

Shaping Bristol over the next 20 years

The key issues for Bristol's Development Framework Core Strategy

November 2006



Seeking your views

Preface

"Bristol City Council is committed to listening and responding to citizens' views. When the council consults it will provide clear and balanced background information to help you reach a view. The council will allow time for you to consider information and will tell you how you can submit your views. Once the consultation is closed the council will publish feedback on the range of views expressed and on how the consultation has informed the decision that is made. In return, the council asks that you keep your response short and to the point; that you make it clear whether you are responding individually or on behalf of an organisation or group and that you respect other people's views, even when they are different to your own."

From Bristol City Council's Consultation Strategy
Update and Review, 2004

Why is this consultation required?

The Core Strategy will set the scene for how the city will develop up to 2026. It will contain strategic citywide planning policies to guide new development. The council wants to make sure that everyone has an opportunity to shape this plan. This paper represents an early stage in involving the wider community. It sets out the City Council's initial thinking on what it considers are the spatial issues for the Core Strategy to address and what we may need to do as a consequence. The City Council would like to receive your comments on this paper and also understand, in particular, whether other issues should be considered.

How long does the consultation period last?

Six weeks from 10 November to the closing date for comments of 22 December 2006.

How can you comment?

Please email or write to the City Council by the **22 December 2006**

bdf@bristol-city.gov.uk

**Strategic and Citywide Policy Team
Brunel House
St. George's Road
BRISTOL BS1 5UY**

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What will happen to your comments?

A schedule of the comments received will be prepared following the end of the consultation period. It will be made available to all respondents and placed on the planning policy website. It will set out how the City Council will be taking these comments forward to the next preparatory stage of the Core Strategy. We will explain the reasons should we be unable to support certain suggestions.

This diagram below illustrates the various stages in the preparation of the Core Strategy. It is essential that we involve as many people as possible in the early stages of the Core Strategy's preparation to help us ensure that all issues and opportunities are considered at an early stage to help us reach agreement on what the strategy should address.

You can receive regular updates on the progress of the Bristol Development Framework by registering with Bristol News Direct through the City Council Website. If you would like to be added to our Bristol Development Framework contact database please provide relevant contact details including an e-mail address.

If you would like this document in a different format, for example, Braille, audio tape, large print or computer disc or community languages please contact the Strategic and Citywide Policy Team on 0117 903 6720.



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1. Introduction

This is your chance to help us plan Bristol's future.

1.1 The Bristol Development Framework

Bristol is changing, by 2026 significant population and employment growth is envisaged. The population of Bristol is projected to rise by some 30,000 by 2026 (a 7.5% increase on current estimated population levels)¹. In the area surrounding Bristol (the rest of the West of England), the population is projected to increase by some 110,000². The draft Regional Spatial Strategy forecasts an increase in employment in the Bristol travel-to-work area of between 73,900 to 91,800 jobs over the next 20 years. This forecast equates to about 60,400 additional jobs for Bristol³.

The Council is embarking on the preparation of a series of planning documents, collectively known as the Bristol Development Framework or BDF, to guide growth and change in the city over the next 20 years.

All Local (Planning) Authorities in England are required to prepare these documents, and must involve adjoining Local Authorities in their preparation so that the documents are consistent and complementary. The Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire Councils, will work together through the West of England Partnership to address the requirements of the Regional Spatial Strategy for the South West through the preparation of Local Development Framework documents. The first of these for Bristol is the Core Strategy.

The main components of the BDF



1. 2003-Based Subnational Population Projections for Bristol, ONS Migration and Subnational Population Projections Unit © Crown Copyright.
2. 2003-Based Subnational Population Projections for, ONS Migration and Subnational Population Projections Unit © Crown Copyright.
3. JSPTU calculated from draft SWRSS economic projections based on 3.2% GVA (gross value added)

1.2 The Core Strategy

The Core Strategy will be used by everyone who wants to see how Bristol will change and whether proposals for new development will meet the needs of the people of Bristol over the next 20 years. It will guide development and growth.

It will set out the key elements of the planning framework for Bristol looking forward to 2026 and beyond. It will have:

- a vision of how Bristol will grow and develop to meet the needs of our residents and business communities, now and in the future
- strategic objectives for the area to achieve the vision - to help guide and manage the growth at an acceptable level
- a spatial strategy - which will identify the areas of significant change, to help to direct development to those parts of the city where change is needed and where new growth can be accommodated
- core policies - which will be at a high level and will help set the scene for more detailed policy to be used in assessing proposals for development - planning applications will be considered against the core policies;
- an explanation of how the Bristol Development Framework will be monitored and how the implementation of the Core Strategy will be measured

It will not include detailed Development Control policies and matters to do with potential sites for redevelopment. These will be dealt with by future documents to be prepared later in the BDF programme.

1.3 The Issues Paper

This paper is an early stage in developing the Core Strategy. It sets out the council's initial thinking on the issues the Core Strategy should address and also commentary on what we feel needs to be done as a consequence. The purpose of the paper is to seek your views on this initial work and to involve you in the preparation of the Core Strategy. The council would like to know if there is a groundswell of feeling around other issues we should consider.

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2. Vision for an emerging Core Strategy for Bristol

The spatial vision for Bristol will be informed by the local and regional context in this document and will be set out in the Preferred Options document that will follow consultation on the Issues and Options paper.

2.1 Local context

The Core Strategy will reflect the vision and aims of both the Bristol Partnership's Community Strategy and City Council's Corporate Plan. The Bristol Partnership is the city's Local Strategic Partnership (LSP). It brings together leaders from the public, private, business, community and voluntary sectors to establish priorities for joint action and develop a long-term strategic framework for the city (the Community Strategy).

The Bristol Partnership's Community Strategy has set out its overarching vision for the future of the city as:

- a city that realises its full potential and exerts influence appropriate to its status at the regional, national and European level
- a modern, cosmopolitan, ambitious city at the heart of a prosperous and confident area that is the gateway to the South West
- a diverse and accessible city made up of, vibrant and balanced communities where everyone is valued and can thrive economically, culturally and socially
- a safe city that promotes health, learning and sustainable development
- a city where no-one is disadvantaged

The Core Strategy will direct future development to help make this happen and will do so within the context of improving the existing level of sustainability of the city. In doing so, it will provide the spatial expression of Bristol's Community Strategy and the Council's Corporate Plan.

The Community Strategy aims are for:

- A thriving economy - to maintain and develop a competitive economy in what is a growth area; to ensure that all people and neighbourhoods in Bristol can contribute to, and benefit from, that thriving economy; and to make Bristol one of the most attractive places in Europe to live, work and visit
- Learning and achievement - ensuring that all children and young people achieve high standards and acquire the qualifications and skills to progress with confidence into employment, training and active citizenship
- Health and well-being in Bristol - to ensure that everyone in Bristol has the opportunity to be as healthy, fulfilled and as independent as possible with investment focused on working in an inclusive way to promote well-being and the prevention of ill-health

Continued...

- A high quality environment - Bristol to be a green capital in Europe, tackling the causes of climate change and creating a clean and attractive built and natural environment
- Balanced and sustainable communities - to create balanced and sustainable communities with a high quality of life where no-one is disadvantaged

What are balanced and sustainable communities?

“They are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.”

The Bristol Accord – December 2005. This was signed in Bristol by the 25 EU members and candidate countries and is the agreed approach to future EU policy, legislation, laws, and programmes.

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2.2 Regional and sub-regional context

The Bristol Development Framework Core Strategy will need to be consistent with the Regional Spatial Strategy as approved by the Secretary of State. This is known as 'being in general conformity' with the Regional Spatial Strategy.

The wording of the issues set out below reflects the current levels of growth set out in the draft South West Regional Spatial Strategy. However, the draft Regional Spatial Strategy is to be considered at an Examination in Public in spring 2007, with the Panel reporting in the autumn of 2007. The expectations for growth, as set out in the draft Regional Spatial Strategy, may need to change as new population and household numbers projections are made available. The 'Preferred Options document' for the Bristol Core Strategy to be published during 2007 will need to reflect the most up-to-date growth figures. The 'Submission Version' of the Core Strategy for the Secretary of State, is expected to be published after the approval of the Regional Spatial Strategy and will be able to be more definite about the size (and location) of anticipated growth.

In considering the potential for growth in the issues, set out below, please bear in mind that the final figures for growth sought may change, and are most likely to increase in size.

Bristol plays a key role as the 'gateway city' to the South West of England region, providing much of the economic power that drives the region in the form of business and industry skills, academic and research knowledge that feeds the South West. The West of England Partnership, (the local authority areas of Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire) has committed to a vision that ensures the future role of Bristol in the sub-region as a leading prosperous and sustainable European city. This is recognised in the draft Regional Spatial Strategy for the South West which sees the sub region, and Bristol, as one of the main providers for future economic growth and consequential growth in population and new homes.

The future growth sought by the draft Regional Spatial Strategy (RSS) currently anticipates demand for 28,000 new homes in the city by 2026 and additional growth adjoining its boundaries. This has implications for the pattern of development of Bristol over the next 20 years. Most of the future housing growth that will be required of Bristol is intended to be located within the existing urban area. However, some of this growth is identified to be located on the fringe of the city on green field sites, in some cases on existing green belt land.

Bristol City Council continues to work in partnership with neighbouring local authorities on our vision for the sub-region and on a range of social, economic and environmental cross boundary issues which relate to the urban area.

This Issues paper reflects the agenda and policy guidance of the draft RSS. The adopted Bristol Development Framework Core Strategy will respond to, and be in general conformity with the published RSS.

2.3 Key influences

This paper has been informed by many existing international, national, regional and local plans, strategies and guidance documents some of which are illustrated below. It has also been informed by earlier community and stakeholder involvement.



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2.4 Evidence and information

In preparing the Core Strategy, it is important to understand what Bristol is like now and consider Bristol's current and future needs and how these may be influenced. To build up this understanding, the council has gathered evidence from a wide variety of sources and continues to survey and collect relevant information. The council needs to ensure that it has sufficient social, environmental, economic and physical information to understand the spatial characteristics of the city. This will help to identify the opportunities and constraints that operate within Bristol and what needs to be done to address the issues and challenges the city is likely to face over the next 20 years. Bullet point summaries of key contextual information are included at the start of each of the key issues sections below.

Developing the evidence base is a critical stage in the preparation of the Core Strategy. It will be relied upon by the council and ultimately will be used by the Planning Inspectorate in testing the soundness of the Core Strategy.

The evidence required can be grouped into four broad areas; statistics; policies, plans and programmes; studies and surveys, and community/stakeholder involvement.

Whilst the evidence gathered so far has informed the suggested issues in this paper, the City Council continues to gather further important evidence to inform the preparation of alternative spatial options in response to the issues in this paper.

Outstanding evidence includes:

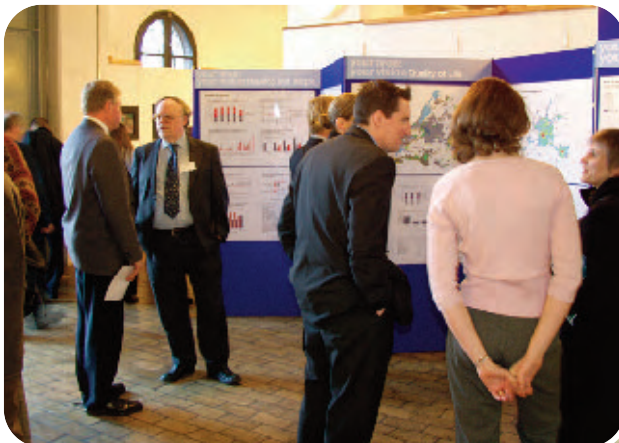
- Housing Land Availability Study
- West of England Sub-regional Housing Study
- West of England Housing Need and Affordability Assessment
- Employment Land Study
- Retail study
- Parks and Green Spaces Strategy, including open space audits
- Gypsy and Travellers Accommodation Assessment
- Bristol Strategic Flood Risk Assessment
- Accessibility mapping
- Bristol Biodiversity Action Plan
- Bristol City Council Regeneration Strategy and Economic Development Plan
- The continuing analyses of plans and strategies of key service and infrastructure providers. Water, sewerage, gas, electricity, telecommunications, port, harbour, fire, police, health, education and ambulance

Appendix 1 provides a summary of the main sources of information, key evidence and documentation available to date. The analysis and consequences are also set out. This information has helped establish what are considered to be the key issues facing the city.

2.5 Community/stakeholder involvement

To inform the update of the 1997 Adopted Bristol Local Plan, the council undertook citywide consultation during the summer of 2001. To support this consultation, an issues paper 'Aiming for a Sustainable City' was published. 3,750 comments were received and used to inform the Proposed Alterations which was issued in February 2003. Response to the draft Alterations (www.bristol-city.gov.uk/planningpolicy) made clear that the general direction of the Adopted Local Plan was still appropriate and that policies could be refined to bring forward our continuing aspirations for the City.

In December 2004, we met with a wide range of stakeholders to discuss the new LDF implications for Bristol and the issues that it should address. Ongoing debate in Bristol and the sub-region, through the Community Strategy and the Vision for the West of England, has confirmed the importance of maximising existing opportunities for growth. Bristol needs to be ready to meet the pressures and direct them to those parts of the city where they can be used best to the benefit of all.



Stakeholders discuss the implications of emerging contextual information for Bristol's LDF at the CREATE Centre.



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3. Key Issues

Sustainable Development

Having considered the body of spatial and relevant evidence, the Community Strategy and Corporate Plan, we have identified 17 issues that need to be tackled in the Core Strategy, to ensure a sustainable future for Bristol.

The issues are largely crosscutting, but we have grouped them as **social, economic** and **environmental/physical** concerns. By addressing these issues the Core Strategy will seek to contribute to the achievement of sustainable communities and ensure sustainable development.

We have also identified an overarching issue for the Bristol Core strategy in response to our national, regional and local commitment to sustainability that will influence all our work in this area.

Ensuring the promotion of a sustainable future is one of the council's key responsibilities.

The World Commission on Environment and Development has drawn up a widely used definition:

'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'

The Government identifies 5 components of sustainable development, in 'Securing the Future - the Government's Sustainable Development Strategy'.

These are:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

The Bristol Partnership Community Strategy identifies partnership commitment to:

'an integrated approach to sustainable development – making what we do sustainable so that our quality of life is protected for the benefit of current and future generations.'

Overarching issue

Ensuring a sustainable future for Bristol

Social issues

1. Having enough homes to meet current and projected population need
2. Having enough affordable homes to meet current and future needs
3. Ensuring provision of high quality and successful local services, facilities and centres
4. Providing the environment for healthy living

Economic issues

5. Providing for the land use demands of a thriving economy
6. Providing employment opportunities in the deprived areas of the city
7. Improving transport, movement and accessibility
8. Enabling development in leisure, sport, art and tourism
9. Promoting regeneration and renewal initiatives across the city

Environment/physical issues

10. Protecting and enhancing Bristol's historic environment and ensuring high quality sustainable urban design and construction
11. Protecting and enhancing the natural environment
12. Tackling climate change
13. Reducing pollution
14. Providing for sustainable waste management
15. Ensuring effective water management and flood protection
16. Improving the streetscape and making attractive and better places and spaces

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Overarching Issue

Ensuring a sustainable future for Bristol

Core Strategy role

The Bristol Development Framework Core Strategy will provide the local context for considering the long term social, economic, environmental/physical and resource impacts of development. All aims, objectives and policies of the Core Strategy and subsequent development plan documents will be expected to contribute to the creation of a sound future for Bristol that places the city at the heart of the West of England, and its residents at the heart of the future for Bristol.

We need:

- suitable homes and employment for all
- creation of balanced and sustainable communities
- a sustainable economy
- easily accessible social and economic services
- protection for and enhancement of our current and future environment
- a city that consistently reduces its ecological footprint

To provide for these:

.....the key role of the Core Strategy will be to co-ordinate and link the spatial aspirations and plans of the City Council and other services and respond to the pressures and demands of growth, in order that the needs of our communities, residents, businesses and visitors continue to be met, and our sustainable future is ensured.

Social issues

Please read and consider the following summary facts and figures for each area of concern and then give us your views on the subsequent issues in the accompanying questionnaire.

Summary Facts and Figures

(See Appendix 1 for sources)

- The population of Bristol is increasing. Current projections suggest that approximately 30,000 more people may be living in the city by 2026. International migration into the region (particularly from EU accession states) may effect future projections
- Compared to the rest of the south west region, the population profile of Bristol is relatively young, with more children aged under 16 than people aged over pensionable age. Projections suggest this profile will remain the same
- Bristol has a large student population with upwards of 32,000 living within the local authority boundary
- The number of households are projected to rise significantly in the next 20 years. This is a key factor in understanding how many new dwellings we need to build. Whilst Bristol is currently on track to exceed its Structure Plan housing allocations, recent high levels of construction will need to be sustained to meet projected population/household growth being proposed by the draft RSS
- Bristol has performed well in terms of utilising 'brownfield' sites for housing construction. In the last 10 years 92.6% of all new dwellings completed have been on previously developed land
- The affordability gap between earnings and house prices has widened significantly in recent years. The average cost of a home is now 8 times the average salary. The resulting demand for affordable homes is not currently being met through the housing market. Robust interventions are therefore required to increase supply to ensure housing choice
- Bristol has 53,024 people living in the most deprived 10% of Super Output Areas (SOA's) in England and 103,707 living in the 20% most deprived. To address this problem Bristol has designated 3 priority regeneration areas; the Northern Arc (Southmead, Kingsweston, Henbury, Lockleaze, Avonmouth); Inner City/East side (Lawrence Hill, Ashley); and Central south (Windmill Hill, Filwood, Hartcliffe and Whitchurch)

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Issue 1

Having enough homes to meet current and projected population need

The additional homes anticipated by the Regional Spatial Strategy (RSS) in Bristol over the next 20 years will need to be found throughout the city, ideally located primarily on brownfield land to make the most of our resources and to protect valuable greenfield land. At present the draft Regional Spatial Strategy anticipates a need for 28,000 additional homes in Bristol before 2026. This figure may change.

The Bristol Housing Capacity Study (2003) has been used to inform assumptions on availability of housing land to date. The Bristol Housing Land Availability Study (2006) will report in January 2007 and provide additional information on where and in what timeframe sites are likely to come forward to provide for future housing demand.

Core Strategy role

The Core Strategy will set a spatial strategy for the distribution of housing and will seek to ensure that new development offers a wider range of size, type and housing tenure that encourages balanced and sustainable communities.

We need:

- new housing development that reflects changing lifestyles, demographics and future household size (smaller) and type requirements (affordable, high quality design)
- the city centre and inner urban areas to support a balance of family sized homes and apartments in a range of tenures
- our outer suburbs to accommodate a greater range of housing type, size and tenure, than the current predominance of low-density family sized accommodation
- new homes within balanced and sustainable communities, where key services are ideally within walking distance, and traffic generation is minimised
- apartments where people want to live for the long term (not just a short stop gap) with minimum space standards, flexible internal spaces allowing adaptation, and well-maintained attractive communal space
- to manage the accommodation needs of transient students to avoid the harmful social and environment impacts of over concentration to the detriment of the amenities of the permanent resident population
- joint working with neighbouring authorities to develop masterplans for areas where neighbourhoods are advocated at the edge of the city, such as the urban extensions identified in the draft RSS

To provide for these:

... a key role of the Core Strategy will be to facilitate the provision of the number of new homes sought by the Regional Spatial Strategy for Bristol between 2006 and 2026 (currently 28,000) and ensure that the location of new homes supports the provision of balanced and sustainable communities.

Alternative options for how the new homes sought in the RSS may be accommodated will be included in the next 'Issues and options' stage. However, it is likely that the required growth of Bristol at over 1,400 new homes a year, will need to be provided from a number of sources including:

- Continued provision at high density in the City Centre
- Sustained regeneration of South Bristol through an integrated and co-ordinated approach across the council and other agencies
- Suburban renaissance – opportunities for physical restructuring and regeneration to provide for a higher number and range of homes and tenures, and new social and community facilities
- Higher density development around local and district centres, transport nodes and main routes - high quality, high-density development concentrated in relatively accessible locations
- Employment sites – potential of some employment sites for mixed use redevelopment, increasing the density of both employment and residential uses
- Open space – development of a limited number of areas of open space that fail to fulfil their intended open space function or purpose and are of low value for this purpose

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Issue 2

Having enough affordable homes to meet current and future needs

The draft Regional Spatial Strategy identifies an outstanding need for affordable housing across the region and sub region and supports the provision of additional affordable housing in Bristol over this period. Housing affordability and supply directly impacts on the region's productivity as it restricts the movement of labour and skills to where they are required to support growth and prosperity.

Core Strategy role

Unless urgently tackled, the shortage of affordable housing will lead to more homelessness, people on the housing waiting list and living in temporary accommodation for longer periods of time, in over crowded conditions or having to live outside the city and commute to work in larger numbers, often by car.

We need:

- our city to provide a range of affordable accommodation in all areas
- developers to contribute to the provision of affordable housing by building for low cost home ownership, shared ownership and social rented housing
- identified sites to meet the needs of the Gypsy and Travellers communities and to avoid unauthorized encampments

The identified need for affordable homes will be met through continuing requirements on housing developers to contribute a proportion of affordable homes. There are a number of potential mechanisms which will be considered to maximise the provision of affordable homes in the city.

To provide for these:

... the Core Strategy will need to facilitate the provision of affordable homes throughout the city to meet the increase in demand identified in the West of England.

Issue 3

Ensuring provision of high quality and successful local services, facilities and centres

Core Strategy role

Successful local and district centres will provide a local focus for communities and include a variety of activities. They will be attractive environments to gather, work, shop or access services. They will tend to be characterised by a mix of uses, a focus for public transport (nodes) and economic activity. Because of these characteristics they will be suitable for high-density development. This issue relates closely to issue number 16 - Improving the streetscape, enhancing the public realm, making attractive and better places and spaces.

The City Council is currently undertaking a citywide retail study to inform the future pattern of retailing in Bristol, encouraging neighbourhood shops, considering an appropriate citywide spatial distribution, ways of arresting decline and resisting further large out-of-centre retail stores.

We need:

- our residents to be able to walk/cycle or use public transport for everyday needs
- our local and district centres across the city to provide essential, high quality, local and community facilities and services for residents, including retail, education and health facilities, and access to quality parks and public spaces
- to encourage high density compact development to make the most of the accessibility of these centres
- our centres to be lively, attractive places where people want to live, work and enjoy themselves (mixed use).
- to make the best use of limited opportunities for development in and adjoining centres
- to support the spatial distribution of local centres across the city which are vital and vibrant local places to shop, access key services and key facilities

To provide for these:

...the Core Strategy will need to focus development and service provision in successful and accessible centres which best serve the needs of local communities.

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Issue 4

Providing the environment for healthy living

Core Strategy role

Health and well-being is determined by numerous factors, many of which are beyond the scope and influence of spatial planning. Nevertheless a well-planned and successful Bristol will demonstrate certain characteristics that can lead to a healthier population.

Traditionally planning has sought to support a healthy population by providing a supply of good quality homes, preventing and reducing pollution, good quality local services and facilities such as schools and hospitals, a high quality pedestrian and cycle friendly environment and the support of active recreation. However the relationship between successful planning, regeneration and relative health should also focus on the issue of socially and economically balanced and sustainable communities.

Concentrations of deprivation magnify problems associated with poverty and increase the likelihood of household members falling victim to crime, having lower educational attainment, suffering higher levels of mental and physical ill-health, suffering shortened life and so on. Planning and regeneration strategies, which seek to address such spirals of decline can therefore positively affect relative health levels.

The Core Strategy can contribute to the delivery of a safe and healthy city.

We need:

- our residents to be able to move safely around the city
- safe and secure environments
- over concentrations of deprivation to be tackled
- accessible and inclusive health and social care services
- high quality leisure, sport and recreation facilities
- high quality and accessible parks, green and open space and recreation opportunities
- attractive and well-managed environments
- prevention of air pollution and reduction in harmful levels of air pollution where it exists
- a pedestrian and cycle friendly environment
- jobs, services and facilities within a reasonable walking/cycling distance

To provide for these:

...the emerging Core Strategy will need to enable a pattern of development and urban design that will promote good health and well-being, enabling active lifestyles, reducing pollution and improving the quality of life.

Economic issues

Please read and consider the following summary facts and figures for each area of concern and then give us your views on the subsequent issues in the accompanying questionnaire.

Summary Facts and Figures

(See Appendix 1 for sources)

- Bristol is a significant driver of the region's economy. In 2003 Bristol's Gross Value Added (a measure of an area's productivity) was £8,984m (12% of the south west region's GVA) . However unemployment in the city (4.5% for Jan-Dec 2005) is above the regional average with severe employment deprivation in some wards.
- Forecasts indicate that jobs in the office and warehouse sectors will increase in the period to 2026. However jobs in the industrial sector will decline.
- Bristol is one of the most highly congested cities in the country. This problem contributes to climate change (through CO₂ emissions), affects public health, has implications for safety and affects Bristol's economy. Robust measures need to be introduced to reduce car use and encourage more sustainable forms of transport and to reduce the need to travel.
- Visitor numbers to the city have grown from 5.2 million in 1996 to 9.2 million in 2002. Whilst this delivers economic benefits, the impact on the city's resources, facilities and environment needs to be considered.

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Issue 5

Providing for the land use demands of a thriving economy

Core Strategy role

Bristol has a strong and diverse economy that has a range of spatial needs. The draft Regional Spatial Strategy (RSS) envisages significant economic growth over the next 20 years. The protection of valuable employment land and buildings, subject to a series of criteria must be consistent with government policy and the draft RSS. The Core Strategy must demonstrate how this can be accommodated.

Directed growth can support the city's renewal and regeneration plans and Bristol's role as a business, shopping, leisure, tourism and cultural destination of the South West. To enable the Bristol economy to continue to thrive we need to ensure the provision of space that the economy requires.

We need:

- to recognise the economic role of the city centre
- to safeguard all the city's existing valuable employment sites and buildings (big and small)
- the provision of new employment land within any major new urban extension, town centre redevelopment or neighbourhood renewal/regeneration programme
- to make the most of regeneration opportunities offered by Bristol International Airport, Port of Bristol and strategic road and rail links
- to safeguard, enhance and introduce transport corridors
- to recognise the opportunities offered in the City Centre, Avonmouth and South Bristol
- joint working with adjoining authorities to ensure economic growth across the boundaries to the benefit of the sub-region as a whole

To provide for these:

... the Core strategy will need to promote economic development and regeneration across the City and to maximise investment in areas of the City with high accessibility or particular regeneration opportunity.

Issue 6

Providing employment opportunities in the deprived areas of the city

Core Strategy role

Making effective use of the local workforce can be supported through the Core Strategy by ensuring that job opportunities are directed to those areas where there is capacity for growth (such as where unemployment rates are higher) and, for example, by enabling training for skills through the use of section 106 agreements.

(Planning obligations can be sought from appropriate development through section 106 agreements to support local initiatives. A Supplementary Planning Document (SPD4) October 2005, sets out the ways in which this can take place.)

We need:

- our city to have a range of accessible employment opportunities throughout the city
- to enhance public transport, walking and cycling connections to main areas of employment
- to enable our workforce to be trained for the employment opportunities available

To provide for these:

...the Core Strategy will need to identify capacity for growth in employment throughout the city and attract future development by identifying potential for employment growth by employment sector and area of the city where appropriate.

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Issue 7

Improving transport movement and accessibility

Core Strategy role

The Joint Local Transport Plan (JLTP) and the draft Regional Spatial Strategy (RSS) set the programme and policy framework for strategic and local transport policy and projects emphasising the need for continued improvements to public transport (e.g. park and ride, bus travel) and for cyclists and pedestrians, lessening the dependence on the car. Both these plans also see a role for an effective road hierarchy in the city i.e. identifying the appropriate standards of roads for different types of traffic, including new roads.

This sets the context for a positive agenda of public realm and street management and will allow a joined up approach to well designed and attractive places and spaces, traffic calming, parking measures, safer routes for pedestrians and cyclists, traffic management, reducing the adverse impact of traffic on the city. It also introduces the opportunity to adopt demand management measures.

We need:

- people to be able to move efficiently around the city
- to minimise the amount of travel between home, work and leisure activities
- to help improve our public transport
- to ensure conditions support walking and cycling
- well connected areas and key uses
- improvement in streetscape
- safe roads, pavements and spaces
- to minimise the negative impact of transport on public health
- to minimise the negative impact of transport on air quality and the environment
- vulnerable road users to have priority treatment
- an effective road hierarchy system

To provide for these:

...the Core Strategy will need to lead to an improved accessibility of our city, district and local centres, places of work, health, education and community services, by addressing congestion, the need to travel and to ensure streets and public places and spaces are safe and attractive. The Core Strategy will need to support the JLTP objectives and endorse its strategy and programme.

Issue 8

Enabling development in leisure, sport, art and tourism

Core Strategy role

As a key regional city, Bristol is the appropriate location for regional tourist, sport, cultural facilities and activity. The Core Strategy will need to recognise the role of valuable existing sites, buildings, the natural environment and biodiversity, in securing the future of Bristol as a regional centre whilst supporting its local function in these areas. New development opportunities can contribute to these roles and development contributions can be secured in support of current and future recreational and cultural needs of a growing city.

We need:

- our communities to be able to access a range of local leisure, sport and arts facilities within easy reach of home
- our city to remain a focus of regional facilities for leisure, sport, art and tourism
- to build on and improve our reputation as the regional cultural centre for the arts

To provide for these:

...the Core Strategy will need to address the role of leisure, sport, art and tourism in centres and across the city.

Shaping Bristol over the next 20 years

Issue 9

Promoting regeneration and renewal initiatives across the city

The Core Strategy can provide a vision and means to deliver a range of improvements and rising quality of life to help ensure that no one is disadvantaged by where they live. It can help tackle some of the underlying causes of deprivation by focusing opportunities for development where they can be of greatest benefit. This could include new homes, employment, services and key facilities. It can also help optimise the use of land by directing change where there is an opportunity for higher density of development and help deliver balanced and sustainable communities through the promotion of a range of different housing types across the city.

Core Strategy role

Some areas of the city have been built at low density. These areas could contribute significantly more to the local stock of homes or employment when opportunities for new development or redevelopment arise (sometimes called 'intensification'). The Core Strategy could identify these areas, to direct developer interest to such opportunities, or enable the council to identify areas where substantial regeneration could result from redevelopment.

This can help focus integrated development work in specific areas of the city to help address the council's aim for balanced and sustainable communities, whilst also taking a strategic approach to improve densities throughout the city and particularly at highly accessible locations.

These opportunities can help improve the physical environment, provide for new employment and, or homes and, ultimately, good access to services and key facilities, and leading to civic pride and a better quality of life. The form, scale, scope and timeframe for any such project will be informed by community involvement, set out in specific masterplans and be directed by the one strategy's vision, objectives and policies.

We need:

- to maximize the land resources available to the city for the future
- to limit the pressure on greenfield land by capitalizing on our brownfield opportunities
- all our communities to have access to a range of housing types, tenures and sizes
- all our communities to have good access to key services ideally within walking distance
- to enable a high quality living environment for all
- access for all to a range of employment opportunities citywide

To provide for these:

...the Core Strategy will need to identify and promote opportunities for regeneration and redevelopment in support of the delivery of balanced and sustainable communities.

Environmental/physical issues

Please read and consider the following summary facts and figures for each area of concern and then give us your views on the subsequent issues in the accompanying questionnaire.

Summary Facts and Figures

(See Appendix 1 for sources)

- Whilst the city has a diverse architectural heritage and many parks and open spaces only 50% of Bristol residents surveyed said they were satisfied with the appearance of the built environment
- The city has approximately 49.29m² of publicly available green space per person (20% more than cities of an equivalent size). However, not all green space is of a high quality and access to open space differs widely across the city
- To meet Government and local targets to reduce CO₂ emissions by 60% by 2050, Bristol would need to cut its emissions by 29,095 tonnes every year from (from 2003 to 2050), not taking into account any increases in emissions in individual sectors. CO₂ emissions for the city in 2004 totalled 2,312,000 tonnes
- In 2005 the city as a whole produced 185,103 tonnes of waste, 87.5% of which was disposed to landfill. Whilst improvements have recently been made in the recycling and composting of waste significant improvements will need to be made to meet international, national and local targets in terms of landfilled waste and recycling/composting levels
- Bristol includes several areas that are at risk of flooding, including areas around the Severn Estuary, the Bristol Frome, the (lower) Avon, and the area commonly known as the city docks. The impacts of climate change are likely to increase flood risk. Bristol needs to develop adaptation strategies to address future risk
- Bristol is 'living beyond its means'. Its ecological footprint in 2003 was some 191 times greater than the actual size of the city. Robust measures are required to increase our sustainability as a city

Shaping Bristol over the next 20 years

Issue 10

Protecting and enhancing Bristol's historic environment and ensuring high quality sustainable urban design and construction

Core Strategy role

The history of Bristol through its evolution as a merchant city, to the impact of the Second World War has left us with a particular legacy that is important to recognise and respect in our future development.

High quality urban design and sustainable development are the welcome requirements of recent government policy. Making sustainable design and construction 'the norm' is also a clear requirement of the draft Regional Spatial Strategy.

Good design is to be assessed by testing whether it is functional, whether it is durable and whether it is visually attractive. The principles we apply to judge good design allow for changes in technology and taste.

We need:

- to maximise the value of the city's historic assets: the 33 Conservation Areas, unique archaeology, historic places, parks, spaces and structures.
- to safeguard Bristol's built heritage
- all residents, workers, and visitors to benefit from Bristol's heritage and historic environment
- distinctive and legible, high quality urban design to contribute to a positive image for the city
- urban design that respects and reflects the important context including built and natural environment
- high quality, innovative urban design to contribute to the efficient use of land (density) and the successful integration of built and natural environments
- design that takes account of safety, security and amenity
- design that contributes to the quality of life in Bristol
- sustainable design and construction in all new developments
- effective sustainable management of our built and open spaces

To provide for these:

.....the Core Strategy will need to establish the role and importance of the historic environment to the continuing role of Bristol as an attractive local national and international city and will also need to set the context for high quality urban design and to be clear what the enforceable minimum expectations are for quality development at all scales, from the strategic level to the local level, from impact on the skyline to impact on the street frontage.

Issue 11

Protecting and enhancing the natural environment

Core Strategy role

The Core Strategy will set the context for policies to protect and enhance the city's valuable natural resources in accordance with international, national and local guidance. New development proposals will be expected to avoid harm to important biodiversity and geological assets and incorporate features within the design of development to enhance such interests.

We are faced with the challenge of a changing environment and pressure from future development, much of which will be required to provide for the needs of a growing economy and population. Balancing the demands of the natural environment and the future overall sustainability of the city will require imaginative solutions.

Bristol has significant biodiversity, a wide range of important wildlife habitats and networks of valuable green corridors, recreational and amenity spaces, geologically important sites, historic landscapes and parks. Ensuring that nature conservation opportunities are included in existing open spaces and within buildings and the built environment is important.

We need:

- an adequate range of protected natural environments for the physical and mental health benefit of the community and the needs of wildlife in the area
- to protect and enhance the valuable geology of the city
- new and existing communities to have access to the natural environment
- the creation of new natural environments where necessary

To provide for these:

...the Core Strategy will need to identify and enable the protection of a range of important biodiversity sites and natural environments and spaces that contribute to the quality of the natural environment in the city.

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Issue 12

Tackling climate change

Core Strategy role

The Government has a long-term ambition to move towards carbon neutral development, first to low carbon then to carbon neutral and expects cities to be at the forefront of advancing more resource efficient and low carbon forms of development . Bristol is fully committed to achieving this aim through spatial planning, and to meeting targets for reduction in carbon emissions of at least 15% by 2010 and 60% by 2050 as set out in the Climate Protection Strategy and the Community Strategy.

We need:

- developers in our city to demonstrate commitment through building design that minimises and reduces energy use
- integrated alternative energy provision, including Combined Heat and Power (CHP), district heating, biomass, wind, solar thermal, and photovoltaic technology into new development
- reduced greenhouse gas emissions and to adapt to the anticipated changes in climate through land use planning decisions
- to respond to existing and anticipated climate change in ways which protect the environment
- development to be focussed on locations accessible by sustainable transport modes
- new development to be designed to enable future adaptation to incorporate sustainable and efficient responses to climate change

To provide for these:

...the Core Strategy will need to help to reduce carbon emissions, promote sustainable energy solutions and respond to existing and anticipated climate change in ways that protect the environment.

Issue 13

Reducing pollution

Core Strategy role

Bristol has a corporate commitment to create a clean and attractive built and natural environment, and reducing pollution is an important aspect of this. We have formally adopted an Air Quality Action Plan, and development in the city can contribute to achieving the aims of this.

We need:

- to promote improved air quality and reduced airborne pollution
- noise pollution, particular in high density development to be reduced
- light pollution to be minimised and reduced
- improved water quality and reduced waterborne pollution
- exploitation of new working patterns such as homeworking / teleworking
- to promote safe and attractive routes for walking and cycling to reduce an over reliance on the car

To provide for these:

...the Core Strategy will need to minimise pollution from all sources in order to provide a clean and healthy environment and to lead to an improvement in the air quality.

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Issue 14

Providing for sustainable waste management

Core Strategy role

The Core Strategy will support sustainable waste management and the principle of 'reduce, reuse and recover'. It will provide the context for appropriate local and regional facilities that minimise the transporting of waste and allow for the consideration of their environmental impact.

we need:

- to reuse or recycle as much of our own waste as technically possible
- to reduce the amount of waste we send to land-fill
- to identify sustainable solutions to manage waste
- joint working with neighbouring authorities to ensure we make the most of opportunities for the management of waste in our sub-region

To provide these:

...a Joint Waste Development Plan Document is in preparation by the 4 local authorities in the West of England sub- region. This will identify the need for major new waste facilities that reduce the need for landfill, to support sustainable waste management and promote re-use and re-cycling, and to support identification of sites to accommodate new facilities for alternative solutions. The Core Strategy will need to provide the link between the Joint Waste DPD and Bristol's Development Control Development Plan Document which will provide the criteria by which new facilities of all kinds can be assessed. The appropriate integration of waste disposal arrangements in new development is an essential criterion of high quality design. Construction of new development should plan for the re-use of demolition materials, re-use of recycled construction materials and minimisation of waste in construction.

Issue 15

Ensuring effective water management and flood protection

Core Strategy role

Climate change brings the risk of both flooding and water shortages. The Core Strategy can respond by promoting sustainable drainage measures which reduce runoff; conserve and re-use rainwater; reduce energy used in water treatment, contribute to the protection of the city's valuable watercourses and enhance biodiversity.

We need:

- to manage our water resources to best effect
- to manage development proposals to minimize the impact of development on water resources and the potential for flood
- to protect our residents and communities to be protected from flood
- joint working with neighbouring authorities on the management of floodrisk

A variety of policy measures will be needed to satisfy these concerns to avoid development on land liable to flood and to seek to ensure all development employs Sustainable Urban Drainage systems (SUDS) and protects the quality of the water environment.

To provide for these:

...the Core Strategy will need to minimise vulnerability to flooding, through the identification of areas of floodrisk, where new development and mitigation measures are required, address conservation and enhancement of water quality and resources, and the sustainable management of drainage.

Shaping Bristol over the next 20 years

Issue 16

Improving the streetscape and making attractive and better places and spaces

Core Strategy role

The Core Strategy will provide the vision and means to deliver better public places, spaces and streets for all.

Most people respond instinctively to the quality of streets, for instance in deciding where to live and spend their time. The environment we live in has a fundamental effect on our quality of life and there is a collective desire to enjoy safe, clean and attractive places that raise our spirits and enrich our lives. This feature of successful, attractive and welcoming places is sometimes described as an areas 'liveability'.

Better places and spaces can help foster a sense of community, mutual responsibility and civic pride.

Whilst this issue is closely related to Issue no.10 'Ensuring high quality sustainable urban design and construction', it also distinct and broader. It includes, for example, the upkeep, maintenance and use of the public spaces and streets and the role of the park keeper, highway engineer or artist. It provides for focus on the contribution that a range of substantial, modest and practical actions can make to the improvement of the quality of our existing streetscape, restoring identity, attracting people and encouraging investment.

We need:

- improvement to the physical fabric and infrastructure in our streets
- well-designed highway infrastructure works (roads, junctions, pavements etc.)
- streets and places where parents feel safe to let their children walk to school and play
- pedestrian friendly places where people feel comfortable and which are safe for all, secure, overlooked, well managed and cared for
- to minimise unsightly clutter such as excessive signage
- a variety of distinctive, social and legible places
- public art to enhance the design and experience of places, promoting regional and local culture and identity
- functional streets and spaces where traffic passing through is properly managed
- to tackle graffiti, vandalism, litter and dereliction
- attractive and welcoming parks, play areas and public spaces
- continuous promotion of environmental improvements such as the planting of street trees, quality surface treatment and lighting

To provide for these:

...the Core Strategy will need to put place making at the centre of policy development.

4. Next steps

Your comments

The evidence available and experience to date should have informed a thorough set of issues. However, we would like to know if you disagree with any of the issues identified, or if there are additional issues not covered which should be addressed, and if so how your concerns could be addressed.

Please refer back to page 1 for details of how to comment.

The Issues and Options paper – summer 2007

Responses to this 'Issues' paper will be evaluated and the outstanding evidence gathered to inform spatial options for the 'Issues and Options' paper that will be published next year.

Sustainability Appraisal

To ensure the Core Strategy helps achieve sustainable development it will be subject to a Sustainability Appraisal (SA), incorporating the requirements of the EU Directive on Strategic Environmental Assessment (SEA). As part of the SA process a set of 'sustainability objectives', which cover many distinct aspects of sustainability, are used to appraise the impact of any objective or policy option.

These 'sustainability objectives' have been agreed by the Regional Planning Body and are available to view at www.southwest-ra.gov.uk

Stage 1. Issues Paper

Comments received on the 'Issues' paper will help to draw out objectives for the Core Strategy. These objectives will need to be assessed to ensure that they are sound and are compatible and not in conflict with the Regional Planning Body's agreed 'sustainability objectives'.

Stage 2. Issues and Options Paper

1. Compatibility assessment

This will involve assessing the compatibility of each 'Core Strategy objective' against each 'sustainability objective'. The purpose of this is to identify any conflict between proposed 'Core Strategy objectives' and the identified areas of sustainability. Identification of these conflicts allows changes to be made to individual 'Core Strategy objectives' to improve their sustainability.

The results of the assessment will be presented in the Issues and Options paper. This will include how the assessment has altered the 'Core Strategy objective'.

2. Assessing alternative options

The Issues and Options paper will also contain a number of spatial and topic policy options for achieving the Core Strategy objectives. The options put forward in the Issues and Options paper will be accompanied by an assessment of their likely impact upon the 'Sustainability Objectives'.

The results of the options assessment will allow the relative sustainability of each option to be shown, contributing to informed decision-making about which policy option should be carried forward to the 'Preferred Options' stage of the Core Strategy's development.

Shaping Bristol over the next 20 years

Appendix 1

Evidence and information

Sources

The evidence being gathered can be grouped into four broad areas; statistics; policies, plans and programmes; studies and surveys; community/stakeholder involvement (see section 2.5).

Outlined below are some of the main sources of information from within these groups. Examples of key evidence and documents are provided. To help understand this information an additional explanatory section is included.

1 Facts and figures

The council monitors and publishes a wide range of statistical information on the city. This is drawn from a variety of national, regional and local data sources, such as Office for National Statistics, Department of Communities and Local Government, NOMIS, and the Audit Commission. The city's key spatial characteristics are presented in the form of contextual indicators. These have been developed jointly across the West of England and in discussion with the South West Regional Assembly and the South West Regional Observatory and will be updated and published in December each year in the Annual Monitoring Report. A number of the contextual indicators establish baseline positions against which changes (in the economic, environmental and social characteristics of the city) can be monitored and measured over time. The key statistical compilations published by the council are as follows:

- Annual Monitoring Report
www.bristol-city.gov.uk/bdf
- Deprivation in Bristol 2004
www.bristol-city.gov.uk/bdf
- Indicators of the Quality of Life in Bristol 2005
www.bristol-city.gov.uk/bdf
- Core Strategy Sustainability Appraisal (SA) Scoping Report 2006
www.bristol-city.gov.uk/bdf

What does the data tell us?

Together the documents provide a broad overview of Bristol's social, economic and environmental characteristics. They also give us future projections and monitor how the city is performing against various objectives/targets. Listed below are some of the city's key contextual characteristics together with some of the challenges we need to face:

- The population of Bristol is increasing. Current projections suggest that approximately 30,000 more people may be living in the city by 2026¹. International migration into the region (particularly from EU accession states) may affect future projections².
 1. [2003 – Based Subnational Population Projections for Bristol, ONS Migration and Subnational Population Projections Unit © Crown Copyright.](#)
 2. [ONS © Crown Copyright](#)

- Compared to the rest of the south west region, the population profile of Bristol is relatively young, with more children aged under 16 than people aged over pensionable age³. Projections suggest this profile will remain the same⁴.
 3. [Population Estimates Unit, ONS © Crown Copyright 2005.](#)
 4. [2003 – Based Subnational Population Projections for Bristol, ONS Migration and Sub-national Population Projections Unit © Crown Copyright.](#)

- Bristol has a large student population with upwards of 32,000 living within the local authority boundary⁵.
 5. [ONS 2001 Census © Crown Copyright.](#)

- The number of households are projected to rise significantly in the next 20 years (by 17%)⁶. This is a key factor in understanding how many new dwellings we need to build. Whilst Bristol is currently on track to exceed its Structure Plan housing allocations, recent high levels of construction will need to be sustained to meet projected population/household growth being proposed by the draft RSS.
 6. [DCLG 2003 Based Household Projections © Crown Copyright.](#)

- The affordability gap between earnings and house prices has widened significantly in recent years. The average cost of a home is now 8 times the average salary⁷. The resulting need for affordable homes is not currently being met through the housing market. Robust interventions are therefore required to increase supply to support housing choice.
 7. [ONS Annual Survey of Hours and Earnings and HM Land Registry.](#)

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- Bristol is one of the most highly congested cities in the country⁸. This problem contributes to climate change (through CO₂ emissions), affects public health, has implications for safety and affects Bristol's economy. Robust measures need to be introduced to reduce car use and encourage more sustainable forms of transport and to reduce the need to travel.

8. [Final Joint Local Transport Plan 2006/07 - 2010/11](#)

- Bristol is 'living beyond its means'. Its ecological footprint (i.e. the area of productive land required to produce the resources used and to manage the waste produced, to maintain the standard of living of the local citizens) in 2003 was some 191 times greater than the actual size of the city⁹. Robust measures are required to increase our sustainability as a city to shrink this footprint

9. [Bristol City Council \(Indicators of the Quality of Life in Bristol 2003 Report using ecological footprint calculation tool developed as part of European Common Indicators project\)](#).

- Bristol has 53,024 people living in the most deprived 10% of Super Output Areas (SOA's) in England and 103,707 living in the 20% most deprived¹⁰. To address this problem Bristol has designated 3 priority regeneration areas; the Northern Arc (Southmead, Kingsweston, Henbury, Lockleaze, Avonmouth); Inner City/East side (Lawrence Hill, Ashley); and Central south (Windmill Hill, Filwood, Hartcliffe and Whitchurch).

10. [ODPM English Indices of Deprivation 2004, © Crown Copyright](#)

- Bristol is a significant driver of the regions economy. In 2003 Bristol's GVA was £8,984m (12% of the south west region's GVA)¹¹. However unemployment in the city (4.5% for Jan-Dec 2005) is above the regional average¹² with severe employment deprivation in some wards.

11. [ONS Regional Accounts NUTS3 GVA \(1995-2003\) – On-line edition](#).

12. [Annual Population Survey and Local Area Labour Force Survey, ONS © Crown Copyright reserved \(from NOMIS\)](#).

- Between 1995 and 2004 jobs have been increasing across a wide number of employment sectors with significant increases seen in the construction and retail sectors. However, certain sectors have seen decline across the same period including food and drink, paper and printing, banking and insurance and warehousing¹³.

13. [Annual Business Inquiry, 2006, NOMIS®, ONS, © Crown Copyright](#).

- Forecasts indicate that jobs in the office and warehouse sectors will increase in the period to 2025. However jobs in the industrial sector will decline¹⁴.
14. [Cambridge Econometrics forecasting model](#).
- Bristol has performed well in terms of utilising 'brownfield' sites for housing construction. In the last 10 years 92.6% of all new dwellings completed have been on previously developed land¹⁵.
15. [Bristol City Council \(Emerging Bristol Residential Development Survey Report 2006\)](#).
- The city has approximately 49.29m² of publicly available green space per person (20% more than cities of an equivalent size)¹⁶. However, not all green space is of a high quality and access to open space differs widely across the city.
16. [Bristol City Council \(emerging 'Parks and Green Spaces Strategy'\)](#).
- Visitor numbers to the city have grown from 5.2 million in 1996 to 9.2 million in 2002¹⁷. Whilst this delivers economic benefits the impact on the city's resources, facilities and environment needs to be considered.
17. [Bristol City Council](#)
- Whilst the city has a diverse architectural heritage and many parks and open spaces only 50% of Bristol residents surveyed said they were satisfied with the appearance of the built environment¹⁸.
18. [Bristol City Council \(Indicators of the Quality of Life in Bristol 2005 Report – Quality of Life in Your Neighbourhood Survey\)](#)
- To meet Government and local targets to reduce CO₂ emissions by 60% by 2050, Bristol would need to cut its emissions by 29,095 tonnes every year from (from 2003 to 2050), not taking into account any increases in emissions in individual sectors. CO₂ emissions for the city in 2004 totalled 2,312,000 tonnes¹⁹.
19. [Bristol City Council \(Report to Bristol City Council Physical Environment Scrutiny Commission 'Performance Focus on Climate Change and Air Quality' @ 17/10/2006 using data derived from the 'Local Authority toolkit'\)](#).
- In 2005 the city as a whole produced 185,103 tonnes of waste 87.5% of which was disposed to landfill²⁰. Whilst improvements have recently been made in the recycling and composting of waste significant improvements will need to be made to meet international, national and local targets in terms of landfilled waste and recycling/composting levels.
20. [Bristol City Council](#)
- Bristol includes several areas that are at risk of flooding, including areas around the Severn Estuary, the Bristol Frome, the (lower) Avon, and the area commonly known as the city docks. The impacts of climate change are likely to increase flood risk. Bristol needs to develop adaptation strategies to address future risk.
[Environment Agency](#)

Shaping Bristol over the next 20 years

2 Policies, Plans and Programmes

The council have assessed a broad range of documents ranging from European Union Directives through to local plans and strategies. Some of the key documents that will inform the Core Strategy are listed below. A schedule of all the policies, plans and programmes analysed together with their implications for the Core Strategy is provided in the Core Strategy Sustainability Appraisal Scoping Report (available on request).

2.1 National

Key national guidance/strategies include:

- Securing the Future: UK Strategy for Sustainable Development (DEFRA)(2005)
www.sustainable-development.gov.uk
- Sustainable Communities: Building for the Future (ODPM)(2003)
www.communities.gov.uk
- The Planning Response to Climate Change – Advice on Better Practice (ODPM)(2003)
www.communities.gov.uk

What do the national policies, plans and strategies tell us?

National planning guidance and Government strategies set the broad context for the Core Strategy. The issues and challenges facing Bristol will to a large extent reflect the Government's objectives for the United Kingdom, either obligatory (e.g. international protocols/European Directives) or political.

The overarching Government objective is sustainability, ensuring a better quality of life for everyone, now and for future generations. All issues tackled by the Core Strategy will be underpinned by this core objective. The Governments aims for achieving sustainable development are:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- The prudent use of natural resources; and,
- The maintenance of high and stable levels of economic growth and employment.

These aims should be pursued in an integrated way.

2.2 Regional

Key regional guidance includes:

- A Sustainable Future for the South West – The Regional Sustainable Development Framework for the South West (2001)
www.southwest-ra.gov.uk
- The draft Regional Spatial Strategy for the South West 2006-2026 (SWRA)(2006)
www.southwest-ra.gov.uk

What do the regional policies, plans and strategies tell us?

The key implications for Bristol are: (Sections 4.2.9 to 4.2.13 draft RSS):

- 28,000 new homes to be built in the Bristol City Council administration area (this figure may change);
- Potential for urban extensions on the south west and south east fringes of the city;
- Employment forecasts of between 73,900 to 91,800 new jobs in the Bristol 'travel to work' area;
- Redevelopment of the central area and near centre sites to maximise their potential for office, retail and other city centre uses and the achievement of high density residential development in a range of size types and tenures throughout the urban area;
- Revitalisation of south Bristol;
- Investment in key infrastructure to include:
 - Greater Bristol Bus Network/Showcase Bus routes along strategic corridors;
 - Major Park and Ride improvements;
 - Strategic rapid transit network;
 - Improvements to the roads in South Bristol, including the South Bristol Ring Road, improving access to the Airport and facilitating investment for regeneration of south Bristol;
 - Selective additional strategic highway capacity to serve business investment and selective additional strategic links to motorways and other trunk route networks, including investigation of a new River Avon crossing and Bristol Parkway Link.
 - Coastal defences expected to be necessary to enable the economic potential of Avonmouth and Severnside to be realised.
 - Improvements to the Greater Bristol Rail Network, such as additional turn-round facilities and platform capacity to allow increases in cross Bristol Local services.

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2.3 Sub Regional

Key sub regional guidance for the West of England administrative areas (Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire) includes:

Joint Local Transport Plan 2006/07-2010/11

What does it tell us?

The JLTP was submitted to the Government in July 2006. The plan identifies the following transport related issues for the Greater Bristol Area:

- Congestion – journey time unreliability;
- Accessibility – particularly important for jobs, health services and further education, gaps in transport network and in information provision;
- Safety – targets to reduce killed and seriously injured casualty figures not on track;
- Air Quality – over 100,000 people living in Air Quality Management Areas (AQMA);
- Regional and Sub-Regional Issues – infrastructure deficit;
- Housing and economic growth – high levels and major new areas;
- Asset management – maintaining transport infrastructure.

The key spatial implications for Bristol (as represented by the JLTP Major Scheme Development Programme) are as follows:

- (i) Major Scheme Bid for which funding is anticipated
 - Greater Bristol Bus Network – scheme provisionally accepted by Central Government for 10 ‘showcase’ bus corridors.
- (ii) Priorities for funding – Bids to be submitted up to 2011
 - South Bristol Ring Road Phase 1 - A38 - A370
 - South Bristol Ring Road Phase 2 - Hengrove to A38
 - Bus Rapid Transit Phase 1 - Hengrove/ North Fringe
 - Bus Rapid Transit Phase 2 - BIA/Ashton Vale/Emerson’s Green
 - Bus Rapid Transit Phase 3 - Bath to Cribbs Causeway
- (iii) Priorities requiring further work – Potential bids to be submitted up to 2016
 - Callington Road Link;
 - New route: W-S-M - Bristol International Airport - South Bristol
 - South Bristol Ring Road Phase 3 -Hengrove to A4174 Avon Ring Road
 - Second Avonmouth Crossing
 - Improvements to Heavy Rail
 - Future LRT network

West of England Housing Subregion Housing Need and Affordability Assessment (31 May 2005)

What does it tell us?

The key implication for Bristol is to substantially increase new affordable housing supply to meet the needs of existing, newly forming and migrating households over the next 3 to 5 years. The net need is estimated to require 935 additional affordable dwellings per year 80% of which need to be affordable for rent.

West of England Sub- Regional Housing Study (14 June 2004)

What does it tell us?

Whilst there are no specific spatial implications for Bristol a number of recommendations are made as to how the West of England authorities should address the housing supply issue. The key recommendations include:

- A need to deliver a sustained increase in housing supply;
- An urgent need to identify land requirements to ensure that the required increase in the rate of provision is maintained up to at least 2016;
- A need to innovate to create new housing products (i.e. the provision of more intermediate housing such as shared ownership);
- A need to increase overall output in order to deliver an increase in social rented housing or intermediate housing products;
- Encouraging investment in the private rented sector to ensure that supply meets expected increases in demand.

2.4 Bristol

The council has and continues to produce a wide range of plans, programmes and strategies. Analysis of these will ensure the Core Strategy is 'locally distinctive' identifying specific Bristol issues and specific Bristol solutions.

Relevant key Strategies and Plans that are produced by or in conjunction with the Council include:

- Bristol's Community Strategy, 2006
- Air Quality Action Plan
- Bristol Health Services Plan
- Children and Young People's Plan
- Crime and Disorder Strategy
- Community Learning Plan
- Health Strategy
- Housing Strategy
- WoE Residual Municipal Waste Management Strategy (2007- 2027)

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3 Surveys and Studies

Existing studies

The council undertakes annual surveys on residential and business development within the city. An annual quality of life questionnaire covering an extensive range of issues and polling a wide number of Bristol residents is also carried out. The results of these surveys provide data for core national output and local indicators used to monitor aspects of the council's planning service delivery performance which is published in the Annual Monitoring Report (AMR).

Bristol Residential Development Survey (RDS) - annual

www.bristol-city.gov.uk/statistics

What does it tell us?

The survey provides data on planning permissions and completions necessary for the development of the housing trajectory.

Bristol is on course to exceed the Structure Plan housing allocation for 1996-2011 with output running at 32% above the required annual rate. Affordable housing completions to date are low accounting for only 24% of gross new housing provision since 1996. Bristol makes efficient use of land with 92.6% of all dwellings completed in the last 10 years having been constructed on previously developed land. The average density of housing completed since 2000 has also been high (72 dwellings per hectare) and in line with Government guidance.

Data from the survey feeds into the Housing Land Availability Assessment currently being undertaken.

Bristol Business Development Survey (BDS) 2005 - annual

www.bristol-city.gov.uk/statistics

What does it tell us?

The survey provides data on planning permissions and completions and pipeline supply by sector and by area.

Bristol is currently experiencing a high level of office construction, particularly in the city centre, but a decline in new warehousing/industrial development with significant recent losses from the city centre and Avonmouth. Significant pipeline stocks exist in both sectors. Approximately 50% of industrial/warehouse completions (2004/2005) were on brownfield land.

Data from the survey feeds into the Employment Land Study currently being undertaken.

Studies being undertaken

The City Council is undertaking a number of key studies to provide up-to-date information on the city and its capacity to manage anticipated growth. It is important to note that the studies are not mutually exclusive. A high level of synchronicity/correlation is required to ensure the most sustainable growth options are employed. A brief explanation of the key studies is provided below:

Housing Land Availability Assessment (HLAA) 2006

This will provide a robust assessment of the potential within Bristol to accommodate additional dwellings. The HLAA will look at existing pipeline supply (i.e. housing sites under construction and/or with planning permission) and will assess the potential of other sources to deliver additional housing. Such sources may include:

- Subdivision of existing housing; Flats over shops; Empty homes; Previously-developed vacant and derelict land and buildings (non-housing); Intensification of existing areas; Redevelopment of existing housing; Redevelopment of car parks; Conversion and redevelopment of commercial buildings; Review of existing housing allocations in plans; Review of other existing allocations in plans; Vacant land not previously developed.

A report will be published in (early 2007) providing estimated future housing availability figures for Bristol up to 2026.

What will it tell us?

The HLAA will help assess the capacity of Bristol to accommodate housing growth and therefore the scale of any urban extension required.

Employment Land Study (ELS) 2006

The objectives of the study are to:

- Provide an assessment of the likely demand for office, industrial and warehouse space within the city up to 2016 and to outline the likely future spatial needs of key sectors;
- Measure the city's stock of office, industrial and warehouse space and to assess the suitability of individual sites;
- Identify sites to be retained for employment uses and those that could be released;
- Identify gaps in supply and how these could be filled.

Initial findings will be reported towards the end of 2006.

What will it tell us?

It is expected that the ELS will provide a robust assessment of the potential for Bristol to accommodate the projected increase in jobs (in the Bristol travel to work area) identified in the draft RSS. It is also expected that the study will tell us whether Bristol has sufficient appropriate land to meet demand from the office, industrial, warehousing and in particular the small business sectors. The study may identify land that could be released for other uses, or mixed use, to meet other growth requirements (i.e. housing/retail).

Results from the HLAA and ELS will inform the Core Strategy.

Shaping Bristol over the next 20 years

Citywide Retail Study 2006

The council have recently commissioned consultants DTZ to carry out a Citywide Retail Study. The aim of the retail study is to examine the current and future role and function of retailing in Bristol and to project what the future need will be, taking into account issues such as housing growth and transport links. The study will include an assessment of the current retail hierarchy, the role of emerging centres and an identification of gaps in retail provision. The study will address the future land use and spatial implications of current and projected need.

Initial findings will be reported towards the end of 2006.

What will it tell us?

The Citywide Retail Study will tell us how adequate our existing centres are in catering for the current and future needs of Bristol's communities (health check). It will also tell us how future demand may be accommodated anticipating population/ economic growth and also inform sustainable spatial retail patterns of supply e.g. local shops.

Shaping Bristol over the next 20 years

Appendix 2

Abbreviations

DPD	Development Plan Document
LDF	Local Development Framework
JLTP	Joint Local Transport Plan
ODPM	Office of the Deputy Prime Minister
PINS	Planning Inspectorate
RPB	Regional Planning Body
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SEA	Strategic Environmental Assessment

Glossary of terms

Development Plan Document. Development Plan Documents are the main policy documents within the 'Local Development Framework' and are used to determine planning applications.

Local Development Framework. The new local planning policy documents, which collectively will be replacing the Local Plan.

Joint Local Transport Plan. 5-year strategy for the development of local, integrated transport, supported by a programme of transport improvements. Used to bid to Government for funding transport improvements.

Office of the Deputy Prime Minister. Formerly responsible for formulating, evaluating and producing policy and guidance on housing, planning, devolution, regional and local government and the fire service. The department has now changed to the 'Department for Communities and Local Government'.

Planning Inspectorate. Body which considers the appropriateness of planning policies, taking into account public consultation responses.

Regional Planning Body. One of the nine regional bodies in England, responsible for preparing 'Regional Spatial Strategies'.

Regional Spatial Strategy. Regional planning policy document to be produced under the new planning system by the 'Regional Planning Body'. This will be a statutory document and the 'Local Development Framework' will have to be in general conformity with its policies.

Sustainable Appraisal Scoping Report. The SA Scoping Report sets out the proposed scope of the 'Sustainability Appraisal' for each 'Development Plan Document'.

Strategic Environmental Assessment. The consideration of policies and proposals to assess their impact on the environment. This is to be undertaken as part of a 'Sustainability Appraisal'.

Sustainability Appraisal. The consideration of policies and proposals to assess their impact on sustainable development objectives.

Shaping Bristol over the next 20 years

Appendix 3

Web site links to information sources and documents

Core Strategy Sustainability Appraisal (SA) Scoping Report

[Copy on request](#)

Bristol Annual Monitoring Report 2005

Deprivation in Bristol 2004

Indicators of Quality of Life in Bristol 2005

www.bristol-city.gov.uk/bdf

National

Securing the Future: UK Strategy for Sustainable Development (DEFRA)(2005)

www.sustainable-development.gov.uk/publications/uk-strategy

Sustainable Communities: Building for the Future (ODPM)(2003)

The Planning Response to Climate Change – Advice on Better Practice (ODPM)(2004)

www.communities.gov.uk

Regional

A Sustainable Future for the South West – The Regional Sustainable Development Framework for the South West of England (SWRA)(2001)

The draft Regional Spatial Strategy for the South West 2006-2026 (SWRA)(2006)

www.southwest-ra.gov.uk

Sub Regional

Joint Local Transport Plan 2006/07-2010/11 (WofE Authorities)(2006)

www.greaterbristoltransportplan.org

West of England Housing Subregion Housing Need and Affordability Assessment (Professor Glen Bramley, Heriot-Watt University, Edinburgh) (31 May 2005)

West of England Sub-Regional Housing Study (DTZ)(14 June 2004)

West of England Residual Municipal Waste Management Strategy 2007-2027

www.westofengland.org

Local

Adult & Community Learning Plan [Success For All Development Plan 2003-06] (BCC)

Bristol Health Services Plan (NHS)

www.avon.nhs.uk/bhsp

Children and Young People's Plan 2006-2009

(BCC, BP, Bristol Children and Young People's partnership)

www.bristol-cyps.org.uk

Bristol's Community Strategy 2006 (The Bristol Partnership)

Air Quality Action Plan for Bristol (BCC)(April 2004)

Bristol Climate Protection and Sustainable Energy Action Plan 2004/06 (BCC)

Bristol Crime and Drug Strategy 2005-2008 (Safer Bristol Partnership) (March 2005)

Community Cohesion Strategy 2006-09 (BCC)

Housing Strategy 2005-2010: Increasing Choice, Improving Lives (BCC)

Promoting Health and Well-Being in Bristol - The City Council's Health Strategy 2006-2009 (BCC)

www.bristol-city.gov.uk