the phased redevelopment of the site to comprise a sports and convention centre, a hotel, 125 residential units, office accommodation, retail, gym, club museum, multi-storey car park, public realm improvements and landscaping, new internal access routes, new and improved vehicular and pedestrian accesses and infrastructure and other associated works and improvements on land west of Ashton Gate Stadium. (Major).	Pending	Not Started	3.62	8.95	0	4,071	4,071	0	0	0	0	0	0	7,982	0	-7,982	0	0	0	4,071	7,982	-3,911	
Whitchurch Lane	Former Works Site Whitchurch Lane Whitchurch Bristol BS14 0TQ	BCC	20/03760/FB	Commercial	Demolition of the former Works Site and the proposed development of a new workspace scheme (B1a, B1b, B1c uses).	Granted	Not Started	0.45	1.11	0	0	0	0	0	0	0	2,595	2,595	1,573	0	-1,573	0	0	0	2,595	1,573	1,022	
Category C - Any IDAs or sites within them which consultants believe could come forward for new industrial development within the next 5 years and do not currently feature within the planning pipeline																												
Ashton Vale Road, Ashton	Ashton House & Works Ashton Vale Road Bristol BS3 2HW	BCC	20/02766/F	Commercial	Heavy Crane Test Facility building extension.	Granted	Under Construction	0.49	1.21	0	0	0	0	0	0	0	588	588	0	0	0	0	0	0	588	0	588	
Brislington Trading Estate	198 - 202 Broomhill Road Bristol BS4 5RG	JLL	21/04802/F	Commercial	Demolition of existing buildings and development to provide industrial units in use class Egii/B2/B8, with associated car parking, cycle parking and refuse store.	Granted	Under Construction	0.72	1.78	0	0	0	0	0	0	0	0	0	2,101	3,410	1,309	0	0	0	3,410	2,101	1,309	
Cater Road, Bishopsworth / Hartcliffe	Hanford Construction Ltd Unit 6 Bakers Park Cater Road Bishopsworth Bristol BS13 7TT	BCC	21/00402/F	Commercial	Change of use from B2 Builders unit to dance and cheer studio (D2).	Granted	Not Started	0.07	0.17	0	0	0	0	0	0	0	0	0	748	0	-748	0	0	0	0	748	-748	
East of Midland Road, Old Market	Spicers Ltd St Philips Road Bristol BS2 0JZ	BCC	19/05973/F	Commercial	Change of use from warehousing (Use Class B8) to research and development (Use Class B10) and industrial process (Use Class B1(a)) and B8 use with ancillary office (Use Class B1(a)); associated waste storage area and cycle store in south and east, civil access from Midland Road, associated improvements to the site.	Granted	Under Construction	0.45	1.11	0	0	0	0	3,090	3,090	0	0	0	0	0	0	2,809	0	-2,809	3,090	2,809	281	
Feeder Road, St Philip's Marsh	Unit C1 St Vincents Trading Estate Bristol BS2 0UY	BCC	19/04419/F	Commercial	Change of use from a Tool Hire Depot to Use Class B1 (Business) and Use Class B2 (General Industrial).	Granted	Not Started	0.09	0.22	0	0	0	0	0	0	0	460	460	0	460	460	920	0	-920	920	920	0	
Fishponds Trading Estate, Eastville	Strachan And Henshaw Building Foundry Lane Bristol BS5 7UE	JLL	17/03059/COU	Residential	Notification of Prior Approval for a proposed change of use from office use (Use Class B1) to residential use (Use Class B1b), the conversion would result in the demolition of 93 no. residential units of use class B1b.	Granted				PROPOSED DEVELOPMENT COMPRISES COU TO RESIDENTIAL. PLANNING APPLICATION DOCUMENTS PROVIDE NO LOSS OF EMPLOYMENT FIGURES.																		
Glenframe Road (south), St Werburgh's	Garage & Workshop Building Glenframe House Eastgate Road Bristol BS5 6XX	BCC	18/02617/N	Commercial	Prior notification of the proposed demolition of the garage and workshop building located to the NE of Glenframe House and associated restoration works.	Prior Approval Given	Not Started	0.02	0.05	0	0	0	0	0	0	0	0	0	700	0	-700	0	0	0	0	700	-700	
Lodge Causeway(west), Fishponds	Unit 1 Balaclava Industrial Estate Balaclava Road Bristol BS16 3LJ	BCC	20/03894/F	Commercial	Demolition of an existing vehicle garage and associated two storey ancillary office building and the erection of a detached garage, servicing and repair centre (Mixed Use B2/Sui Generis) and 4 no. employment units (Use Class B2).	Granted	Not Started	0.17	0.42	0	0	0	0	0	0	0	0	0	1,003	658	-345	0	0	0	658	1,003	-345	
Nover's Hill / Hartcliffe Way, Knowle	83 Hartcliffe Way Bristol BS3 5RN	BCC	19/05204/F	Commercial	Construction and operation of a split level Household Recycling (with Canopy) and Re-Use Centre, with demolition of some existing structures and retention of existing office and welfare facilities; vehicle parking and manoeuvring area; drainage and water management system, perimeter fencing, lighting, retaining walls, tree planting, 2no new vehicle bridges, separate pedestrian access, temporary construction haul road with ancillary off-site highway improvement works to facilitate new access and access points at 83 Hartcliffe Way.	Granted	Under Construction	1.84	4.55	PROPOSED DEVELOPMENT COMPRISES SUI GENERIS USES																		
Winterstoke Road / South Liberty Lane, Ashton Vale	16-20 South Liberty Lane Bristol BS3 2SR	BCC	16/01699/P	Commercial	Hybrid application for 'full' and 'outline' consent: for the development of existing manufacturing site including construction of a new production building with refurbishment of an existing production building, a new headquarters building, a parking deck, a kiosk and a future production building, existing offices retained as staff facilities demolition of existing production buildings and 2 no. residential units, car parking and associated landscaping (Major Application)	Granted	Under Construction	5.13	12.68	0	3,100	3,100	0	0	0	0	0	0	10,556	20,170	9,614	0	0	0	23,270	10,556	12,714	

## **Appendix 4**

### Planning policy summary (long list of sites)



## Summary of Planning Policy for Category A, B & C sites

### Category A – Avonmouth Allocations

Under Draft Policy E5: Avonmouth Industrial Area and Bristol Port the below Category A sites are identified as site-specific allocations. The draft policy wording states the following:

*'The Avonmouth Industrial Area and Bristol Port is designated for the retention, development and redevelopment of existing industrial land for industrial, distribution, energy and port related uses.*

*The area will also continue to provide a suitable location in principle for the development of large-scale wind turbines.*

*Around 60 hectares of greenfield land adjacent to the existing industrial areas will provide allocations for the development of industrial and distribution uses. The following development allocations are proposed:*

- *Land at Kings Weston Lane, south of Access 18*
- *Land east of Chittening Road*
- *Land east of Packgate Road*
- *Land south of Seabank Power Station*

*Development will require appropriate mitigation to ensure that the risk of flooding is appropriately addressed and does not add to flood risk elsewhere.*

*Detailed development considerations for these sites, including the approach to transport and access, will be included in a future version of this local plan.*

### Category A – Other Allocations

In addition to the four allocated sites at Avonmouth, the remaining two Category A sites are also identified as specific site allocations within the emerging Bristol Local Plan Review – Draft Development Allocations (March 2019) document. We have summarised the allocation wording below:

Site	Site Ref.	Allocation Details
Former Gas Holder Site, Glenfrome Road, Eastville	BDA2403	<p><u>Proposed allocation:</u></p> <p>The site would be considered appropriate for industrial use, if no longer required by current landowners / users in its current use.</p> <p><u>Reasons for allocation:</u></p> <ul style="list-style-type: none"><li>• The site is a brownfield, vacated former gas holder site within a predominantly industrial context.</li><li>• Development of the site for industrial uses would represent a more efficient use of land.</li></ul> <p><u>Development should:</u></p> <ul style="list-style-type: none"><li>• Provide suitable access</li><li>• Be informed by an up-to-date preliminary ecological appraisal of the site which assesses the potential for the presence of legally protected and priority species.</li><li>• Acknowledge the presence of a Major Hazard Pipeline fronting Glenfrome Road, taking advice and consulting with the Health and Safety Executive.</li><li>• Be supported by a site-specific flood risk assessment and a drainage strategy.</li></ul>

- Be informed by a Coal Mining Risk Assessment and an investigation of contamination and land stability, providing mitigation as appropriate, as the site falls within a Coal Mining High Risk Area.

Estimated Capacity:

Form, scale and type of employment land to be determined in consultation with the Health and Safety Executive.

Land at Western Drive, Hengrove

BDA1802

Proposed allocation:

The site would be appropriate for industrial / distribution uses.

Reasons for allocation:

The vacant site adjoins an industrial area and is suitable for additional industrial buildings.

Development should:

- Consider surface water mitigation and drainage strategies which prioritise sustainable drainage systems and ensure no increased flood risk, as the site is potentially subject to surface water flood issues.
- Retain green infrastructure on site.
- Consider the interface with the existing Hengrove Park Site Allocation (BSA1401).
- Be informed by an up-to-date preliminary ecological appraisal of the site and make provision for appropriate mitigation measures, as the site is designated as the 'Hengrove Park' Wildlife Network site.

Estimated Capacity:

No guidance provided.

## Category B

Draft Policy E2 of the emerging local plan states *‘new workspace will be provided where industrial and distribution premises are redeveloped for mixed uses at the Areas of Growth and Regeneration and other locations.’*

The Category B sites fall under draft Policy E7 which applies to sites of 0.1 hectares or more that are currently within the use classes B1 (b or c), B2 and B8 or similar sui generis uses. It states the following:

*‘Proposals for the redevelopment of sites and premises currently or recently used for business, industry or distribution should include provision for new workspace as part of mixed-use developments*

*The new workspace provided should be in the form of accommodation for research and development, light industrial, flexible office space, local distribution, or similar premises and may include premises for professional services and medical or health services.’*

## Category C

The emerging Local Plan proposes 38 Industry and Distribution Areas (IDAs) – many of which were previously designated as Principal Industrial and Warehousing Areas (PIWAs). There are also a small number of new areas. The proposed IDAs include:

<b>Proposed Industry and Distribution Areas (IDAs) and <u>Maritime Industry Areas</u></b>			
Ashley Hill, St Werburgh's	East of Midland Road, Old Market	Netham Road / Blackswarth Road (south), St George	Vale Lane / Hartcliffe Way, Bedminster Down
Ashton Vale Road, Ashton	Eastpark Trading Estate, Whitehall	New Gatton Road, St Werburgh's	Western Drive, Hengrove
Barton Hill Trading Estate, Barton Hill	Feeder Road, St Philip's Marsh	New Station Way, Fishponds	Whitby Road (north), St Anne's
Brislington Trading Estate / Bath Road (north)	Fishponds Trading Estate, Eastville	Nover's Hill / Hartcliffe Way, Knowle	Whitby Road (south), Brislington
Bush Industrial Estate, Whitehall	Hawkfield Business Park, Hartcliffe	Roman Farm Road, Hengrove	Whitby Road (west), Brislington
Cater Road, Bishopsworth / Hartcliffe	Liberty Industrial Park, Ashton Vale	South Liberty Lane / Brook Gate, Ashton Vale	Whitehall Trading Estate, Whitehall
Central Park, Petherton Road, Hengrove	Lodge Causeway (west), Fishponds	St Anne's Road (north), St Anne's	Winterstoke Road / South Liberty Lane, Ashton Vale
City Business Park, Easton	Malago Vale Estate, Windmill Hill	St Anne's Road (south), St Anne's	Woodland Way, Hillfields
East of Kingsland Road, St. Philip's	Montpelier Central / Station Road, Montpelier	St Gabriel's Business Park / Easton Business Centre, Easton	Glenfrome Road [south]
<u>Underfall Yard</u>	<u>Albion Docks/Sydney Row</u>		

In terms of safeguarding employment uses Draft Policy E2 states that '*Industry and Distribution Areas will be reserved for industrial, distribution and related uses.*'

Further detail is provided in Draft Policy E4, which states that:

*IDAs are reserved for the continued use, development of or redevelopment for industrial and distribution premises (Use Classes B1b B1c B2 and B8 and sui generis uses of a similar nature).*

*In addition to industry and distribution and related uses, the following uses are also likely to be acceptable on Industry and Distribution Areas subject to other relevant development plan policies:*

- *Industrial or commercial training facilities.*
- *Community facilities.*
- *Specialised leisure uses which cannot be accommodated in centres because of their scale and / or operational impacts.*
- *Essential public utilities development; and*

- *Ancillary facilities and services which support the functioning of the Industry and Distribution Area including childcare facilities, small-scale retail uses, sandwich shops and cafés.*

*Development involving the loss of industrial and distribution floorspace/land within the Industry and Distribution Areas shown in Appendix A and listed below will not be permitted unless:*

- The development is for a use referred to above; and*
- Uses are compatible with the industrial character of the areas and would not adversely impact on the viability and continued operation of existing industrial uses.*

*All proposals for development on Industry and Distribution Areas will be encouraged to make efficient use of land. Developments for new forms of workspace, start-ups, micro businesses, and space for social enterprises will be encouraged within Industry and Distribution Areas where they fall within Use Classes B1b, B1c, B2, B8.*



## Areas of Growth and Regeneration (AGRs)

### Mead Street AGR Framework

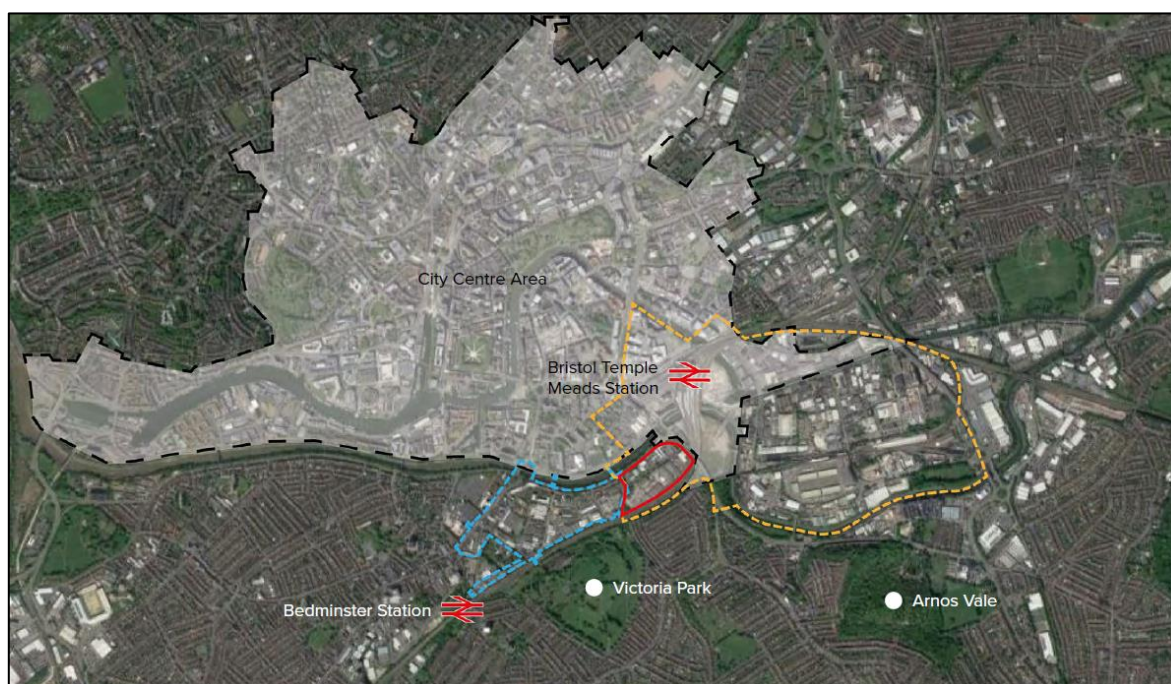
#### Summary

Mead Street Regeneration area is located on the Southern Edge of Bristol City Centre, as denoted by the plan below. The area predominantly consists of light industrial space and commercial uses. Bristol City Council owns part of the site to the North with the rest owned by a private landlord. Existing occupiers include Donard Homes, Royal Mail, Shell and Fowlers. Two plots are currently vacant following the relocation of Bart Ingredients in 2021.

The surrounding area includes Victoria Park (South) and residential neighbourhoods. To the North is New Cut and York Road and to the east is Temple Quarter and St Philips Marsh regeneration area.

The site is allocated as a Principal Industrial and Warehouse Area (PIWA) within the 2011 local plan. Mead Street currently accounts for c.22,400 sqm of employment floorspace with estimates 510 FTE jobs (410 jobs Whitehouse Street).

*Figure 1: Mead Street Development Brief - Location of Mead Street Regeneration Area*



#### Proposals

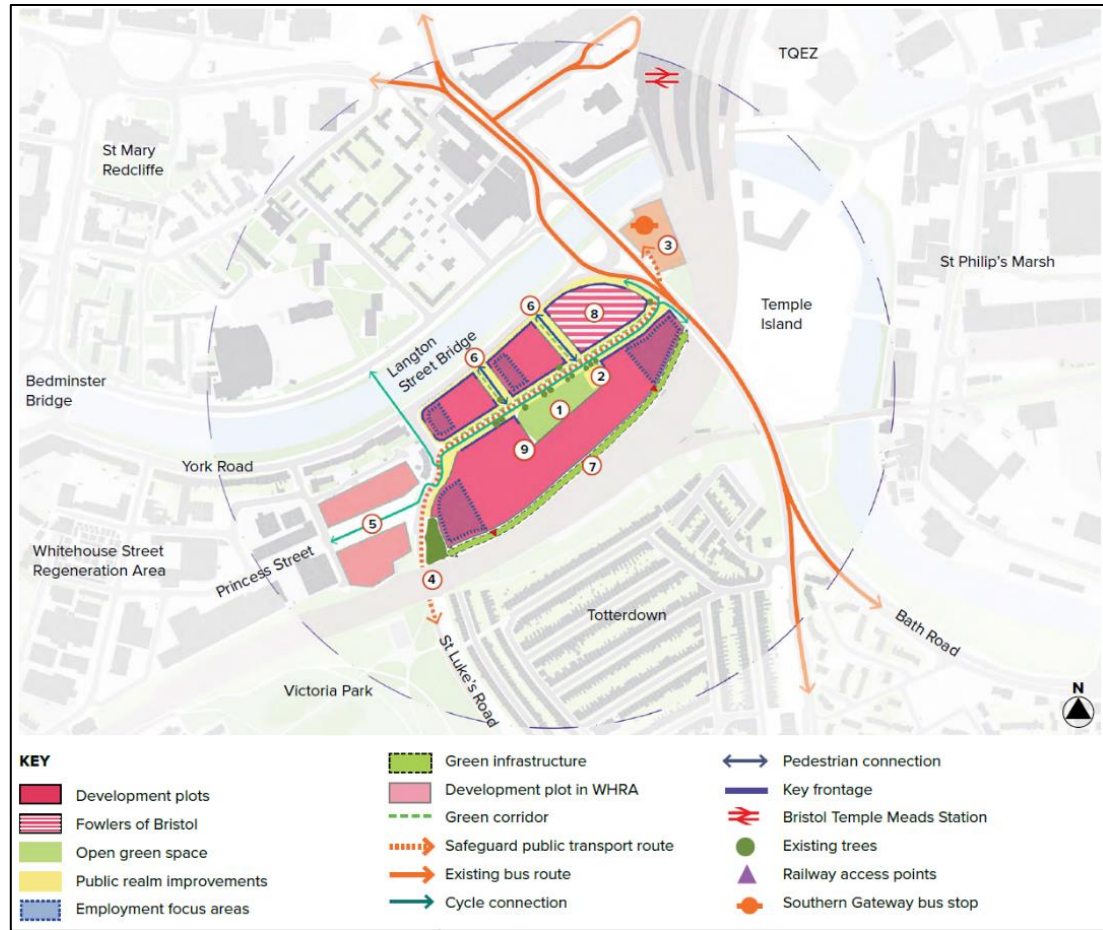
The emerging policy for the wider Temple Quarter is seeking to remove the PIWA allocation and replace it as an area of growth and regeneration with a focus for new workspaces and homes.

As part of the Bristol Temple Quarter framework, the following development is proposed for Mead Street:

- 9000 sqm of new employment space
- Approx. 500 jobs
- 1500 new homes (total proposed quantum for whole of BTQ is 2,500 new homes)
- 0.55 hectares of new public open space
- 0.4km New active travel corridor
- Fowlers of Bristol are to be retained but are included within the plan in case of future development. .

Mead Street is identified as an AGR that can support job growth. However, the existing uses on site have been deemed less suitable for co-location with residential uses and therefore it is likely that they will be displaced/forced to relocate.

Figure 2: Mead Street Development Brief - Concept Masterplan



#### Level of Protection - LOW

Within the 2011 local plan Mead Street is allocated as a Principal Industrial and Warehouse Area (PIWA). The emerging policy for the wider Temple Quarter is seeking to remove the PIWA allocation.

## Whitehouse Street AGR Framework

### Summary

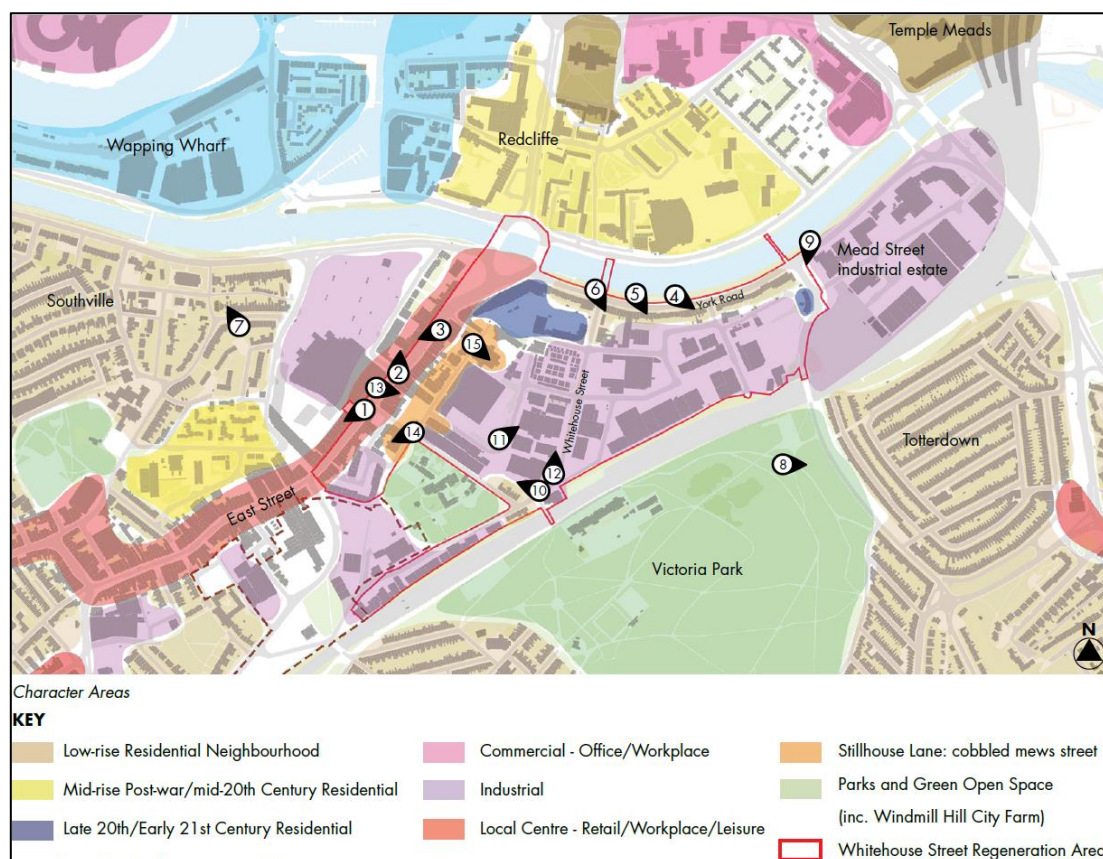
The site is currently a mixed-use area consisting of residential properties, retail/workplace and leisure and large amounts of industrial.

The Whitehouse Street Framework area is bound to the North of the site by commercial and retail areas along Bedminster Parade and East Street to the West. In the core of the site, formed by mews along stillhouse lane and the rear of residential buildings fronting York Road are small infill building with varying characteristics.

The existing land use within the framework core area is a mix of commercial and industrial uses. Including light industrial units, offices, storage, automotive engineering, and a gym. Currently the largest employment floorspace is industrial which accounts for 11,848 sqm.

There is around 23,000 sqm of employment space across the core regeneration area with an employment capacity of c.600 full time jobs. At the time of the framework 17,000 sqm is let, 12,000 sqm of this accounts for industrial space estimated at 330-400 jobs.

Figure 3: Whitehouse Street Framework - Character Area



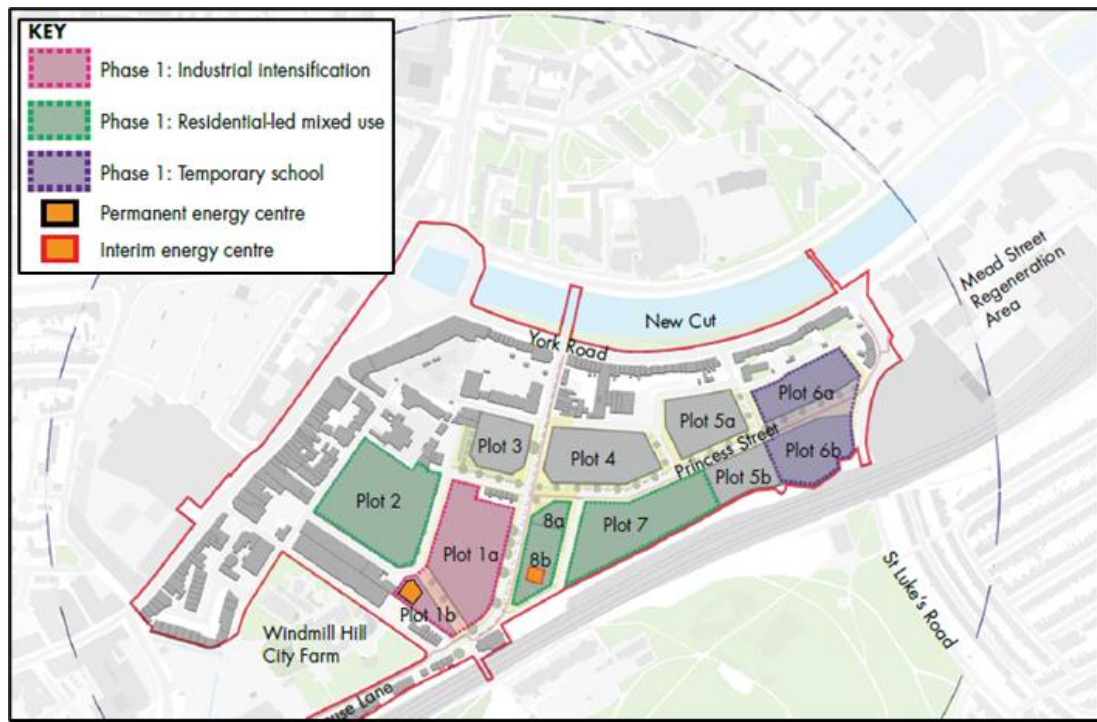
### Proposals

As part of the framework the following development is proposed for Whitehouse Street:

- Around 2000 new homes
- Up to 15,000 sqm of employment space to ensure no net loss of jobs across the regeneration area, and the potential for jobs growth.



Figure 4: Whitehouse Street Framework - Phase 1 Plan



With regards to the delivery of employment floorspace as part of the AGR the framework puts a focus on industrial intensification and/or as part of a residential-led mixed use scheme. In terms of location within the scheme, employment provision is focused within plots 1a and 1b within minimal inputs from plot 3, 4, 6a and 6b as shown in the map below.

#### Level of Protection – LOW

Part of the site is currently allocated as a Primary Industrial and Warehousing Area (PIWA); however, the emerging policy seeks to remove this allocation and replace it with the AGR framework.

## Frome Gateway AGR – Employment Land Strategy (Draft Report)

### Summary

Frome gateway lies to the north east of Bristol City Centre covering an area of c.14.5 hectares. The area is predominantly characterised by industrial properties, consisting of a mixture of manufacturing and warehouse space.

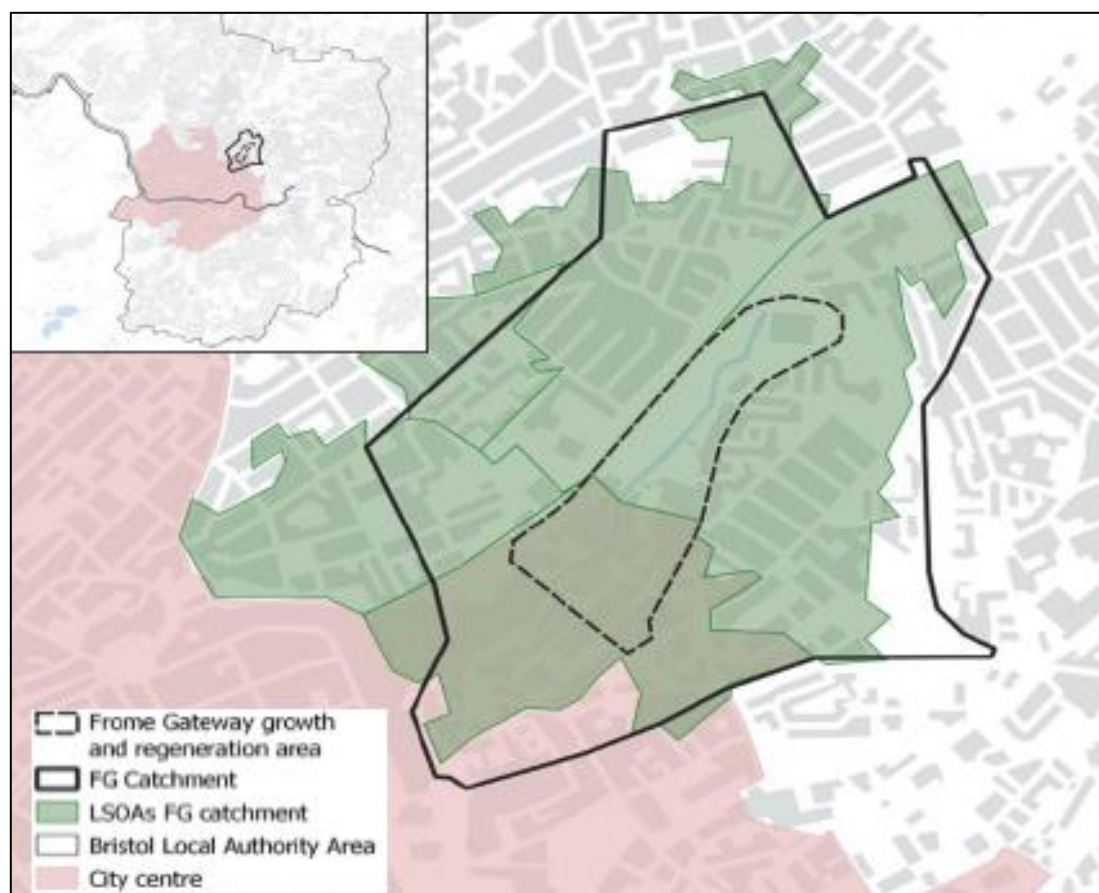
From Gateway currently consists of:

- c.43,000 sqm of employment space
- c.70 businesses
- c.1,000 jobs

The council views that the current employment capacity of the area is low and should instead reflect c.2,000 jobs. Current employment space within Frome Gateway is made up of 75% industrial employment space.

Bristol City Council are a major landowner owning the freehold of over 48% of the land.

*Figure 5: Frome Gateway Employment Strategy - Key Geographies*



### Proposals

Emerging planning policy seeks to provide the following development as part of Frome Gateway:

- 1,000 new homes
- 500 student bedspaces
- Retail and leisure spaces



- Community spaces
- Improved connectivity to green infrastructure and public realm.

The aspiration is to replace the current 1,000 jobs and go beyond if achievable. The report provides guidance on how this could be achieved:

- A significant reduction in the amount of traditional light industrial space
- Consolidation of traditional industrial space to the north of the regeneration area
- Consolidation of smaller industrial businesses into 'makerspace' typologies
- Consolidation of disparate office spaces into more efficient stackable workspace

The amount of community, cultural, leisure and retail space should be broadly maintained/ re-provided to meet the needs of the existing and new population.

The report states that existing businesses should be retained where appropriate, but highlights issues with co-location and the need to relocate businesses which are not suitable for co-location.

#### Level of Protection – LOW

Frome Gateway is currently allocated within the adopted LDP as a Principal Industrial and Warehousing Area (PIWA)/ However, emerging policy seeks to de-allocate the site.

## **Appendix 5**

### Stage 3 Findings: Assessment of high-level suitability for development

STAGE 3 - High-Level Assessment of Development Potential



Site Name	Policy Designation	Approx. Site Area (Ha)	Approx. Site Area (Acres)	Planning Pipeline?	High Level Assessment (RAG)						Likelihood of additional Employment Development within next 5 years (High, Med, Low)	Comments
					Level of Protection (Planning Policy)	Quality of Existing Stock	Ownership	Site Coverage	Market Appetite - Industrial	Market Appetite - Alternative Uses		
Category A - 6 relevant industrial land allocations within the draft local plan												
Land at Kings Weston Lane, South of Access 18, Avonmouth	Draft Allocation	42	103.78	Y	High	N/A	1 owner	Low	Good	Poor	High	Vacant site in single ownership held by St Modwen. Outline planning permission secured for employment uses and hotel.
Land east of Chittington Road, Avonmouth	Draft Allocation	16.9	41.76	N	High	N/A	1 owner	Low	Good	Poor	Medium	Vacant site in single Council ownership
Land east of Packgate Road, Avonmouth	Draft Allocation	5	12.36	Y	High	N/A	1 owner	Low	Good	Poor	High	Vacant site in single third party ownership
Land south of Seabank Power Station, Avonmouth	Draft Allocation	2.47	6.10	N	High	N/A	1 owner	Low	Good	Poor	Medium	Vacant site in single Council ownership. Surrounding env better for low density uses - not same amount of floorspace.
Former Gas Holder Site, Glenfome Road, Eastville	Draft Allocation	0.9	2.22	N	High	N/A	1 owner	Low	Average	Average	N/A Already Developed	Vacant site in single Wales & West Utilities ownership
Land at Western Drive, Hengrove	Draft Allocation	0.3	0.74	N	High	N/A	1 owner	Low	Good	Poor	Medium	Vacant site in single Council ownership. Ecology likely to be an issue given the site is overgrown. Planning shows that the area surrounding the site either has planning permission or is subject to planning applications for residential development.
Category B - Sites currently in PIWAs but which are neither designated in the draft local plan as IDAs or AGRs, but which instead will be subject to new planning policy supporting mixed use development and which consultants believe have potential to come forward for redevelopment within the next 5 years and which do not currently feature within the planning pipeline												
Bath Road/Sandy Park Road	PIWA	2.26	5.58	N	Low	Good	1 owner	High	Average	Good	Low	Forms part of the South Bristol market and is currently owned and occupied by the Council. The existing buildings are listed which is likely to reduce the appetite for industrial and warehousing occupiers. Wider area is residential and located within close proximity to Paintworks scheme. If the site was released there would likely be pressure for alternative uses.
Castle Court	PIWA	2.28	5.63	N	Low	Good	Up to 3 owners	Medium	Good	Good	Low	Good industrial location with access onto St Philips Causeway. Would expect good demand for new employment in this location, particularly a small unit industrial scheme. However, the site was purchased by Sovereign in June 2020 who are promoting it for residential development. EIA Scoping opinion submitted in 2022.
Crew's Hole Road	PIWA	1.14	2.82	N	Low	Average	> 3 owners	High	Average	Good	Low	The site is well occupied, however poor accessibility via the adjoining highways network may limit interest from industrial and warehousing users requiring HGV movements. Serves a local market. Site allocated for residential mixed use development (BDA2701) in Draft LDP (March 2019) if the site is no longer required by current users/owners. Neighbouring site (BDA2801) recently purchased by Woodstock Homes for redevelopment of commercial to residential.
Eastcourt/Winterstoke Road	PIWA	1.99	4.92	Y	Low	Good	Up to 3 owners	Medium	Good	Good	Low	Well performing industrial estate within the Ashton area. Mix of occupiers including trade counters and car show rooms. Active market so likely to be demand from industrial occupiers should the units/site become vacant. Also anticipate pressure from alternative uses if the site was released for development. Multiple car dealerships have migrated to Cribbs Causeway recently.
Jarvis Street	PIWA	0.42	1.04	N	Low	Good	1 owner	High	Average	Good	Low	Relatively small well-presented industrial terrace that is occupied by an aerospace company. It is located in the active central Bristol market although the surrounding area is largely residential. Due to the accessibility and location there is likely to be continued demand for industrial / warehousing use. If the site was released from protection there is likely to be demand from a range of alternative uses, including for example residential.
Land south of Filton Airfield	PIWA	20.6	50.90	N	Low	Average	Up to 3 owners	Medium	Good	Good	Low	Relatively large site that is currently occupied for commercial uses. Understand that the site is being developed by YTL for the new Bristol Arena. Hybrid planning application approved in April 2021.
Marsh Road/Winterstoke	PIWA	1.28	3.16	N	Low	Average	> 3 owners	Medium	Good	Good	Low	The site includes a mix of uses, including residential and offices. Due to the activity in the market there is likely to be demand from industrial occupiers. If the site was released there would be pressure for alternative uses, particularly residential. Planning application has been submitted for the redevelopment of the site to support the wider Ashton Gate expansion.
Netham Road Blackswarth Road (north 1)	PIWA	0.66	1.63	N	Low	Average	> 3 owners	High	Average	Good	Low	Relatively small industrial estate located in the St Anne's area. Due to the location near the Central Bristol market there is anticipated to be future demand from industrial occupiers. If released there is likely to be demand for alternative uses, for example residential.
Netham Road Blackswarth Road (north 2)	PIWA	0.19	0.47	N	Low	Average	1 owner	Medium	Average	Good	Low	Very small industrial site that appears to be occupied by a single operator. It is located adjacent to the aforementioned site.
Whitchurch Lane	PIWA	8.9	21.99	Y	Low	Good	1 owner	Medium	Good	Good	Low	Relatively large site located to the north of Whitchurch Lane occupied by two main users. The site forms part of the Hengrove industrial area. Should the units / site become vacant there is anticipated to be demand from industrial / warehousing users. If the site was released there would be pressure for alternative uses, particularly residential given the proximity to the Hengrove Park scheme.
Category C - Any IDAs or sites within them which consultants believe could come forward for additional new industrial development within the next 5 years and do not currently feature within the planning pipeline												
Ashley Hill, St Werburgh's	PIWA & IDA	2.9	7.17	N	Medium	Good	1 owner	High	Good	Good	Low	Well performing mixed estate with units of varying sizes. The site forms part of the St Werburghs industrial area that is considered part of the central Bristol market. There has been a good level of activity in this area and on site in recent years. Due to the activity in the market, minimal vacancy and general accessibility there is likely to be good demand for continued long term industrial / warehousing use of existing buildings or land. If released from protection there is likely to be demand from alternative uses, specifically residential.
Ashton Vale Road, Ashton	PIWA & IDA	18.3	45.22	Y	Medium	Average	> 3 owners	Medium	Good	Average	Medium	Well performing mixed-use industrial area that incorporates a number of smaller estates. There is potential opportunity to increase densification if larger sites with low site coverage are released. Overall due to the minimal vacancy, good accessibility and general quality of the units there is anticipated to be good demand for continued long term industrial / warehousing use of both the existing buildings and land. Worth noting that some of the buildings may require future investment to ensure they are attractive to the market. Area to the west subject to a planning application for residential development.
Barton Hill, Trading Estate, Barton Hill	PIWA & IDA	3.7	9.14	N	Medium	Average	> 3 owners	High	Good	Good	Low	Relatively well performing industrial area albeit the accessibility appears poor as it is through a residential area. A number of the units seem dated with some minor development for alternative uses, including residential space and music studios. There appeared to be some minor vacancies on site but generally well let. The site is relatively dense and includes a number of ad-hoc units.
Brislington Trading Estate / Bath Road (north)	PIWA & IDA	30.1	74.38	N	Medium	Average	> 3 owners	High	Good	Average	Low	This is a large industrial and warehousing site located in Brislington, which forms part of the active south market. There are a range of buildings on site - some of which are quite dated and would benefit from reinvestment to provide suitable stock. There are some vacancies on site; however, these are largely in the dated, poor quality buildings. BCC own the freehold with multiple leasehold interests. Glenmore are currently developing a small unit scheme.
Bush Industrial Estate, Whitehall	PIWA & IDA	0.9	2.22	N	Medium	Good	1 owner	High	Good	Good	Low	Well performing industrial estate with a number of good quality relatively modern units predominantly occupied by trade counter users. The site coverage is relatively high as it is a well-planned estate. Due to the limited vacancy, relatively good accessibility and quality of the units it is anticipated that the site has good potential for continued industrial / warehousing use of the buildings and land. If released there is likely to be risk that in the longer term it is delivered for alternative uses, specifically residential given the nature of the area.
Cater Road, Bishopsworth / Hartcliffe	PIWA & IDA	15.3	37.81	Y	Medium	Average	> 3 owners	Medium	Good	Average	Medium	Relatively well performing industrial estate, however, there are some vacancies and poorer quality units particularly on the site borders. Furthermore, there are parts that could be densified in future, for example car parking and external storage yards. Due to the activity in the market, accessibility and general quality of the buildings, long term industrial / warehousing potential is considered good. Nonetheless, some dated units may require investment in the future.
Central Park, Petherton Road, Hengrove	PIWA & IDA	4	9.88	N	Medium	Average	> 3 owners	High	Good	Average	Low	Well performing industrial estate with a mix of units. Occupiers are mixed and include manufacturing and scaffolding, as well as music studios. Understand some occupiers have relocated to alternative sites to secure better quality units, however, the units have not remained vacant for long as they are affordable. Due to the limited vacancy coupled with the proposed new units there is likely to be long term industrial / warehousing potential. Nonetheless, some of the more dated units may require investment in future. If released there is likely to be risk that in the longer term it is delivered for alternative uses, specifically residential given the nature of the area.
City Business Park, Easton	PIWA & IDA	2.7	6.67	N	Medium	Good	> 3 owners	High	Good	Average	Low	Well performing industrial estate that consists of a number of relatively modern units. It is a well-planned estate with limited opportunity for densification. Overall due to the limited vacancy levels, quality of the buildings, central location and good accessibility there is likely to be continued potential for industrial / warehousing use of buildings or land.
East of Kingsland Road, St. Philip's	PIWA & IDA	12.5	30.89	N	Medium	Average	> 3 owners	High	Good	Average	Low	Well performing industrial area with a mix of good quality and some more dated units. Generally, the site coverage is good with limited opportunity for densification without redevelopment. Due to the activity in the market, central location, good accessibility and overall quality of the units there is likely to be potential for long term industrial / warehouse use of the buildings or land. Some of the more dated units are likely to require investment. If released possible demand for alternative uses, particularly on the periphery.
East of Midland Road, Old Market	PIWA & IDA	8.4	20.76	Y	Medium	Good	> 3 owners	High	Good	Average	Low	Well performing industrial area that is formed of two parts. These are characterised by larger more modern units to the north west and smaller slightly more dated units to the south. Generally, the site coverage is good with limited opportunity for densification without redevelopment. Overall due to the central location, good accessibility and overall quality of the units there is anticipated to be demand for continued industrial / warehouse use of the buildings and land. Some of the more dated units are likely to require investment. If released possible demand for alternative uses, particularly on the periphery.
Eastpark Trading Estate, Whitehall	PIWA & IDA	1.8	4.45	N	Medium	Good	> 3 owners	High	Good	Good	Low	Relatively well performing industrial estate. The site coverage appears to be relatively high so there is limited opportunity for substantial densification. The quality of units appears to be generally good. For these reasons there is anticipated to be demand for continued industrial / warehousing use of buildings and land.
Feeder Road, StPhilip's Marsh	PIWA & IDA	8.6	21.25	Y	Medium	Good	> 3 owners	High	Good	Average	Low	Well performing estate that consists of a number of smaller commercial areas. The quality of units appears to generally be good across the estate and it is relatively dense with limited opportunity for better utilisation without substantial redevelopment. Overall due to the quality of units, limited vacancy, central location and accessibility there is anticipated to be demand for continued industrial / warehousing use into the future of both buildings and land.
Fishponds Trading Estate, Eastville	PIWA & IDA	22.7	56.09	Y	Medium	Average	> 3 owners	Medium	Good	Good	Medium	Well performing large estate that comprises a number of smaller industrial locations. The quality of the units is mixed, and some are more dated. There are a mix of commercial occupiers on site including leisure uses. The general site coverage is high albeit there is opportunity to densify certain plots, for example the Strachan & Henshaw Building. However, planning permission has already been granted for the redevelopment of this plot for residential. Overall, due to the quality of units, accessibility and limited vacancy there is anticipated to be good potential for continued industrial and warehouse use of buildings and land. Some units may however require investment. If released it is anticipated that the site may start to come forward for alternative uses on the periphery, specifically residential.

Glenfrone Road (south), St Werburgh's	PIWA & IDA	3.75	9.27	Y	Medium	Good	1 owner	Medium	Good	Average	Low	Relatively large site located north of the city centre. There are a number of occupiers on site. There is also a large area of utilities/plant infrastructure. The existing units appear to be of a relatively good quality. Should they become vacant it is anticipated that there would be demand from commercial occupiers for the site due to the general accessibility and quality of the space. Potential for densification limited due to constraints associated with gas mains on site. If this site was released there is likely to be demand from alternative uses.
Hawkfield Business Park, Hartcliffe	PIWA & IDA	6.6	16.31	N	Medium	Good	Up to 3 owners	High	Good	Average	Low	Well performing estate with a small number of vacancies. It includes a number of relatively modern units. The occupiers appear to be mixed. It is a well-planned estate with limited opportunity for densification without substantial redevelopment. Due to the quality of the units, limited vacancy and good accessibility there is anticipated to be good long term demand for continued industrial / warehousing use.
Liberty Industrial Park, Ashton Vale	PIWA & IDA	2.9	7.17	N	Medium	Good	Up to 3 owners	High	Good	Average	Low	Well performing estate that includes a number of modern units. These appear to be occupied by a range of occupiers. It is a well-planned estate with limited opportunity to increase site coverage without substantial redevelopment. Due to the quality of the units, accessibility and limited vacancy there is anticipated to be good demand for continued industrial / warehouse use in the future.
Lodge Causeway (west), Fishponds	PIWA & IDA	6.2	15.32	Y	Medium	Good	> 3 owners	High	Good	Good	Low	Relatively large site with limited site coverage. There is a large relatively modern building fronting Lodge Causeway. There is limited scope for densification due to the high site coverage. If released there is likely to be demand for alternative uses, for example residential.
Malago Vale Estate, Windmill Hill	PIWA & IDA	0.9	2.22	N	Medium	Good	> 3 owners	High	Good	Good	Low	Well performing small estate. The units appear to be of a good quality and are predominantly occupied by trade counter uses. Units to the north have recently been refurbished and sold. Units to the south on the market for owner occupiers. Anticipated to be demand for this space in the future. Over the longer term the site could suit an amount of higher density B use class development. If the site was released from protection there is likely to be demand from a range of alternative uses, including for example residential.
Montpellier Central / Station Road, Montpellier	PIWA & IDA	0.9	2.22	N	Medium	Good	> 3 owners	High	Good	Good	Low	Well performing estate that includes a number of relatively modern units. Occupiers vary and include some trade uses. The site has a relatively high site coverage with limited opportunity for densification without substantial redevelopment. Due to the accessibility and limited vacancy there is anticipated to be good demand for continued industrial / warehouses use of both the buildings or land. If the site were released from protection it is anticipated there would be pressure from alternative uses, specifically residential due to the context of the wider area.
Netham Road / Blackswarth Road (south), St George	PIWA & IDA	5	12.36	N	Medium	Average	> 3 owners	Medium	Good	Good	Medium	Relatively well performing industrial estate that is formed of four distinct parts. Generally, the units appear to be of a good quality. Due to accessibility, limited vacancy and general quality of the units it is anticipated that there would be demand for industrial / warehousing buildings and land. It is important to note that part of the site is proposed to be removed for residential development. If additional land were to be released it is anticipated there would be pressure from alternative uses, specifically residential due to the context of the wider area.
New Gatton Road, St Werburgh's	IDA	2.9	7.17	N	Medium	Good	> 3 owners	Medium	Good	Good	Medium	Well performing estate with relatively modern units fronting the M32. The rear of the site appears to be low density so offers the potential for densification. There are a mix of occupiers. Due to the limited vacancy, quality of the units and accessibility there is anticipated to be good demand for continued industrial/warehouses use of the existing buildings and land.
New Station Way, Fishponds	PIWA & IDA	1.2	2.97	N	Medium	Good	> 3 owners	High	Good	Good	Low	Well performing small estate located in the Fishponds area. The units appear to be good quality and predominantly occupied by trade counter users. The site is relatively dense with limited opportunity for densification without redevelopment. Due to the activity in the local market there is anticipated to be demand for the space; therefore, there is anticipated to be good potential for continued industrial / warehousing uses.
Nover's Hill / Hartcliffe Way, Knowle	PIWA & IDA	7.4	18.29	Y	Medium	Average	> 3 owners	Medium	Good	Good	Low	Well performing large estate that consists of a number of smaller commercial areas. Generally, the units appear to be of a good quality albeit there look to be some that may require investment. There are a mix of occupiers. Limited scope for densification due to high site coverage. Due to the quality of the units, accessibility and limited vacancy there is anticipated to be continued demand for industrial / warehousing uses. Some units may however require investment. If these areas were to be released it is anticipated there would be pressure from alternative uses, specifically residential or roadside due to the context of the wider area.
Roman Farm Road, Hengrove	PIWA & IDA	4.1	10.13	N	Medium	Good	Up to 3 owners	High	Good	Average	Low	Well performing industrial area that includes a number of industrial estates. All units appear to be of a good quality. The occupiers are mixed with a number of trade users fronting Hengrove Way. Due to the quality of units, limited vacancy and good accessibility there is anticipated to be good future demand for industrial / warehouse use.
South Liberty Lane / Brook Gate, Ashton Vale	PIWA & IDA	12.4	30.64	N	Medium	Good	> 3 owners	High	Good	Average	Low	Well performing large industrial area that includes a number of units of varying sizes and quality - albeit overall they appear to be of a good standard. There are a mix of commercial occupiers. The site coverage is relatively high with limited potential for densification without substantial redevelopment. Due to the quality of the units, limited vacancy and good accessibility there is potential for a continued role in delivering industrial / warehouse space.
St Anne's Road (north), St Anne's	PIWA & IDA	4.2	10.38	N	Medium	Good	> 3 owners	Medium	Good	Good	Low	Relatively well performing industrial estate that appears to include a number of medium sized units. Generally, the units appear well let. Overall due to the quality of units, central location and generally limited vacancy there is likely to be good demand for continued industrial / warehouse use of existing buildings or land.
St Anne's Road (south), St Anne's	PIWA & IDA	1.7	4.20	N	Medium	Good	1 owner	High	Good	Good	Low	Relatively well performing industrial estate that provides relatively good quality units. The occupiers appear to be varied. The site appears to have a relatively high site coverage with limited potential for densification without substantial redevelopment. Aside from this it is anticipated that due to the quality of units, limited vacancy and accessibility there would be continued demand for industrial / warehouse use of the existing buildings and land.
St Gabriel's Business Park / Easton Business Centre, Easton	IDA	0.8	1.98	Y	Medium	Good	Up to 3 owners	High	Average	Good	Low	Relatively well performing industrial area that is formed of two parts. Overall the units are relatively small and of a good quality. The parcel to the north appeared to have relatively low site coverage that could be increased if redeveloped. The occupiers are generally a mix. Overall due to the relatively good quality units, central location and limited vacancy there is anticipated to be continued demand for industrial / warehouse use of the existing buildings and land.
Vale Lane / Hartcliffe Way, Bedminster Down	PIWA & IDA	9.2	22.73	N	Medium	Average	> 3 owners	Medium	Good	Good	Medium	Well performing good quality estate with a mix of units, quality and sizing. There are also a range of commercial occupiers on site including those linked to trade. Overall due to the accessibility, limited vacancy and quality of the units there is anticipated to be continued demand for industrial / warehouse uses.
Western Drive, Hengrove	PIWA & IDA	5.1	12.60	N	Medium	Good	1 owner	High	Good	Average	Low	Well performing good quality estate with a number of larger units. Due to the quality of the units, limited vacancy and good accessibility there is anticipated to be continued demand for industrial / warehouse uses.
Whitby Road (north), St Anne's	PIWA & IDA	6.2	15.32	N	Medium	Good	> 3 owners	High	Good	Average	Low	Well performing industrial estate that comprises two smaller commercial areas. The quality of units appears to be good and range in size. The occupiers are mixed with larger ones. Generally, the area is dense with limited opportunity for intensification without redevelopment. The site forms part of the larger city centre industrial market, and has been active in recent years. Overall, due to the quality of units, accessibility and limited vacancy there is anticipated to be good demand for continued industrial / warehousing use of the building and land.
Whitby Road (south), Brislington	PIWA & IDA	7.8	19.27	N	Medium	Good	> 3 owners	Medium	Good	Average	Low	Well performing estate that includes a mix of relatively modern buildings with limited vacancy. Part of the site appears to have a car showroom cluster, while the remainder includes a mix of occupiers. Due to the accessibility, quality of the units and limited vacancy this site is anticipated to have good potential for continued industrial / warehousing uses. Worth noting a number of car dealership occupiers have migrated to Cribbs Causeway, potential for others to follow which could free up land for employment development.
Whitby Road (west), Brislington	PIWA & IDA	2.1	5.19	N	Medium	Average	> 3 owners	Medium	Good	Average	Medium	Well performing small commercial estate with two occupiers. It has a low site coverage so there is potential in future for densification. The wider area is commercial in nature and coupled with the accessibility links, it is anticipated the site will have good demand for future industrial / warehousing uses. Due to the scale of the site there is potential for it to be included as part of the other protected areas on Whitby Road (discussed above).
Whitehall Trading Estate, Whitehall	PIWA & IDA	1	2.47	N	Medium	Good	Up to 3 owners	High	Good	Good	Low	Well performing commercial estate that appears to be well planned and consist of relatively modern units. The site has a relatively high site coverage with limited opportunity for densification unless redeveloped. The occupiers are a mix of commercial users. Due to the good quality of the units, accessibility and limited vacancy there is anticipated to be good demand for continued use as an industrial / warehousing area.
Winterstoke Road / South Liberty Lane, Ashton Vale	PIWA & IDA	8.5	21.00	Y	Medium	Good	> 3 owners	Medium	Good	Good	Low	Well performing large commercial estate that includes a number of relatively modern buildings. The occupiers on site typically occupy large plots. Due to the quality of the units, accessibility and limited vacancy there is anticipated to be good demand for industrial / warehouse uses in the future.
Woodland Way, Hillfields	PIWA & IDA	1.5	3.71	N	Medium	Average	> 3 owners	High	Good	Good	Low	There are two distinct parts of this site - one of which appears to be a relatively well performing industrial area with good quality small units. The remainder appears to include a large dated industrial building. There is potential that this could be redeveloped to provide purpose built new stock. Therefore, there is anticipated to be good demand for continued industrial / warehousing use, with potential for investment or redevelopment on part of the site. Would expect demand from alternative uses, particularly residential, if the site was released for development.

## **Appendix 6**

### Stage 4 Findings:

Indication of potential quantum of development





Site Name	Likelihood of additional Employment Development within next 5 years	Whole site or Part site?	Site Address	Type of Development	Site Area (acres) (Gross)	Site Area (Sq Ft) (Gross)	Site Area (Acres) (Net)	Site Area (Sq Ft) (Net)	Site Coverage		Indicative Employment Floorspace (Sq Ft)		Existing Accommodation (Y/N)	Existing Accommodation (Sq Ft)	Net Uplift (Sq Ft)		Risk Factor of Delivery in next 5 years (High, Med, Low)	Risk Weighting	Weighted Net Uplift (Sq Ft)		Weighted Net Uplift (Gross) (Acres)	
									Low	High	Low	High			Low	High						
Category A - 6 relevant industrial land allocations within the draft local plan																						
Land at Kings Weston Lane, South of Access 18, Avonmouth	High	Whole	Land at Kings Weston Lane, South of Access 18, Avonmout	New Build	103.78	4,520,835	93	4,068,752	N/A Based on Planning Application		1,000,008		N	N/A	0		Low	100%	0		0.00	
Land east of Chittening Road, Avonmouth	Medium	Whole	Land east of Chittening Road, Avonmouth	New Build	41.76	1,819,096	38	1,637,188	40%	60%	654,875	982,313	N	N/A	654,875	982,313	Medium	60%	392,925	589,388	25.06	
Land east of Packgate Road, Avonmouth	High	Whole	Land east of Packgate Road, Avonmouth	New Build	12.36	538,195	11	484,375	N/A Based on Planning Application		124,873		N	N/A	0		Low	100%	0		0.00	
Land south of Seabank Power Station, Avonmouth	Medium	Whole	Land south of Seabank Power Station, Avonmouth	New Build	6.10	265,868	5	239,281	40%	60%	95,713	143,569	N	N/A	95,713	143,569	Medium	60%	57,428	86,141	3.66	
Land at Western Drive, Hengrove	Medium	Whole	Land at Western Drive, Hengrove	New Build	0.74	32,292	1	29,063	40%	60%	11,625	17,438	N	N/A	11,625	17,438	High	30%	3,488	5,231	0.22	
Category B - Sites currently in PIWAs but which are neither designated in the draft local plan as IDAs or AGRs, but which instead will be subject to new planning policy supporting mixed use development and which consultants believe have potential to come forward for redevelopment within the next 5 years and which do not currently feature within the planning pipeline																						
NO SITES IDENTIFIED AS LIKELY TO CONTRIBUTE ADDITIONAL EMPLOYMENT FLOORSACE WITHIN THE NEXT 5 YEARS.																						
Category C - Any IDAs or sites within them which consultants believe could come forward for new industrial development within the next 5 years and do not currently feature within the planning pipeline																						
Ashton Vale Road, Ashton	Medium	Low	Manheim Bristol Auction	Demolition & New Build	19.10	831,996	17	748,796	40%	60%	299,519	449,278	Y	149,718	149,801	299,560	High	30%	44,940	89,868	5.73	
		Part	Babcock	Demolition & New Build	7.02	305,791	6	275,212	40%	60%	110,085	165,127	Y	166,377	-56,292	-1,250	High	30%	-16,888	-375	2.11	
Cater Road, Bishopsworth / Hartcliffe	Medium	Part	Bishopsworth Telephone Engineering Centre, BS13 7TW	Demolition & New Build	4.08	177,725	4	159,952	40%	60%	63,981	95,971	Y	53,985	9,995	41,986	High	30%	2,999	12,596	1.22	
Fishponds Trading Estate, Eastville	Medium	Part	Strachan And Henshaw Building, BS5 7UE	Demolition & New Build	4.91	213,880	4	192,492	40%	60%	76,997	115,495	Y	71,796	5,201	43,699	High	30%	1,560	13,110	1.47	
		Part	Cash & Carry Warehouse, BS5 7TJ	Demolition & New Build	3.37	146,797	3	132,117	40%	60%	52,847	79,270	Y	51,262	1,585	28,008	High	30%	475	8,402	1.01	
Netham Road / Blackswarth Road (south), St George	Medium	Part	Car Base, BS5 9PQ	Demolition & New Build	3.91	170,320	4	153,288	40%	60%	61,315	91,973	Y	16,431	44,884	75,541	High	30%	13,465	22,662	1.17	
New Gatton Road, St Werburgh's	Medium	Part	Sims Metal Management, BS2 9SH	Demolition & New Build	1.87	81,457	2	73,311	40%	60%	29,325	43,987	Y	2,432	26,893	41,555	Medium	60%	16,136	24,933	1.12	
Vale Lane / Hartcliffe Way, Bedminster Down	Medium	Part	Wings Units, BS3 5SA	Demolition & New Build	3.03	131,987	3	118,788	40%	60%	47,515	71,273	Y	9,383	38,132	61,889	Medium	60%	22,879	37,134	1.82	
Whitby Road (west), Brislington	Medium	Part	BCO Gas & Gear, BS4 3QE	Demolition & New Build	4.79	208,652	4	187,787	40%	60%	75,115	112,672	Y	28,173	46,942	84,499	High	30%	14,083	25,350	1.44	