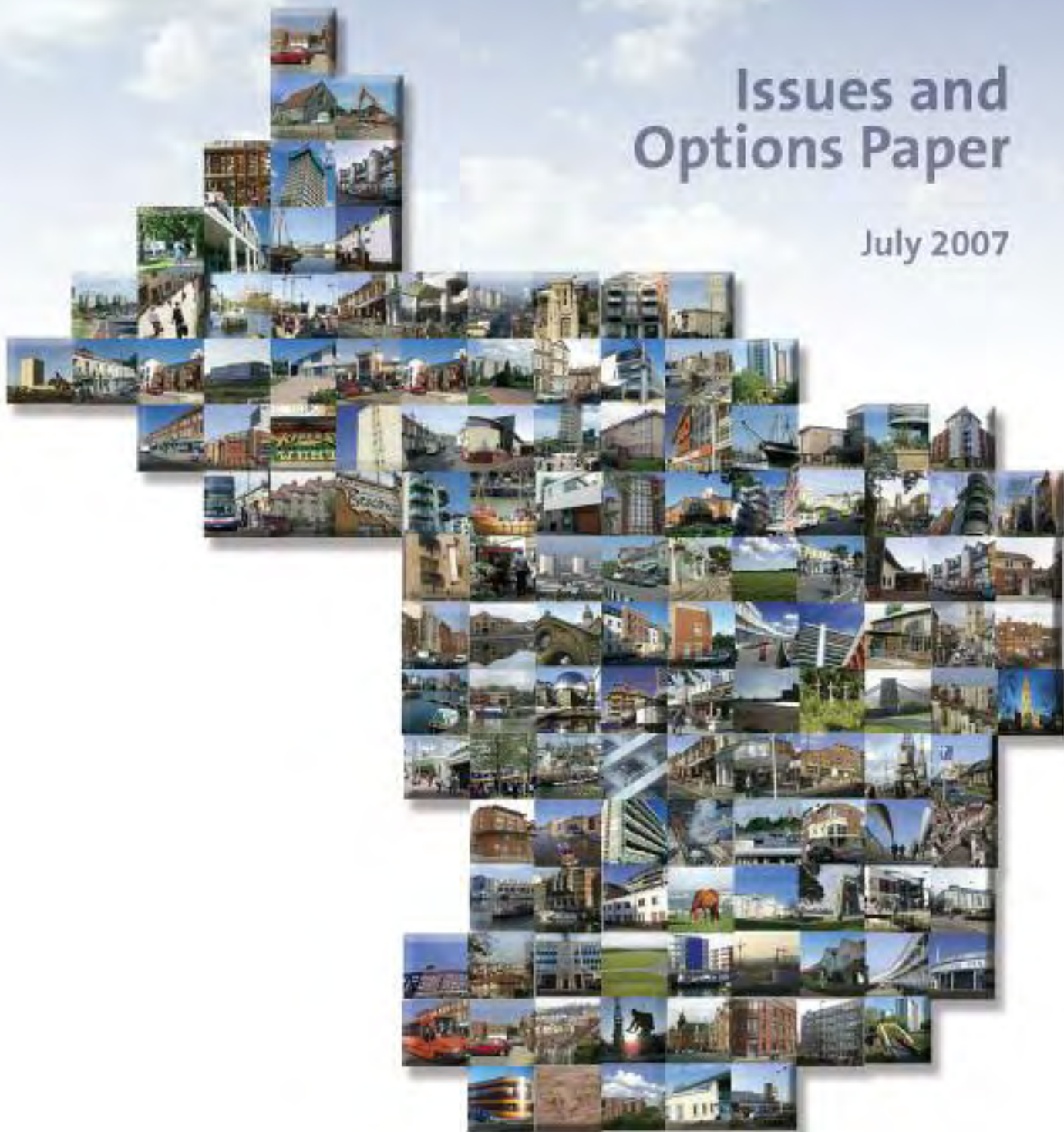


Shaping Bristol over the next 20 years

Bristol Development Framework - Core Strategy

Issues and Options Paper

July 2007



Foreword

What is this consultation about? - Building our shared future

How will Bristol grow to meet the needs of our communities? How can we improve the quality of life and liveability of Bristol for our residents?

This consultation is about how the homes, jobs and services that will be needed by 2026 might be provided for through the Bristol Development Framework Core Strategy.

It is about how we shape the places where we live.

The 'Core Strategy' is a formal policy document, which will set the scene for how the city will develop up to 2026. It will contain a strategic framework and citywide planning policies to guide new development. The council wants to make sure that everyone has an opportunity to shape this plan.

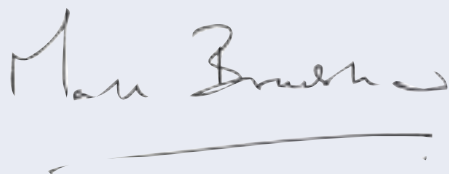
This paper represents a significant stage in involving the wider community in the preparation of the Core Strategy. It takes the issues identified in discussion with the community in November 2006 in the Issues Paper, identifies objectives for the future and sets out three alternative area based spatial options for development of the city between now and 2026, and beyond. The City Council would like your comments on the proposed objectives and spatial options and to get your view on whether there are other spatial solutions for the future that would meet the objectives.

Our future is in our hands...

Please look at the objectives and options for growth in this document.

Think about where new homes and jobs should be, where our centres need to provide better local services. How we can improve the livability of our city, by helping to put jobs, homes, services and entertainment, together and properly linked by public transport.

And let us know what you think are the best options for our future.



Cllr Mark Bradshaw
Executive Member for Access and the Environment

How long does the consultation period last?

Six weeks from 6 July to the closing date for comments on 17 August 2007.

How can you comment?

Please e-mail or write to the City Council
by 5.00pm 17 August 2007

bdf@bristol-city.gov.uk

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

What will happen to your comments?

At the end of the consultation period, a schedule of the comments received will be prepared. It will be made available to all respondents and placed on the planning policy website (www.bristol.gov.uk/bdf). It will set out how the City Council will be taking these comments forward to the next preparatory stage of the Core Strategy. If we are unable to support certain suggestions, we will explain the reasons for this.

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.

Stages in the preparation of the Core Strategy

■ Core Strategy Leaflet	August 2006
■ Issue Paper	November 2006
■ Issues and Options Paper	July 2007
■ Preferred Options	December / January 2008
■ Submission Version	June 2008
■ Examination	December 2008
■ Adoption	Autumn 2009



Community involvement

"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.

How to use the Issues and Options Paper

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

If you are interested in

- where new homes might go,
- how we can provide land for new jobs,
- how we can ensure the shops, leisure facilities, health care, education and social services infrastructure are in place
- what we need to do to improve our public transport and ability to get between places and our roads
- and in how we shape places and our shared future.....

Please look at

- the new Objectives we have set for Bristol to achieve by 2026
 - these are set out on the blue edged pages - in section 2.6

and

- the three area based options for growth and change that we have identified to help shape the future of our city
 - these are set out on the pink edged pages – in section 3

These alternative options, focus on:

- directing future development and growth to existing centres and Balanced and Sustainable community project areas across the city
- expanding the city centre to the east and/or west to allow for more employment growth
- directing future growth to South Bristol to make the most of regeneration opportunities and investment needs in this area

All options maintain the role of the city centre for employment and mixed uses

The background information, which has helped us choose these objectives and options, is set out on the yellow edged pages – in Section 2.4

We want people who live, work, and study in, and visit the city to have a say in this future. We also want community groups, businesses and organisations to have a say.

You can help shape the way Bristol should change and develop by giving us your views on the options we have selected for further consideration.

Section 1 gives you some of the background to why we are producing a Bristol Development Framework

Section 2 provides a summary of the key influences on the future of Bristol, the issues for Bristol and identifies key evidence which has led to the preparation of the spatial options. Please consider this in making your response.

Section 3 sets out the 3 area based, spatial options and some of the other choices to be made around policy for housing development in the future.

A more detailed summary of research undertaken since the publication of the Issues paper in November 2006 is set out in the Spatial Atlas which is available separately on a CD or at www.bristol.gov.uk/bdf.



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1. The Bristol Development Framework

1.1 What it is and why we are preparing it

Bristol is changing, by 2026 significant population and employment growth is expected. The population of Bristol could rise by some 39,700¹ by 2026 (a 10% increase between 2006 and 2026), and in the area surrounding Bristol (the rest of the West of England), population growth could be some 117,000. The draft Regional Spatial Strategy expects that 92,000 additional jobs need to be provided for in the Bristol Travel to Work area (see page 15) over the next 20 years – of which there would be about 60,400 additional jobs for Bristol itself.

To prepare for the demands of the next 20 years and the longer term future, the Council is preparing a series of planning documents known as the Bristol Development Framework or BDF, these key documents will guide growth and change in the city over the next 20 years.



Bristol City Council is working with the adjoining authorities in the West of England sub region to ensure that our planning strategies and policies and documents are consistent and complementary. Working through the West of England Partnership Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire Councils will seek to address the requirements of the Regional Spatial Strategy for the South West in the preparation of statutory Local Development Framework documents for their areas. The first of these for Bristol is the Core Strategy. The main components of the BDF published to date include:

- Local Development Scheme March 2007
- Annual Monitoring Report December 2006
- Supplementary Planning Documents 2005/6
- Statement of Community Involvement July 2007

(see appendix A for Bristol Development Framework Documents published to date in greater detail).

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 up to 2026 and beyond. It will have:

1. 2004-Based Subnational Population Projections for Bristol, ONS © Crown Copyright Note ONS will be revising these figures in 2007.

- 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 a level which is acceptable and sustainable;
- 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;
- an explanation of how the Bristol Development Framework will be monitored and how the implementation of the Core Strategy will be measured;
- an explanation of how well the Core Strategy Spatial Strategy and Core Policies deliver sustainability objectives.

It will not include detailed Development Control policies and matters to do with potential sites for redevelopment. These will be included in the future Development Plan Document on Development Control to be prepared later in the BDF programme.

1.3 The Issues and Options Paper

This paper provides an opportunity for early involvement in the development of the Core Strategy for Bristol. It sets out the issues the Council thinks are important and the spatial objectives that need to be reached by 2026. It also sets out three alternative area based spatial options for

development of the city between now and 2026, and beyond. The purpose of the paper is to seek your views on the objectives and spatial options and to involve you further in the preparation of the Core Strategy. It is not about the location of individual projects and specific sites for proposals. The Council would like to know whether there are other solutions that might be considered which would satisfy the issues and objectives.

1.4 Initial Sustainability Appraisal at the Issues and Options Stage

We want our Core Strategy to help achieve a sustainable future for Bristol. Making what we do sustainable, so that our quality of life is protected for the benefit of current and future generation means taking an integrated approach to the implications of our actions, including our proposals for the future growth and change of the city. Therefore the Core Strategy will be subject to a Sustainability Appraisal (SA) throughout, and at each stage of preparation. This will incorporate the requirements of the EU Directive on Strategic Environmental Assessment (SEA).

As part of the initial SA process a set of “sustainability objectives”, which cover many distinct aspects of sustainability, have been used to appraise the impact of the emerging seven Core Strategy objectives, the three spatial options and the policy options included in this document. This will help identify the compatibility of objectives and the relative effect of each option on sustainable development, and will contribute towards the decision on which policy options and objectives might be carried forward.

Both these initial assessments are set out in the accompanying Spatial Atlas, available on line or separately as a CD.

2. Developing the vision for Bristol's Core Strategy

2.1 The Local Vision for Bristol

Bristol is...

...a thriving, vibrant and exciting city, acknowledged as the driver for the economy of the South West, a regional city hub for jobs, education, health, culture and leisure activities and home to an estimated 398,300 people.

As one of eight core cities in Britain, Bristol has a key role in providing the energy for growing prosperity nationally and internationally. Bristol has a European reputation as a Green City, Science City and a City of Cultural Excellence.

With a high quality urban and rural setting, outstanding standard of architecture and a history which has contributed to the city's growth, Bristol offers an enviable quality of life.

We want Bristol to stay this way, to continue to play these roles...

...and to improve.

The overarching vision for the future of the city is set out in the Bristol Partnership's Community Strategy and Bristol City Council Corporate Plan 2006 – 2009 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 every one 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"**

This vision is expanded into the Bristol Partnership's five Long Term Aims for the city. See the diagram opposite.

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).

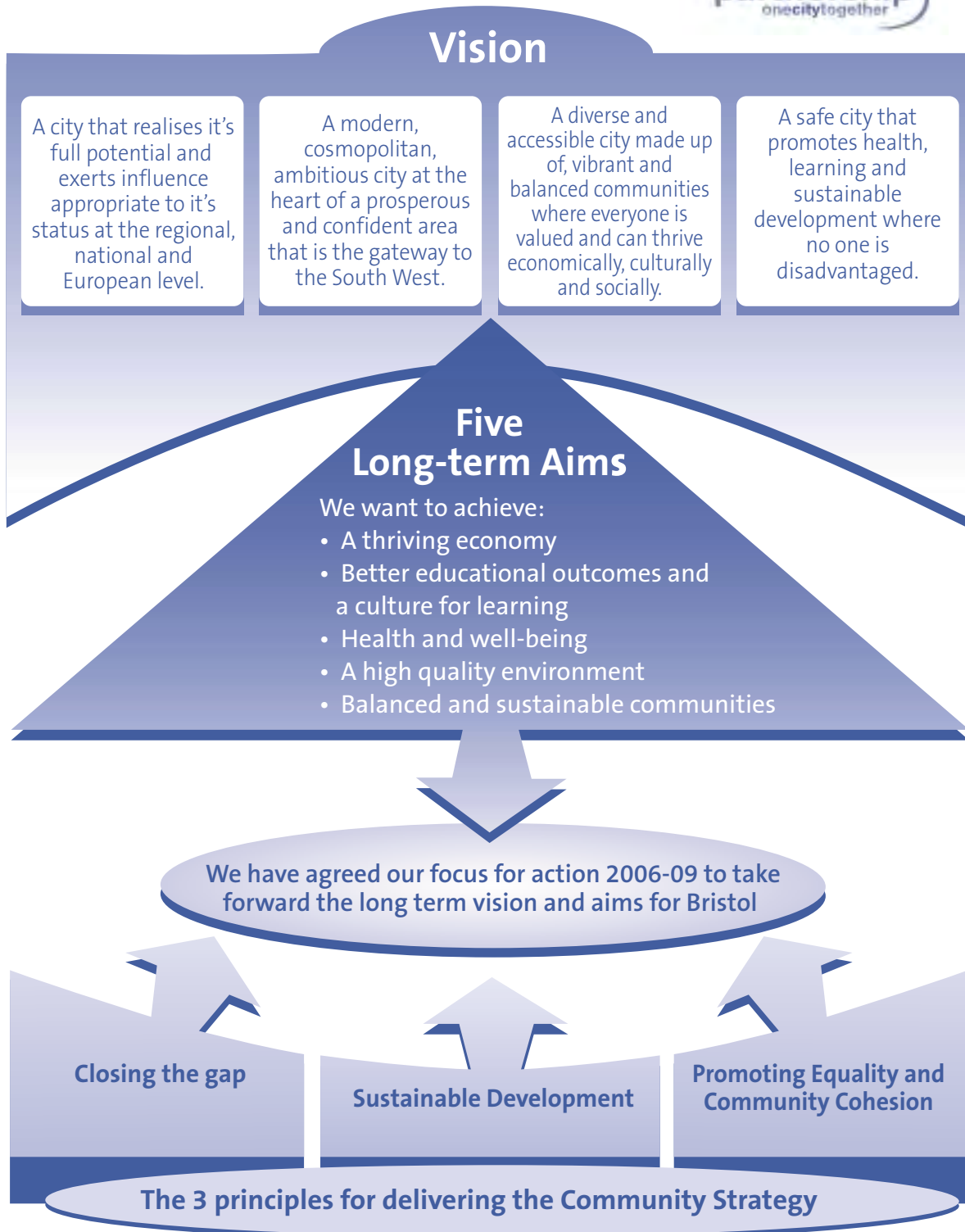
Through the preparation of the Core Strategy, the Bristol Partnership vision will be developed, to provide a spatial, place specific, vision for the future of Bristol.

The Core Strategy Issues paper, published in November 2006, set out the background information to substantiate our view of Bristol today and our vision for the future. In summary the paper identified:

- the positive growth indicators for the city, and the widening affordability gap between earnings and house prices
- the high levels of attraction of the city to business and visitor, and the need for three 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) - those parts of the city that have been identified as having the highest deprivation

ONS mid 2005 population estimate

A Summary of the Vision and Long Term Aims for Bristol



The Bristol Partnership has given priority to ensuring the sustained regeneration of South Bristol. The Partnership is committed to taking an integrated approach to planning economic and housing growth, securing investment, tackling deprivation and enabling balanced and sustainable communities throughout the city. The Core Strategy will be the means by which we can make this happen on the ground.

We also considered a wide range of strategic and local influences on the city as indicated by the diagram below.

Taking what we know and understand about Bristol and our expectations for the future, our spatial vision for Bristol will be developed with the community and the Bristol Partnership to ensure that it is a vision that all parts of the community can share in. The Bristol Partnership Vision is



already being delivered through partners in working with the community in for example, Barton Hill and Hartcliffe and Withywood.

In order to maintain and improve Bristol's position as a high performing core city, we need to ensure that future economic growth and change is given the right direction. This is also required to ensure that a high standard of 'liveability' is shared across all areas and that additional employment opportunities, jobs and improvements to the transport and service infrastructure that this growth requires are put in place. This should enable the economic benefits of growth to be shared across communities. Most importantly, it also means accommodating the anticipated growth in resident population, an additional 39,700 anticipated by 2026, and the projected need for new and affordable homes in the city.

Co-ordinated and active commitment to improving our core city status through enhanced economic growth is essential to share and maintain the quality of life we enjoy, supported by our thriving economy, and to ensure the city's attraction to investors is not reduced.

Whilst most of the city's communities are able to access jobs, housing, education and services on a daily basis, there are significant pockets, (and a number of larger areas) where communities are not so well served. In some of these areas, the range of job opportunities have not grown in recent years, affordable housing is difficult to find and public transport services are not adequate to meet the present and future needs of the community, to travel to some services.

Within the city, the challenge is to revitalise some of our more deprived communities, from those characterised by large housing estates with limited facilities and unused space, into strengthened and thriving, balanced and sustainable communities, urban villages with key local needs on the doorstep (schools, shops, parks and leisure facilities). Growth in jobs, homes, opportunities and improvements in access to services and infrastructure, (such as improvements in public transport) must focus on improving the level of opportunity in the more deprived areas, and in delivering balanced and sustainable communities throughout the city.

As part of the improvement of Bristol, the Bristol Partnership has committed to promoting balanced and sustainable communities throughout the city and has identified six project areas: Hengrove, Knowle West, Lockleaze, Cumberland Basin, St Pauls, and Redcliffe. All projects must be shaped through working with the local community and other stakeholders. Shared working on place-shaping with the community will identify how the balance of housing land and provision of other uses can be changed to improve the quality of life and sustainability of the community. With better access to jobs, affordable homes, services and the potential of significant regeneration, the opportunity for injecting a new focus into these areas could result in an increase in the number of new homes delivered and jobs available.

2.2 The Sub-regional Vision for Bristol

The importance of Bristol and the immediate area in the sub region and region is also recognised by the West of England Partnership, a partnership of England Partnership, a partnership of Bristol City Council and the neighbouring Councils of Bath and North East Somerset,

South Gloucestershire, and North Somerset with representatives of the social, economic and environmental sectors active in the area. This is a key relationship for Bristol City Council.

The West of England vision for 2026 is that it will be:

“...recognised nationally and internationally for the growth of its diverse, high performing economy and for its capacity to manage significant and sustained growth in employment, population and housing, whilst maintaining quality of life and delivering economic and social inclusion.”

Bristol has been working with sub-regional partners to ensure that these ambitions are achieved through its contribution to the draft Regional Spatial Strategy and the preparation of a Joint Local Transport Plan. It has also been successful in securing funding through the government’s New Growth Points initiative to support the delivery of affordable housing through the sub-regional Homes West Partnership.

2.3 The Regional picture

As a core city and the key financial and cultural hub of the South West, Bristol has a vital role in supporting the region. Many of the region’s services (including regional health provision and education centres), are centred on Bristol with easy access to road and rail networks and Bristol Airport.

The Draft Regional Spatial Strategy (RSS) sets out the expected role of Bristol and the West of England sub region in providing for future growth and the needs of our population. The Core Strategy will need to reflect and be consistent with the Regional Spatial Strategy. At present, the draft Regional Spatial Strategy is being considered at an ‘Examination in Public’

(EiP Spring-Summer 2007). A report is due from the externally appointed Examining Panel later this year.

What will the City have to deliver?

In planning for growth we have allowed for some flexibility of demand. Whilst we are planning to meet the growth targets indicated as likely in the draft Regional Spatial Strategy, these may change and the Core Strategy will need to reflect the requirements of the final Regional Spatial Strategy.

New homes:

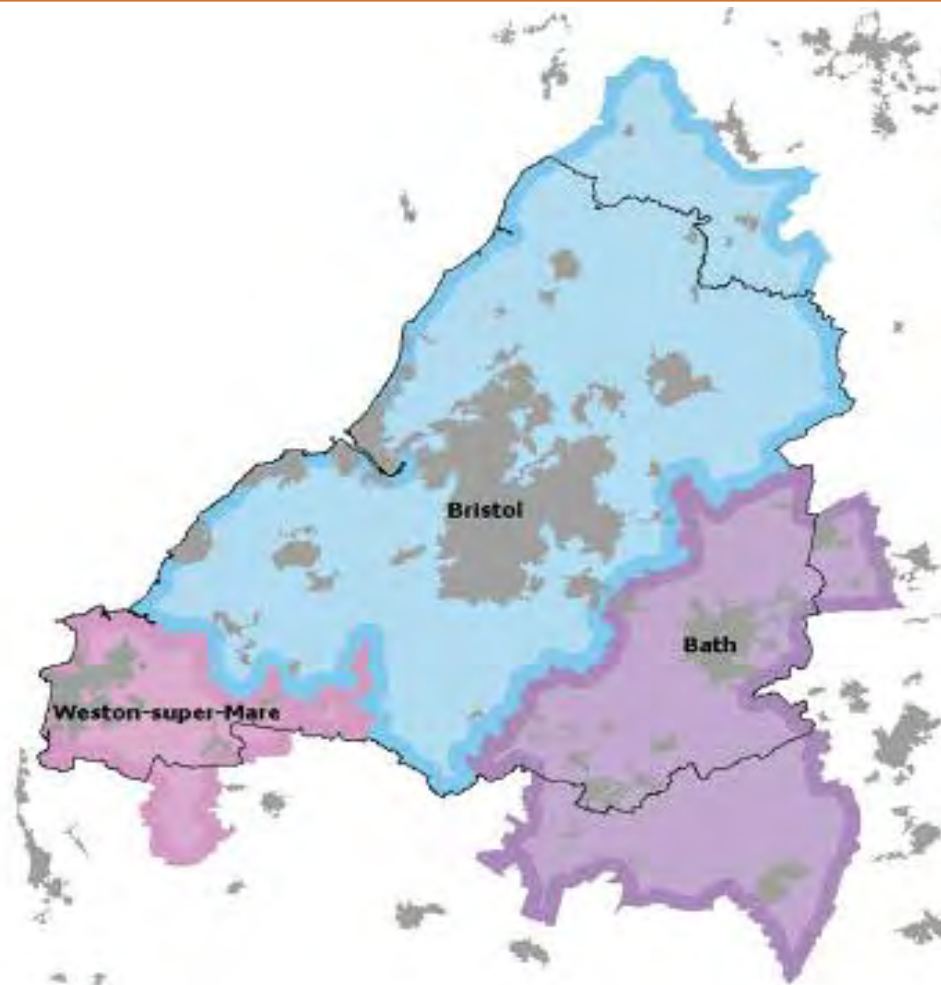
The draft Regional Spatial Strategy currently expects that 28,000 new homes will be needed within the city by 2026. It also expects that additional growth will be needed in the green fields around Bristol. In total, 92,500 new homes are expected in the whole of the West of England area. The draft RSS shows that most of the future housing growth required in Bristol is intended to be located within the existing urban area, but some will need to be on the fringe of the city on green field sites

The draft RSS anticipates a distribution of additional homes by 2026 between the four authorities as set out below:

Bristol	28,000
Bath and North East Somerset	15,500
North Somerset	26,000
South Gloucestershire	23,000

The RSS will also need to identify the amount of additional pitches required for use by Gypsies and Travellers in each authority area by 2011. This will be the subject of a separate Examination in Public in October 2007. Additional pitch numbers are not yet known but will be consulted on

Bristol Travel to Work Area



separately by the Regional Assembly in July and August 2007.

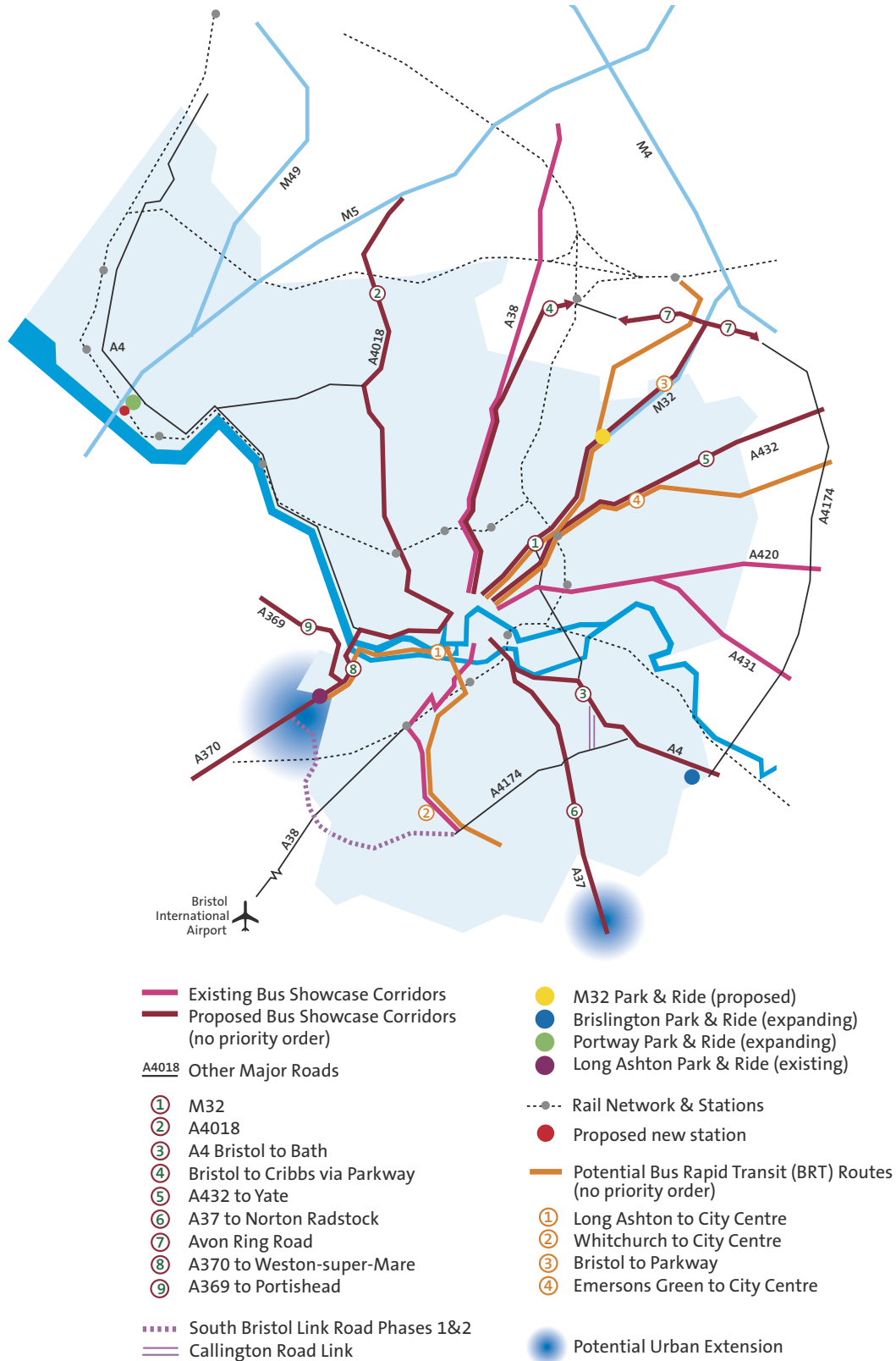
New jobs:

The RSS also expects that 92,000 additional jobs will need to be provided for in the Bristol Travel To Work area (see above) by 2026. No authority-specific allocation of new jobs is set out in the draft RSS. The West of England Partnership and the Regional Assembly have recognised the need for new employment opportunities to be located in areas which aid regeneration, encourage reduced travel to work distances and provide more balanced employment opportunities across the sub region.

Addressing the North/South imbalance:

The extensive development on the fringe of north Bristol has led to an imbalance in employment opportunity and travel to work patterns in the city. Significant numbers of journeys to work cross Bristol to reach employment opportunities in the north of the City and in adjoining areas beyond, in for example Filton, and Patchway. In seeking to address sustainable employment and transport patterns the RSS identifies the revitalisation of South Bristol as strategy objective requiring action in number of policy areas.

Joint Local Transport Plan - Transport Infrastructure Proposals



What else should the Core Strategy seek to provide?

Better places:

Raising design standards and management of the public realm is a key part of the national and regional agenda for high quality, well-designed places, spaces and buildings, and local, sub regional and regional partners have a vital part to play in the delivery of better places. This will be a key factor in achieving higher density and improved access to services and work.

Demanding great places and spaces that feel good and function well will help to deliver the Bristol's Core Strategy and Community Strategy vision and objectives. These are high quality environments and balanced and sustainable communities where animated and appealing places help communities feel secure and which attract people, and investment.

Investing in place-shaping, and making high quality places and spaces will be a key feature of Bristol's Core Strategy to ensure the city continues to thrive. Every participant active in the shaping or managing of places, whether local people, architects, engineers, planners, landscape designers or businesses will need to work together to ensure poor environments are revived and new developments excel.

Improved transport infrastructure:

The Greater Bristol Strategic Transport Study (GBSTS) (undertaken by consultants and commissioned by the Government Office for the South West in partnership with the Highways Agency, South West of England Regional Development Agency and the West of England Local Authorities) recommends a number of major transport initiatives, to tackle congestion and improve accessibility and connectivity in

the sub region. Amongst these are; the Greater Bristol Bus Network, Bus Rapid Transit Routes, and the construction of Phase 1 and Phase 2 of a South Bristol Ring Road.

Improved social and other infrastructure:

A growing population will require social, health, emergency, retail and leisure services to match the needs of the communities and the anticipated growth in new homes.

How can the Core Strategy respond?

The need for new jobs, homes and infrastructure and better places will influence how Bristol grows over the next 20 years. The Core Strategy will explain how this change will be managed to make sure that there is space enough for homes, jobs, infrastructure and services, whilst there is still an appropriate level of quality open space to support the recreation and leisure needs of communities. Responding to the pressures for growth will need to be managed so that development is delivered primarily on previously developed land. This will ensure that the potential benefits of development assist in the regeneration of South Bristol and that this happens as early in the plan period as possible.

Phasing of future development

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. The Core Strategy will reflect the commitments of the adjoining authorities so far as they affect the spatial planning of Bristol and the sub region. We have considered together the implications of growth in the sub-region and the priorities for the location of new

development on previously developed land to support regeneration in, for example, South Bristol, before any urban extensions are developed. Development in South Bristol to improve employment opportunities would provide a sustainable counterbalance for the employment focus on the North Fringe of Bristol in South Gloucestershire.

2.4 Updating what we know about Bristol

In preparing this Issues and Options paper, we have used the most up to date information available and have commissioned research and a number of surveys to complement national information.

The 'Preferred Options' document for the Bristol Core Strategy will reflect the data on growth in population, economy and housing available at publication. As 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, it will be able to be more definite about the size (and location) of anticipated growth.

Since the Issues paper was published in November 2006, we have been able to access, initiate and /or complete research in the following key areas:

- Housing Land Availability,
- Employment Land Provision
- Town centres/retail/services provision
- Strategic flood risk assessment of Avonmouth and Severnside (PPG 25)
- Greater Bristol Strategic Transport Study
- Centres and links studies

- Parks and green spaces
- Balanced and sustainable communities work

This has enabled us to further refine our understanding of the pressures and demands for the use of land and the spatial implications for the city. We have used these findings to identify objectives and spatial options as possible solutions to the issues identified.

You may wish to look at the main findings of the studies in the Spatial Atlas or the full reports available on the website before looking at the Spatial Options - or see the summaries of these studies, and the spatial implications. The full reports are available on the web site: www.bristol.gov.uk/bdf

Research Study Summaries

■ Housing Land Availability

Between 2006 and 2026 there is adequate land available to deliver about 27,500 new homes in Bristol, the vast majority of which (all but about 1,100) will be within the existing urban area of the city. The 1,100 additional new homes could be found in an urban extension to the South West of the city, on green field land. But homes must be built on previously developed land first and the regeneration of South Bristol will be a priority for development before any green field land is lost.

Should Bristol need to provide more than the 28,000 new homes identified in the draft RSS, we would need to explore a number of options which could include an increase in the density of residential accommodation in parts of the city. In time, development on green field land could be required in other areas of the city such as the South West in order to prevent conflict with the demand for land from

employment and road and essential public and service infrastructure. Any proposal for development on greenfield land will be expected to have demonstrated that there are no alternatives on previously developed land or that there is a strategic case for the use of the greenfield land.

■ **Spatial Implications:**

Unchannelled, residential growth is likely to maintain existing patterns of growth, on sites within centres and existing residential areas. Opportunities may also come from mixed use development arising from the change of use of poorly performing employment land (in the city centre, and in main residential areas) and from reshaping open space where this can be used to improve the overall value and function of the area. In the long term, pressure will be placed on green field land within the city and in areas adjoining the city boundary. This will intensify the need to deliver as much of the new growth on previously developed land as possible and to seek to maximise the use of urban space.

Therefore we need to direct opportunities for growth to specific locations – Options exist for direction to:

- spread growth across the city
- existing centres with capacity for additional residential growth
- areas of particular regeneration need
- appropriate areas of the City Centre
- locations where comprehensive redevelopment could be delivered
- maximise residential density delivered in areas of highest public transport accessibility and access to key services

■ **Employment Land Study**

This study which is published along side this paper suggests that between 2006 and 2026 we will need to ensure the provision of land to enable continuing economic growth and provide for new job requirements (26,600 new jobs in office, industrial and warehousing-based employment are forecast for Bristol by 2026). We need to find an additional 236,000 square metres of office floorspace in the city and 24.5 hectares of land for new industrial and warehousing requirements (in areas other than Avonmouth) in addition to developments in the planning pipeline and others which our property consultants have identified. (The basis for the assessment of additional requirements for employment land are summarised in the Spatial Atlas, and set out in detail in the full study report available on the website) (www.bristol.city.gov.uk/bdf).

These requirements will also need to be found primarily on previously developed land. Some capacity exists in the existing business areas of the city, but this will not be enough over time to provide for the growth required. The capacity for growth in some existing areas is limited by other factors such as poor physical accessibility for modern requirements and floodrisk issues.

Spatial implications

Pressure for employment within the city is likely to continue but, undirected loss of existing employment land and increasing pressure for employment could mean a failure to provide enough land for future economic growth.

Therefore we need to direct employment opportunities with long term potential to areas which can sustain continued

employment growth. Options exist for direction to:

- areas of particular regeneration need;
- existing centres with capacity for additional employment growth;
- existing areas of employment provision eg: in St Phillips Marsh and parts of Avonmouth;
- appropriate areas of the City Centre;
- locations where comprehensive redevelopment could be delivered;
- sustainable options for employment provision in new locations;
- promote mixed use developments.

■ **Town Centres/Retail Provision**

Between 2006 and 2026 the capacity for additional growth in retail floorspace appears to be constrained by the amount of retail floorspace already provided in the city, or in the pipeline. Studies tell us that there is enough comparison retail floorspace (i.e. clothes, furniture, white goods) existing or with planning permission to provide for our current and anticipated population in the period to 2011, but additional comparison floorspace will be required from then up to 2026. At a citywide level forecasts suggest that there will be no capacity for any new convenience retail development (i.e. food and daily grocery requirements) until beyond 2021.

We need to think carefully before identifying new areas of retail development, and ensure that there is enough buying power in the local area, or the city and sub region as a whole before adding substantially to the existing market and causing competing provision to undermine the sustainable centres we already have. The study also tells us that

some centres are healthier than others and each centre has different capacity for growth in the future.

Spatial implications

Not all existing centres will be able to sustain new development without intervention to support new businesses, or without impact on the health of other centres. Decisions on the spatial distribution of centres and future hierarchy of centres will need to be taken with reference to the future pattern of growth in the city. Practical measures to ensure the health and vitality of our local shopping and service centres need to be shaped.

Therefore: we need to direct new retail, employment, culture leisure and residential opportunities to centres which can best sustain and benefit local communities from additional growth. We may need to identify some centres where investment is not currently directed in order to ensure the best future pattern of centres for the city. Options exist for direction to:

- identification of a new hierarchy for the period 2006 to 2016
- review of a future hierarchy for the longer term
- identify new growth centres
- identify centres which should be consolidated, or reduced in size to protect the level of service needed by the community
- identification of new centres to better serve the local community

■ **Strategic Flood Risk Assessment**

Our Strategic Flood Risk Assessment (SFRA) of the Avonmouth and Severnside Area has confirmed that development of this area should be carefully managed in the light of the rare but potentially significant flood

risk which could arise from high tides, winds and heavy rainfall. No further land should be identified for development in this area. Only previously developed land should be considered, and this with particular attention to the action required to reduce the impact of the development on the flood risk and the risk of placing population at risk in locating in a flood risk area.

This confirms the Council's view that this area, whilst important in employment terms, is limited by the amount of land that can be contributed for future employment or residential development. The SFRA of Avonmouth and Severnside will need to be combined with a SFRA of Bristol (and the West of England Authorities) in order to form a Strategic Floodrisk Assessment which is compliant with the new government guidance on floodrisk, PPS25. This work will be commissioned in 2007.

Spatial implications

Continued development of Avonmouth without reference to flood risk is inappropriate.

Therefore we need to direct new development to minimise the impact of flood risk. Options are limited to:

- development on previously developed land only
- direction of development interest away from the area of floodrisk where the development could be located on an alternative site in accordance with PPS25

■ **Greater Bristol Strategic Transport Study**

The Greater Bristol Strategic Transport Study (GBSTS) addressed the current and future strategic transport needs within the area up to 2031 and follows on from the

earlier South West Area Multi Modal Study (SWARMMS). The GBSTS was commissioned by the Government Office for the South West (GOSW) in partnership with the Highways Agency, South West of England Regional Development Agency (SWRDA) and the West of England Local Authorities. The GBSTS final report was published in Spring 2006.

The consultants recommend a transport strategy which contains; measures to encourage alternative modes, public transport measures, both conventional and the development of a Bus Rapid Transit (BRT) network for the West of England, planning for long term improvements in the rail network to support future growth and regeneration, highway measures including additional highway capacity for key parts of the strategic network one example of which might be a South Bristol Ring Road, measures to reduce the impact of freight, and demand management measures.

Spatial implications

Because of the strategic nature of the study, the recommendations could provide benefits for each of the spatial options.

It should be noted that strategic recommendations need more detailed appraisal. This has already been completed for the Greater Bristol Bus Network. In the case of the non-road proposals, this includes the examination of road building options, alternative routes, and economic and environmental costs and benefits.

■ **Centres and Links Studies**

Existing centres, i.e. places which are easily accessible by public transport (transport nodes) and the links between them, offer some capacity for focussing future development. Our review of centres and

sample of transport nodes has shown that whilst such places do have opportunities, in most instances the spaces for development within them are disjointed and would need a comprehensive approach to masterplanning the area and land assembly to drive the opportunities forward.

A clear approach to identifying the potential of individual centres would complement the Council's commitment to the provision of strengthened, balanced and sustainable communities through place making and place-shaping (that is a comprehensive opportunity for the council and other agencies to work together to improve the built environment and physical layout of an area in a way which provides positive benefit to the local community).

Spatial implications

Existing centres or accessible transport nodes should all be used as a focus for increased residential density. However some centres will be able to attract new development, others will be unlikely to provide for future development without some intervention.

Therefore we need to ensure development is directed appropriately. Spatial Options should:

- focus on the potential of all centres
- identify those centres with the greatest capacity for growth
- identify new opportunities for centres to develop in accessible locations

■ Parks and Green Spaces Strategy

The Council has been undertaking a review of its parks and green spaces to identify the quality and quantity of open space required in the city and the maximum distance that people should have to travel

to get to a range of types of facility. This work which is out to consultation at the same time as this Issues and Options paper will help to inform core policies of the Core Strategy. It will also help to identify any open space which could be considered for other uses to support the sustainable future of our city.

The release of some lower quality open space to a more effective use, can benefit the community by allowing investment in better quality open space. It can also provide the land for alternative uses that the community does need – such as more homes, employment land and therefore jobs, improved public transport links or better alternative community facilities. Reshaping existing open space can enable it to be made more accessible and widely used. The role of these sites for nature conservation will be taken into account.

Spatial implications

The release of lower quality open space in the city may enable additional development within the urban fabric. Sites have not yet been identified, but it is unlikely that it will be in those parts of the city where there is a current shortage of open space. As such they may not be suitable for independent development or may be constrained by lack of access or proximity to other uses. However, small sites can contribute to the growth of an area if taken into account in a comprehensive redevelopment, or an extension to an existing developed site. By working with the local community the aim will be to identify opportunities to improve access and usability and to release some marginal space. This will assist with enhancing local provision and ensuring the most effective use of open spaces.

Therefore Spatial Options should:

- take into account potential of releasing of sites adjoining areas of development focus

■ **Balanced and Sustainable Communities**

The Balanced and Sustainable Community projects outlined in section 2.1 are focused on: Lockleaze, Knowle West, Hengrove, Cumberland Basin, St Paul's, and Redcliffe. Applying the principles of sustainable community development to these project areas will help to inform and provide examples of how sustainable communities can be provided across the city, between now and 2026, and beyond.

Spatial implications

The projects will help clarify the extent of potential for growth in existing communities and will provide for direct 'place-shaping' opportunities in the selected locations.

Therefore we need to include the potential for growth and change in these locations in any spatial options. Spatial Options should:

- include the Balanced and Sustainable Communities projects in proposals for growth
- identify additional locations for significant review

■ **Further Work**

Further studies are being undertaken to help to refine the spatial options set out in section 3.2 and will be available to help clarify the Preferred Options for the Core Strategy. More information is also needed to help to shape the wording of core policies for the final Core Strategy document. This work is described in the Spatial Atlas available separately:

Further studies are:

- Gypsy and Travellers Accommodation Assessment (GTAA)
- Strategic Housing Market/ Study Housing Needs Study
- Town Centre/Retail Provision Phase 2
- Strategic Floodrisk Assessment of the West of England
- Affordable Housing thresholds delivery
- Bristol Biodiversity Action Plan
- Bristol City Council Regeneration Strategy and Economic Development Plan
- Integrated Regeneration Framework for South Bristol
- Green Belt Review
- Review of SNCI sites and the Natura 2000 sites in the city (Estuary and the Avon Gorge) in preparation for Appropriate Assessment of policies
- Continuing analyses of plans and strategies of key service and infrastructure providers.
- West of England Delivery Plan
- West of England Green Infrastructure Study

In addition to the research work we have undertaken so far and that is planned for the future, we have continued to review the development pressure on the city. This is demonstrated by the number of development enquiries received, from planning permissions granted and monitoring changes resulting from permissions implemented.

2.5 Developing the Objectives for the Bristol Core Strategy

The Issues for Bristol

The Issues Paper published in November 2006, provided a summary of the information available to help prepare the Core Strategy. This information was used to

identify 16 issues, that the Core Strategy will need to address. The background to those issues is included in the Issues paper and not repeated here.

The Issues for Bristol were:

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

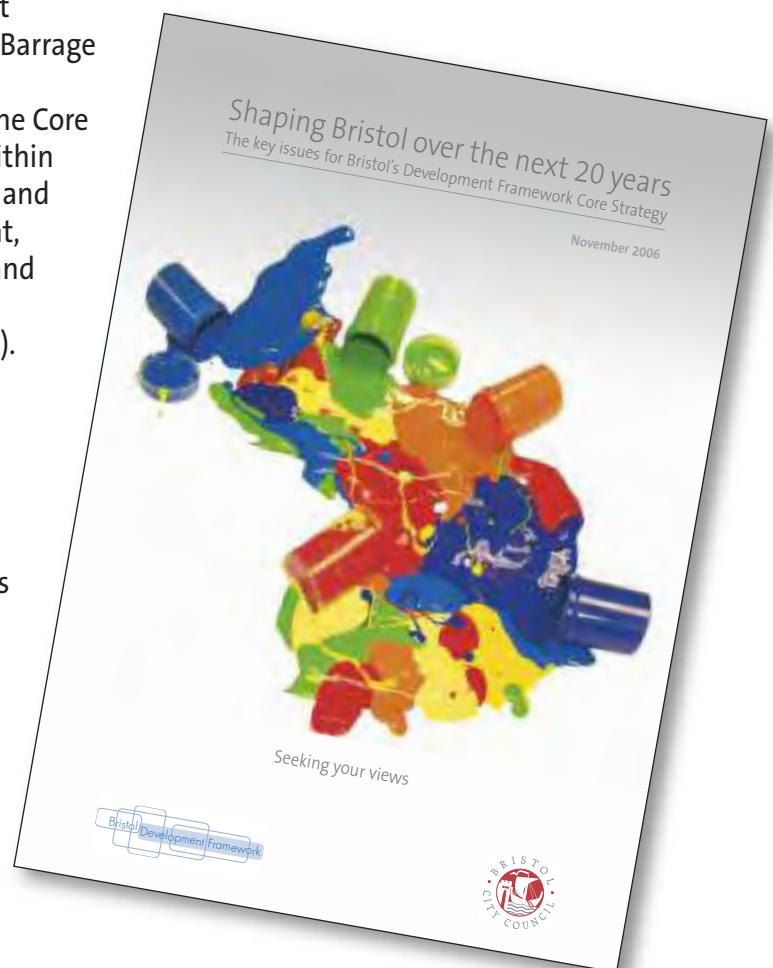
Environment/physical issues

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.

We asked the public, community groups and special interest groups for their thoughts on the Issues published in November 2006. Using the comments and the up to date information available following further research we are in agreement that the issues remain relevant for Bristol, but that some of them could be expressed to relate directly to particular areas of Bristol. We have agreed that two additional issues should be included to cover 'crime' as Reducing the opportunity for crime and 'education' as 'Enabling the provision of a high quality education service. These have been added to the list of issues that the Spatial Plan must address. (We have added the Tidal Barrage to the key matters that should be considered within the lifetime of the Core Strategy. This will be considered within the context of Issue 11. Protecting and enhancing the natural environment, Issue 12. Tackling climate change and Issue 15 Ensuring effective water management and flood protection).

The response to the Issues paper, together with local, regional and national drivers, and the evidence base to date, has helped to clarify objectives for the Core Strategy. A detailed response to the comments received is available.

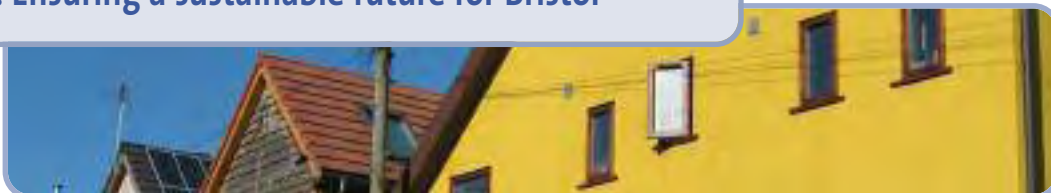
(www.bristol.gov.uk/bdf)



2.6 Objectives for Bristol in 2026

We want the spatial framework for the city that results from our spatial vision, to deliver what the people of Bristol and the sub region need by 2026. So we have set out below the seven 'Objectives for the Core Strategy', which have been derived from the modified to address the Issues, and will be used to make sure future policy direction is clear.

Objective 1: Ensuring a sustainable future for Bristol



"In 2026, we want Bristol to have...

sustainable development and growth which meets the needs of the city, now and into the future"

Issues addressed:

10. Protecting and enhancing Bristol's historic environment and ensuring high quality sustainable urban design and construction
12. Tackling climate change
13. Reducing pollution particularly in the City Centre and Air Quality Management Areas

■ Do you think this objective will successfully address the related issues? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate
(Please remember to use the questionnaire to provide your response).

Action in response:

Core policies would need to address the provision of a sustainable future by:

- providing the hooks to ensure a high achieving economy
- ensuring sustainable development in sustainable locations accessed by public transport
- ensuring development built to standards that help the city to achieve a minimal carbon footprint
- ensuring developments which can adapt to a changing climate

■ Would these proposed actions successfully address the related objective? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Objective 2: Balanced and Sustainable Communities



“In 2026, we want Bristol to have...

balanced and sustainable local communities throughout the city, where places are shared and communities mixed, that are good places and communities to live in, where there is easy access to local community and health services, shops, employment, education and skills training in a high quality environment.”

Issues addressed:

3. Ensuring provision of high quality and successful local services, facilities and centres
7. Improving transport movement and accessibility
9. Promoting regeneration and renewal initiatives across the city
12. Tackling climate change
16. Improving the streetscape and making attractive and better places and spaces
17. Enabling the provision of a high quality accessible education service (new)
18. Reducing the opportunity for crime (new)

Community Strategy Aim:

Balanced and sustainable communities

■ Do you think this objective will successfully address the related issues? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

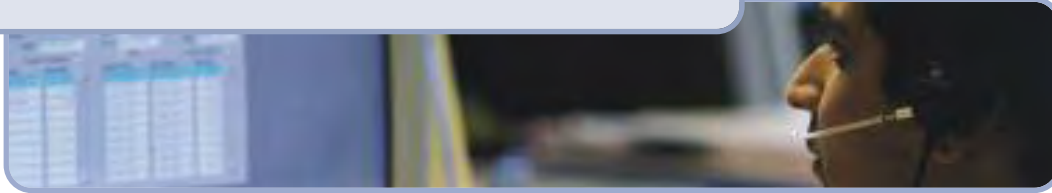
Core policies would be required that:

- ensure new residential and employment development is located so that residents and workers are able to walk/cycle or use public transport to for everyday needs,
- ensure higher density development in accessible centres
- enable reshaping and place-making for our centres so that we have lively, safe, attractive places where people want to live, work, learn and enjoy themselves
- support regeneration to help create balanced and sustainable communities where existing communities do not benefit from easy access to the homes, jobs and services they need
- enable the regeneration of South Bristol as a priority as sought by the Community Strategy.

■ Would these proposed actions successfully address the related objective? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Objective 3: Ambitious and Sustainable Economic Growth



“In 2026, we want Bristol to have...

a thriving local economy, maintaining the economic growth of Bristol above the regional and national level of economic growth and ensuring continued competitiveness as a Core City with promotion of development and regeneration opportunities at accessible and sustainable locations, and new employment and training opportunities throughout the city.”

Issues addressed:

5. Providing for the land use demands of a thriving economy
6. Providing employment opportunities in the deprived areas of the city
9. Promoting regeneration and renewal initiatives across the city
17. Enabling the provision of a high quality education service (new)

Community Strategy Aims:

**A thriving economy
Learning and achievement**

■ **Do you think this objective will successfully address the related issues? Yes or No?**

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

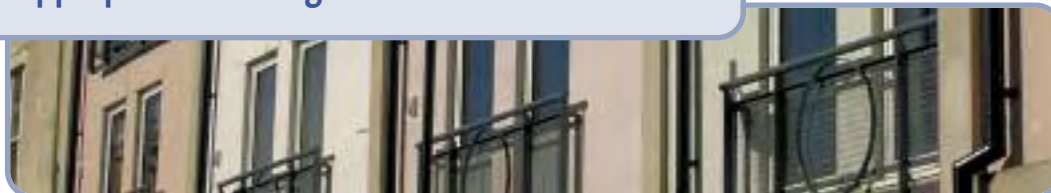
Core policy would need to:

- ensure that adequate land is made available for new jobs in the future to allow the city sustained economic growth
- ensure opportunities for growth in the City Centre are used whilst ensuring that regeneration of South Bristol is prioritised
- ensure employment land, and where appropriate education and training provision, should be a feature of any major place-shaping opportunity whether on previously developed land or as part of a future urban extension
- ensure major new employment opportunities are in sustainable locations and do not encourage significant travel to work patterns
- enable improved digital connectivity, making the most of and building in IT solutions in the city, so reducing the need for travel for work and to support the economic growth of the city
- achieve effective regeneration, involving the community in decision making.

■ **Would these proposed actions successfully address the related objective? Yes or No?**

If no, please can you give your reason and suggest an alternative if appropriate

Objective 4: Appropriate Housing Provision



“In 2026, we want Bristol to have...

provided for the new homes (28,000) sought by the Regional Spatial Strategy within balanced and sustainable communities citywide and the affordable homes needed to meet the requirements of the population of Bristol in 2026.”

Issues addressed:

1. Having enough homes to meet current and projected need
2. Having enough affordable homes to meet current and future needs

Community Strategy Aim:

Balanced and Sustainable Communities

■ Do you think this objective will successfully address the related issues? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

Core policy would need to:

- make the most efficient use of land
- focus new residential development in areas that are accessible and at appropriate densities
- maximise affordable housing delivery with reference to the needs of balanced and sustainable communities

- ensure the delivery of new homes in relation to regeneration opportunities on previously developed land as a priority with the use of greenfield land only following sequential testing or where part of a strategic opportunity

■ Would these proposed actions successfully address the related objective? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Objective 5: Better Health and Wellbeing



“In 2026, we want Bristol to have...

a pattern of development and urban design that promotes good health and well-being and provides good places and communities to live in, with a range of accessible open space, leisure, sport, art and tourism opportunities enabling active lifestyles, reducing pollution and improving the quality of life.”

Issues addressed:

4. Providing the environment for healthy living
7. Improving transport movement and accessibility
8. Enabling development in leisure, sport, art and tourism

**Community Strategy Aim:
Health and wellbeing**

■ Do you think this objective will successfully address the related issues? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

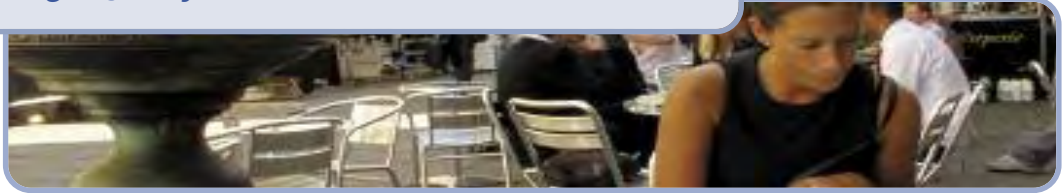
Core policy would need to:

- ensure that development proposals take account of the need for access to leisure and recreation provision
- ensure that new development provides for open space or recreation needs where these are required.
- recognise potential for communities to grow together through sport, leisure and culture.
- focus on place making in major development proposals and regeneration activity to help encourage healthy living through well managed environments.
- minimise the need to travel will help to support a reduction in air pollution.
- Ensure by a clearly defined and widely shared sense of the contribution of different individuals and different communities to a common vision for the city.

■ Would these proposed actions successfully address the related objective? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Objective 6: High Quality Built and Natural Environment



“In 2026, we want Bristol to have...

highly attractive and safe places, with a high quality built and natural environment. A Core city with a destination status of international standing, quality development throughout and good places and communities to live in.”

Issues addressed:

10. Protecting and enhancing Bristol’s historic environment and ensuring high quality sustainable urban design and construction
11. Protecting and enhancing the natural environment
15. Ensuring effective water management and flood protection
16. Improving the streetscape and making attractive and better places and spaces
18. Reducing the opportunity for crime (new)

**Community Strategy Aim:
A high quality environment**

■ Do you think this objective will successfully address the related issues? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

Core policy would need to:

- deliver high quality sustainable and safe urban and natural environment – place-making will be at the heart of all master planning and regeneration proposals.
- ensure that development is compliant with principles of sustainability and energy reduction.

- to ensure development is not at risk of flood and does not compromise existing flood plain. Strategic assessment of the long term implications of proposals for a tidal barrage, and other proposals affecting the special status environmental Natura 2000 sites will be required.

■ Would these proposed actions successfully address the related objective? Yes or No?

If no, please can you give your reason and suggest an alternative if appropriate

Objective 7: Improved Accessibility and Connectivity



“In 2026, we want Bristol to have...

improved accessibility and connectivity to and between centres and within the city, to key services and places of work and recreation, with improved quality of life, for residents, businesses and visitors alike. Residents and workers will have a reduced need to travel. Congestion will be managed, public transport improved and roads, pedestrian areas and spaces will be safe.”

This objective would support the Joint Local Transport Plan objectives and endorse its strategy and programme.

Issues addressed:

5. Providing for the land use demands of a thriving economy
7. Improving transport movement and accessibility
12. Tackling climate change
13. Reducing pollution particularly in the City Centre and Air Quality Management Areas

**Community Strategy Aim:
A high quality environment**

■ **Do you think this objective will successfully address the related issues? Yes or No?**

If no, please can you give your reason and suggest an alternative if appropriate

Action in response:

Core policy would need to:

- support maintenance, management and the improvement of the existing road network
- support the delivery of transport initiatives to improve accessibility and connectivity.
- focus development on accessible locations

■ **Would these proposed actions successfully address the related objective? Yes or No?**

If no, please can you give your reason and suggest an alternative if appropriate

■ **Are there any other objectives you feel we should include?**

If so can you please give your reasons.

3. Developing the Spatial Options for Bristol - Shaping and co-ordinating positive change

3.1 Options for the future

Meeting the objectives for Bristol for 2026 will need sound policy to guide development, investment and regeneration for the period from now until 2026 and beyond. Whilst the general direction of core policy response to the issues set out in Section 2 is clear, in developing the spatial vision to meet the objectives, there are a number of options and choices to be made in how, where and when we prioritise change.

In general terms the options for delivering solutions to many of these issues are limited between now and 2011. That is because planning decisions already in the pipeline for this period will provide the anticipated allocation for new dwellings in the Regional Spatial Strategy. The demand for new employment space during this period is similarly well provided for.

There are already a number of significant infrastructure and development commitments, which have been put in place by the existing Bristol Local Plan and the Joint Local Transport Plan. These plans with the existing commitments of the Council, have also influenced the direction of growth in the short to medium term. These are illustrated in the timeframe for delivery of key projects diagram.

Where we do have a significant opportunity to influence the future, is in how and where we direct and focus development to ensure the city grows and changes in a way which meets the provision we need in the period after 2011. Between now and then we can ensure that the decisions we make about development don't compromise the most effective

spatial solution - ensuring the provision of our most sustainable future.

Our influence on the future is through a spatial strategy which focuses development to provide an efficient and sustainable development pattern.

The evidence we have collected, our review of development pressures (through enquiries for development, planning permissions and completions of buildings) and the objectives we are consulting on, have led us to propose three potential spatial solutions – all of which will complement the vision of the Bristol Partnership.

The key policy areas where we believe reasonable alternatives exist are:

- Accommodating sustainable growth in homes, jobs and infrastructure services - through one of three spatial options
 1. directing future development and growth to existing centres and Balanced and Sustainable community project areas across the city
 2. expanding the city centre to the east and/or west to allow for more employment growth
 3. directing future growth to South Bristol to make the most of regeneration opportunities and needs in this area, and to address the in-balance in employment opportunity between the north and the south of Bristol.
- Housing Density
- Housing Type, and
- Affordable Housing

The three spatial options are general at this stage and allow for detailed refinement in relation to specific place-shaping opportunities.

We need to check how well each option would perform – are they deliverable, locally acceptable and consistent with national and regional policy?

Community and stakeholder involvement over summer 2007 provides the opportunity for groups and individuals to get involved and think about these options.

Let us know what you think about the three spatial options. Please look at the options and the questions, and complete the questionnaire which has been made widely available. It can be completed on line www.bristol.gov.uk/bdf.



Transition at the Paint Works off Bath Road - an example of ongoing positive change.

3.2 Accommodating Sustainable Growth to 2026

The role of Bristol as a Core City, hub of economic growth for the West of England and driver of the South West is significant. Ensuring that Bristol continues to accommodate the growth is essential – but that growth must be sustainable. Our choices for addressing sustainable growth in the city are set out below.

The 3 Spatial Options

Having considered the current information on economic, population, housing, social and infrastructure growth requirements, three broad spatial options have been identified. They are not entirely mutually exclusive, elements of each could be combined with a number of common elements to all. They include more homes and jobs, in places which can be easily reached by public transport, the provision of improvements to the transport network and service commitments and maintaining high quality of design and place.

In identifying the options we have only set out the key policy areas where we feel there are alternative approaches, and where a decision is needed on the priority given to the approach set out.

The Core Strategy Preferred Options paper (the next stage in the preparation of the Core Strategy) will set out a spatial strategy and a series of Core Policies, which will demonstrate how all the issues and objectives identified in this paper will be met.

Spatial option 1 - Focus on centres and balanced and sustainable community projects across the city

Summary

New homes and appropriate employment land uses (such as offices and other commercial and leisure uses), would be encouraged to locate in existing town and district centres where accessibility by public transport is high and where maximum development densities can be achieved. These centres would need to be able to support the services required by the community after additional development has taken place, including education, health and public utilities. Other employment opportunities such as industrial and warehousing would still continue to be found in existing locations most of which are outside the designated centres, for example in Avonmouth and St Phillip's Marsh.

Major new public transport initiatives need better interchange in the City Centre.

Whilst all centres in the city are accessible by public transport, some areas and centres are currently better served than others. There are plans to improve the accessibility of some of those parts of the city that have the worst access including South Bristol.

In addition to the first showcase bus routes along the A38 both north and south of the city centre, a second showcase route from Old Market in the city centre towards Kingswood along the A420 is currently under construction.

With its sub-regional partners, Bristol is also planning to construct the Greater Bristol Bus Network over the next 5 years. This includes improvements to all the remaining strategic routes into the city through many of the centres.

www.bristol.gov.uk/bdf

Work on bus rapid transit proposals to build on this is also underway, including an option to serve Hengrove in South Bristol.

Option description

The Housing Land Availability Assessment (2006) (HLAA) and the Employment Land Study (2007) demonstrate capacity for growth throughout the city to meet the level of change proposed in the Draft Regional Spatial Strategy, providing higher densities are assumed in and around accessible centres.

Most existing centres have some capacity for intensified growth, but in a number of centres this growth would require significant intervention to assemble isolated sites. The existing centres that would be expected to contribute to the growth are shown on Spatial Option Map 1 and are listed in appendix B. The city centre would continue to be a major provider of new employment land and homes and it may be necessary to focus new development in parts of the city centre that hasn't been subject to intensive development in recent years. This option builds on the current pattern of development in Bristol, and may offer potential for suburban renaissance around existing centres.

In order to deliver the growth required for new homes and employment land in 2026, development would also continue to take place outside centres.

In addition, growth would be expected in the locations identified for change as part of the Balanced and Sustainable Communities Project:

- Lockleaze
- Knowle West
- Hengrove
- Cumberland Basin
- St Pauls
- Redcliffe

Providing for some additional capacity to that identified in the HLAA, particularly in St Pauls, Redcliffe and Hengrove areas.

The release of some lower quality open space may support opportunities for comprehensive redevelopment in these areas and open up other opportunities elsewhere.

In the long term, new homes and jobs will be expected in urban extensions to the South West of the city, but within the city boundary. These will be required to be developed as part of a balanced and sustainable community.

Key Features

The key features of this option are:

(See Spatial Option Map 1)

- New homes primarily on previously developed land sites across the city, with higher density development in and around centres, transport nodes and along main routes - high quality, high-density development concentrated in relatively accessible locations, with moderate increase in density around centres (i.e, within 400m of a centre) and lower density elsewhere (generally in excess of 30 dwellings per hectare unless the context of the setting dictates otherwise/prevents).
- Continued promotion of mixed-use city centre development including new homes and a focus for office-based employment accommodating anticipated strong levels of 20-year growth as indicated by the Employment Land Study (2007).
- This option would help to strengthen the city centre as an existing, regionally important office location, especially in those sectors identified by the Employment Land Study (2007) as key to the future of the Bristol economy such as business, services, ICT and

communications, public administration and banking and insurance. The existing City Centre Strategy (2006) seeks a renaissance of the city centre and identifies both major regeneration areas and city centre gateways. The role of the gateways to the city eg Old Market, Stokes Croft and Cumberland Basin may need to be subject to an additional focus of development to deliver the growth the city requires.

- Retention of important employment sites citywide (including St Phillips Marsh), with a focus of new industrial and warehousing growth on existing previously developed land sites in Avonmouth and in underutilised industrial and warehousing areas of Bristol. The Employment Land Study report recommends that existing designated industrial and warehousing areas should continue to be protected so that the stock of employment land is not further reduced. Continued development plan protection can also improve investor confidence so that refurbishment/ redevelopment opportunities on vacant or under-used sites are not lost.
- Selected place-shaping regeneration and renewal initiatives at Lockleaze, St Paul's, Redcliffe, Cumberland Basin and moderate development in South Bristol (especially Knowle West, and Hengrove Park) with the features and degree of change being determined following community involvement and master-planning aimed at the creation of urban villages
- Urban extension on green field land in the South West of the City after 2016 but only once regeneration of South Bristol is committed and underway and existing potential elsewhere has been exhausted. Planned growth in this area would be in conjunction with growth in North Somerset and will need to be subject to detailed master planning.

Strengths and Benefits:

- builds on existing centres and the existing spatial /land use pattern of the city
- ensures accessibility to services for existing and new residents
- makes the most of existing opportunities for new development in the city centre and other centres
- directs investment to support place-shaping where existing communities will benefit
- makes sure development is located in the places that are the most accessible
- reinforces existing patterns of growth
- develops on greenfield land only once regeneration has been committed

Challenges:

- fails to explicitly address the Bristol Partnership commitment to regeneration in South Bristol
- maintains the focus of office employment in the city centre, and does not address the imbalance in employment provision in north Bristol
- perpetuates the concentration of industrial and warehousing activity at Avonmouth – where the recent trend for large-format distribution buildings appears likely to continue - this could prejudice the city's ability to meet the needs for a range of industrial and warehousing development and prevent the delivery of a balanced portfolio of employment sites and opportunities across the city
- increasing flood risk through climate change places uncertainty over the long-term future of Avonmouth for employment development
- parts of the city centre are at risk of flood – this would need to be taken into account in proposals for individual developments
- focus of growth in centres is dependent on available sites and developer interest unless the Council owns or purchases adequate sites to stimulate a major redevelopment opportunity

How much would Bristol change with this spatial option?

The pattern of land use activity between now and 2026 will not change substantially with this option, though some centres will in time become more densely developed. The focus on centres could result in additional investment in those centres, but if sites are not made available for development in centres this could lead to urban extensions earlier in the period than with other options. Major place-shaping could be limited to the opportunities provided by the Balanced and Sustainable Communities projects. New urban extensions would be expected in the South West of Bristol later in the plan period. This would lead to a change in the use of land. At this stage 1,100 homes have

been identified on greenfield land within the city boundary, as part of an urban extension in this area.

What will happen to my part of Bristol?

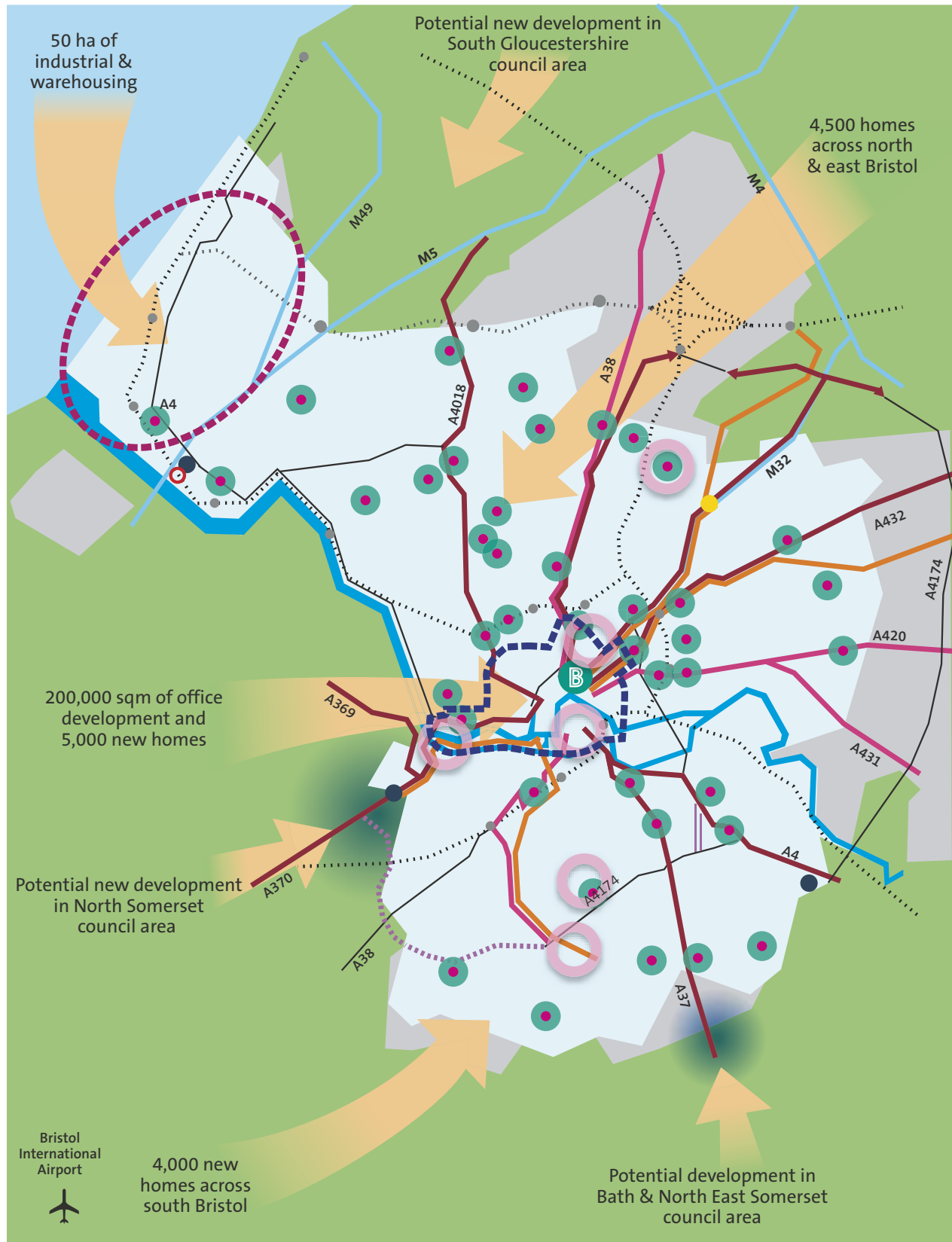
If you live near one of the centres where change happens and facilitated you may see improvement in the environment as well as in the services and opportunities in the immediate area. However, change would take place over time, based largely on local opportunities rather than a comprehensive redevelopment review. An urban extension in South West Bristol will be expected to contribute to the provision of new homes and jobs and require the development of some green space.


















■ How much do you think spatial option number one would deliver the vision and preferred objectives?

Strongly agree | agree | disagree | strongly disagree

Option 1: Focus on Centres and Balanced and Sustainable Community Projects

Testing spatial options for accommodating growth between 2006-2026



-  City Centre
-  Avonmouth
-  Proposed Urban Extensions outside Bristol City boundary (draft RSS)
-  Focus on Local Centres with 400m walking radius
-  Broadmead
-  Balanced and Sustainable Community Initiatives
-  Showcase Bus Corridors
-  **A4018** Existing highway
-  South Bristol Link Road Phase 1&2*
-  Callington Road Link
-  M32 Park & Ride (proposed)
-  Existing & expanding P&R sites
-  Proposed new station
-  stations
-  Potential Bus Transit (BRT) Routes (no priority order)
-  Bristol City Council area
-  Main built up area beyond BCC

New Homes

Planning permission has already been granted for 12,000 new homes and these are expected to therefore be developed over the next five years (2011). This spatial option tests the approximate potential distribution of the outstanding 16,000 new homes to make up a total of 28,000, the current figure expected by the RSS.

Estimated new dwellings

2006 to 2011

City Centre	5,000
South Bristol	2,500
Rest of Bristol	4,000
Windfalls	500

Total 12,000

2012 to 2026

City Centre	5,000
South Bristol	4,000
Rest of Bristol	4,500
Windfalls	1,500
Urban extension in City of Bristol	1,000

Total 28,000

The above figures have been rounded to the nearest 500.

New office, industrial and warehousing type employment

There is currently planning permission for 189,000 sqm of office floorspace and 53ha of industrial and warehousing land expected to be developed in the next five years. This spatial option looks at how Bristol might accommodate future office, industrial and warehousing needs, over and above the amount already with planning permission, ie: a period of 2012-2026.

- City Centre 200,000 sqm office floorspace (20 year total net requirement for new office floorspace = 236,000 sqm)
- Other town and district centres 36,000 sqm office floorspace
- Avonmouth 50 hectares industrial and warehousing type activity on land with existing planning permission (20 year total net requirement for new industrial/ warehousing land = 24.5 ha)

Spatial option 2 - Enabling growth and expansion of the City Centre

Summary

New homes and jobs would continue to be provided in existing centres as outlined in Spatial Option 1. Demand for new office employment space, and some mixed uses including residential, in the existing City Centre, could be provided for by encouraging an expansion of the existing City Centre activities into adjoining areas.

There are a number of areas of potential for growth within the existing City Centre Strategy area, including those areas already identified as such, in the City Centre Strategy, and the gateway areas of Cumberland Basin (also a Balanced and Sustainable Communities Project) and Stokes Croft (which is on the edge of the St Paul's Balanced and Communities Project area). On-going renewal of the urban fabric within the city centre continues, for example around the existing Broadmead and new adjoining Cabot Circus development where there is potential for a mix of uses to come forward.

However, the main new opportunity for growth of city centre activities is in to the St Phillip's Marsh area to the east of the city centre. New development in this area would need to be able to demonstrate that any flood risk issues can be set aside, or appropriately dealt with.

As in Option 1 above, new homes and jobs would be expected to be provided in existing centres throughout the period to 2026, and towards the end of the period, in urban extensions to the South West of Bristol within the city boundary, once regeneration opportunities are committed in South Bristol and existing urban space is used to maximum effect. Urban extensions will be required to be developed as part of a balanced and sustainable community.

Option description

The St Phillips Marsh area is a significant employment area, the majority of which is in industrial and warehousing use. Change of use here would require displaced uses to be accommodated elsewhere.

Initial focus for redevelopment should be directed towards the north-western part of St Phillips Marsh (Avon Street/Silverthorne Lane) as the area closest to the city centre, providing an accessible extension to the areas of similar existing use. This would minimise the immediate pressure on the existing industrial and warehousing use in St Phillips Marsh for which accessible replacement uses are currently limited south of the river. Displacement to Avonmouth would reinforce the existing focus of industrial and warehousing land in the north of the city and could have implications for flood risk.

Key Features

The key features of this option are:

(See Spatial Option Map 2)

- In comparison to Spatial Option 1, the amount of growth in the city centre would be less.
- A significant mixed use led regeneration of St Phillips industrial and warehousing area to the east of the Temple Quay office quarter encouraging a mix of $\frac{1}{3}$ industrial activity, $\frac{1}{3}$ new research/media/science type employment and commercial leisure, $\frac{1}{3}$ residential activity - say 2,700+ dwellings. This would exploit the positive locational features including the waterfront, important historic townscape and the archaeological context, maintaining delivery of new economic growth in the city centre but allowing extension of growth along the St Phillips corridor.
- The area of initial focus in the north-western part of St Phillips offers a more immediate potential for change which would be expected to provide for residential, office and mixed uses in the early part of the period. This could deliver approximately 1,000 new homes and 25,000 sqm of office floorspace, mixed uses and infrastructure services to support the change of use in the area.
- This spatial option would optimise the benefits of the proximity of the station, Temple Quay and proposed arena whilst promoting developer, market and business interest in such a potentially modern attractive business destination extending east of the city centre and Temple Meads.

Strengths and Benefits:

- provides an accessible extension of the existing city centre offer of office employment
- could improve accessibility of areas to the north of St Phillips to the city centre
- provides the opportunity to transform the appearance and function of this untidy part of central Bristol
- allows a broader range of skilled jobs close to high concentrations of deprivation (Easton and Lawrence Hill wards)
- proactive relocation of existing business provides an opportunity for a more balanced range of employment opportunities in the St Phillips Marsh area
- allows a more efficient use of existing low-density activity and also the conversion of historic structures for effective mixed-use purposes
- significant place-shaping opportunities in St Phillips Marsh

Challenges

- the total area of St Phillips Marsh has many longstanding businesses and significant employment provision
- displacement of existing employment opportunities would lead to the net loss of limited, difficult-to-replace industrial and warehousing land which appears to be functioning well at present with high occupancy and good access to the main road network
- businesses at risk of displacement may decide not to relocate within the city
- does not address the priority promotion of South Bristol as the city's preferred location for new development as expressed in option 3
- could prevent adequate capacity for successful new development in South Bristol.
- promotion of a new office location might lead to increased vacancy or redundancy of existing second-hand city centre office stock (i.e. landowners/leaseholders deciding not to refurbish/redevelop if the office market is perceived to be 'moving east')
- loss of difficult-to-replace office stock (as described above) to alternative uses (i.e. housing)
- costly new infrastructure (bridges or road capacity) may also be required
- managing a phased release of land in St Phillips Marsh would require a target driven approach
- much of St Phillip's Marsh has been identified as at risk of flood by the Environment Agency and this would need to be taken into account

How much would Bristol change with spatial option 2?

The greatest area of change in the short term would be in St Phillip's Marsh, but over time this could result in additional pressure for employment land for industrial and warehousing in outer areas of the city. Satisfying the need for employment land could require redesignation of land for other uses..

What will happen to my part of Bristol?

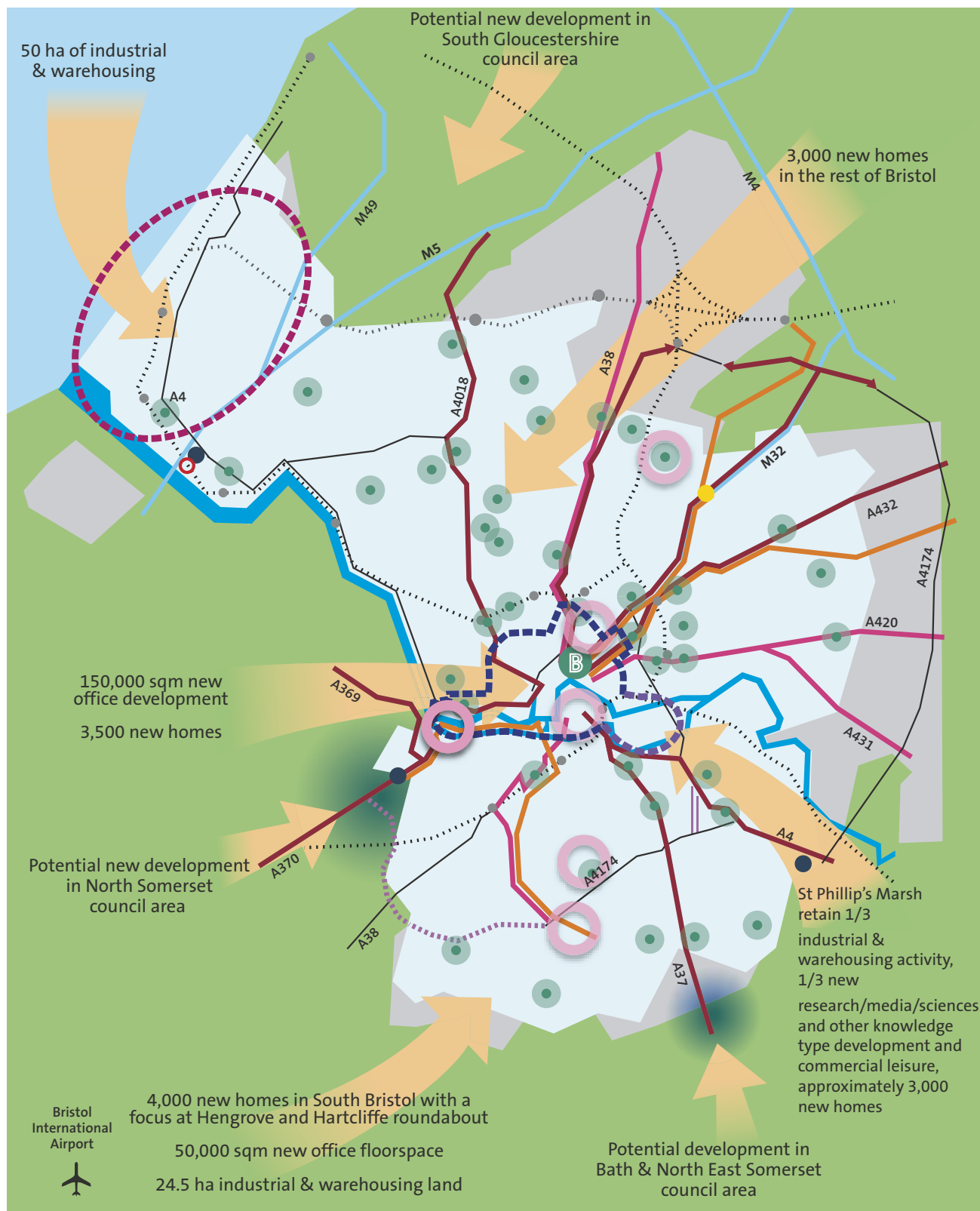
If you live in the area surrounding St Phillip's Marsh you could see significant change such as a greater density of development, higher buildings, a change in traffic patterns and an increase in the numbers of people using and accessing the area. It would probably change land values in the area and the existing pattern of services available in the immediate area could be significantly improved by the introduction of a greater number of people working in St Phillip's Marsh. To prevent the area becoming empty at night, master-planning of this area would be required to ensure that people live here as well.




















■ **How much do you think spatial option number two would deliver the vision and preferred objectives?**

Strongly agree | agree | disagree | strongly disagree

Option 2: Expansion of the City Centre

Testing spatial options for accommodating growth between 2006-2026



-  St Philips Marsh
-  City Centre
-  Avonmouth
-  Proposed Urban Extensions outside Bristol City boundary (draft RSS)
-  Local Centres with 400m walking radius
-  Broadmead
-  Balanced and Sustainable Community Initiatives
-  Showcase Bus Corridors
-  Existing highway
-  South Bristol Link Road Phase 1&2*
-  Callington Road Link
-  M32 Park & Ride (proposed)
-  Exiting & expanding P&R sites
-  Proposed re-introduction of passenger rail link
-  Proposed new station
-  stations
-  Potential Bus Transit (BRT) Routes (no priority order)
-  Bristol City Council area
-  Main built up area beyond BCC

* subject to further investigation as set out elsewhere in this paper

New Homes

Planning permission has already been granted for 12,000 new homes and these are expected to therefore developed over the next five years (2011). This spatial option tests the approximate potential distribution of the outstanding 16,000 new homes to make up a total of 28,000, the current figure expected by the RSS.

Estimated new dwellings

2006 to 2011

City Centre	5,000
South Bristol	2,500
Rest of Bristol	4,000
Windfalls	500
Total	12,000

2012 to 2026

St Phillips	3,000
City Centre	3,500
South Bristol	4,000
Rest of Bristol	3,000
Windfalls	1,500
Urban extension in City of Bristol	1,000
Total	28,000

The above figures have been recorded to the nearest 500.

New office, industrial and warehousing type employment

There is currently planning permission for 189,000 sqm of office floorspace and 53ha of industrial and warehousing land expected to be developed in the next five years. This spatial option looks at how Bristol might accommodate future office, industrial and warehousing needs, over and above the amount already with planning permission, ie: a period of 2012-2026.

- St Phillip's Marsh retain 1/3 existing area of industrial and warehousing.
1/3 office floorspace, research, media, science and other knowledge based employment and commercial leisure
- City Centre 150,000 sqm office floorspace
- South Bristol 50,000 sqm office floorspace
24.5 ha industrial and warehousing land
- Other town and district centres 11,000 sqm office floor space
- Avonmouth 50 hectares industrial and warehousing type activity on land with existing planning permission (20 year total net requirement for new industrial/ warehousing land = 24.5 ha)
(20 year total net requirement for new office floorspace = 236,000 sqm)

Spatial option 3 - Focusing on South Bristol

Summary

New job opportunities and new homes would continue to be provided in accessible centres, with new office employment particularly being found in the City Centre. This option also expects South Bristol to be a focus for new mixed use, employment, and residential development. New development opportunities would be found throughout South Bristol and a potential catalyst for regeneration has been identified in the area identified by the Balanced and Sustainable Communities project for Knowle West and the adjoining areas of Filwood, Hengrove Park and Imperial Park. The remodelling of the Hartcliffe roundabout may help the improvement of this area and help to provide potential for a new centre for shops, services and employment. South Bristol could be served by one of the Bus Rapid Transit routes which would link the area with the City Centre and the north of the city. This would help reduce dependence on the car and the need for extensive new road capacity.

Option description

A major land use change or reconfiguration of the area around the Hartcliffe roundabout, and covered by Knowle West, Hengrove Park, Inns Court, Imperial Park, Symes Avenue and the Hartcliffe Campus, could be used over time to help establish a new centre for South Bristol. Directing regeneration activity to this location could provide the capacity for creating a new local/district centre, which would improve the current poor retail and service provision in the area and provide a focus for South Bristol. This could be a major opportunity for the Council, community and service partners to work together on place-shaping for the benefit of all, helping to close the gap between parts of South Bristol and more successful parts of the City.

New development should also be encouraged in other centres in the South Bristol area so that new growth is not polarised to the detriment of other South Bristol communities. The preparation of an Integrated Regeneration Framework (IRF) for South Bristol will clarify the extent of regeneration opportunities in the area. The IRF will identify a preferred delivery strategy for urban renewal in South Bristol to improve neighbourhoods and strengthen and deliver balanced and sustainable communities. Some growth in other centres will also need to be enabled to ensure Balanced and Sustainable Communities throughout Bristol.

Existing commitments in South Bristol for a new Community Hospital in Hengrove Park and for an Education Campus in Hartcliffe will be supported by proposals for a Bus Rapid Transit route, which will serve the Hengrove area.

This option would continue to encourage development at centres throughout the city. However, by giving particular focus to South Bristol and the creation of a new centre, this option may reduce the potential for development in those centres, which are not easily redeveloped.

The need for the urban extension in the South West of the City within the Core Strategy time frame is still expected. However, using the potential offered in remodelling parts of South Bristol a requirement for an urban extension could be delayed to later in the planned period with a delay in any impact on green field land.

Key features

The key features of this option are:

(See Spatial Option Map 3)

- In comparison with spatial options 1 and 2, the amount of growth in the city centre, and elsewhere would be less
- Improved access for South Bristol through:
 - Bus Rapid Transit Routes into South Bristol
 - expanded and improved Showcase Bus Routes (GBBN)
 - completion of essential highway improvements, subject to further analysis and the case having been made
- A new centre for jobs and homes in South Bristol would provide a sustainable alternative to the north fringe of the city in South Gloucestershire
- A new focus for significant mixed-use development in South Bristol, optimising the benefits of a Bus Rapid Transit link to the City Centre, completion of the South Bristol Link Road and expansion of Bristol International airport
- Promoting development to allow the provision of more local jobs, services, facilities and attractions, providing a counter weight and attractive alternative to the North Fringe of the city, Avonmouth or city centre
- Reduction in residential development in other parts of Bristol
- Optimising the use of land and planning a more integrated pattern of development where it is easier and safer to walk and cycle. Promoting a substantial reconfiguration of the pattern of roads and junctions to provide a better environment to live in, where it is easier to get around and, where main roads are more like boulevards or avenues than dual carriageways
- A programme of health, education and open space projects with subsequent townscape improvements using cutting edge sustainable urban design and construction. This would promote a better impression of the area and raise its profile, in turn helping to deliver the Bristol Partnership's commitment to the regeneration of South Bristol
- Major reconfiguration of the area centred on Hengrove Park and Hartcliffe roundabout including appropriate new retailing, new office/research/light industrial and warehousing type employment (providing opportunities for up-skilling) and significant new residential development. Improved access will be a key element in promoting regeneration of these areas
- The Employment Land Study suggests that new land is required for:
 - industrial and warehousing purposes. This could be provided by a new site in South Bristol in the area around the Brislington Trading Estate. This would help meet existing and future demand for this type of employment on sites which suit modern business by being

close to the major road network within the city with few operational constraints experienced when close to residential properties.

- Office purposes. This could be provided in South Bristol within a new centre.
- Release of lower quality open space sites could support better comprehensive redevelopment opportunities in these locations. This would require better quality open space as a result
- The vision for South Bristol will be informed by a South Bristol community involvement event (Autum 2007). The degree of change in the area will be determined following subsequent community involvement master planning and the proposed Integrated Regeneration Framework for South Bristol (this will look at all opportunities for regeneration in South Bristol and identify a timeframe for bringing forward those which will contribute most to the area).
- This option could provide in the order of 10,000 new homes including a greater range, choice and variety of accommodation.

Strengths and Benefits:

- A focussed location for new development of the scale suggested would facilitate successful regeneration in South Bristol
- existing proposals for improvements in transport infrastructure will help to secure the potential for development
- develops on urban extension green field land only once regeneration has been committed.
- Focus in South Bristol would help to identify new employment land for office, industrial and warehousing. Additional industrial and warehousing capacity would help to supplement the future constraint on opportunities in the Avonmouth area as a result of flood risk

Challenges

- level of growth anticipated would be a challenge to deliver
- making South Bristol more attractive to developers than in the north of the north of the city
- community support would be required for major change, an increase in the number of new homes and jobs will be needed to deliver aspirations
- existing low density areas may need to be reconfigured
- poor quality space within the urban fabric of the city may be required to make the most of opportunities for comprehensive redevelopment
- inadequate land is currently identified for employment use to provide for the new jobs in industry and warehousing in this area
- significant development/ infrastructure/ land assembly costs depending on the form and scale of regeneration to be determined

How much would Bristol change with spatial option 3?

The focus on South Bristol could introduce the greatest level of change with the creation of a new centre in the Knowle West, Hengrove Park, Inns Court area. Focus on regeneration in the South Bristol area as a whole, would help to improve the quality of the environment and the opportunity for new jobs and local economic growth. A reduction in need to travel across the city from South Bristol to employment or services in the north would have major benefits for both this area and the city as a whole. Priority for regeneration in South Bristol would suggest looking for opportunities here in relation to the new transport links.

What will happen to my part of Bristol?

If you live in South Bristol you would see the greatest change from this option. This focus would provide the most significant opportunity for place-shaping with comprehensive remodelling of the area around the roundabout at Hartcliffe and the development of Hengrove Park . Opportunities for change would also exist in other centres. The direction to South Bristol in this spatial option would make change for the South Bristol centres more likely – though the proximity of existing centres to a new centre and the role the centre plays for the local community would influence the form of change.

The three spatial options seek to deliver the 7 objectives and an emerging spatial vision for Bristol in 2026.

■ How much do you think spatial option number three would deliver the vision and preferred objectives?

Strongly agree | agree | disagree | strongly disagree

■ Which spatial option do you think best does this?

1, 2, 3 or none

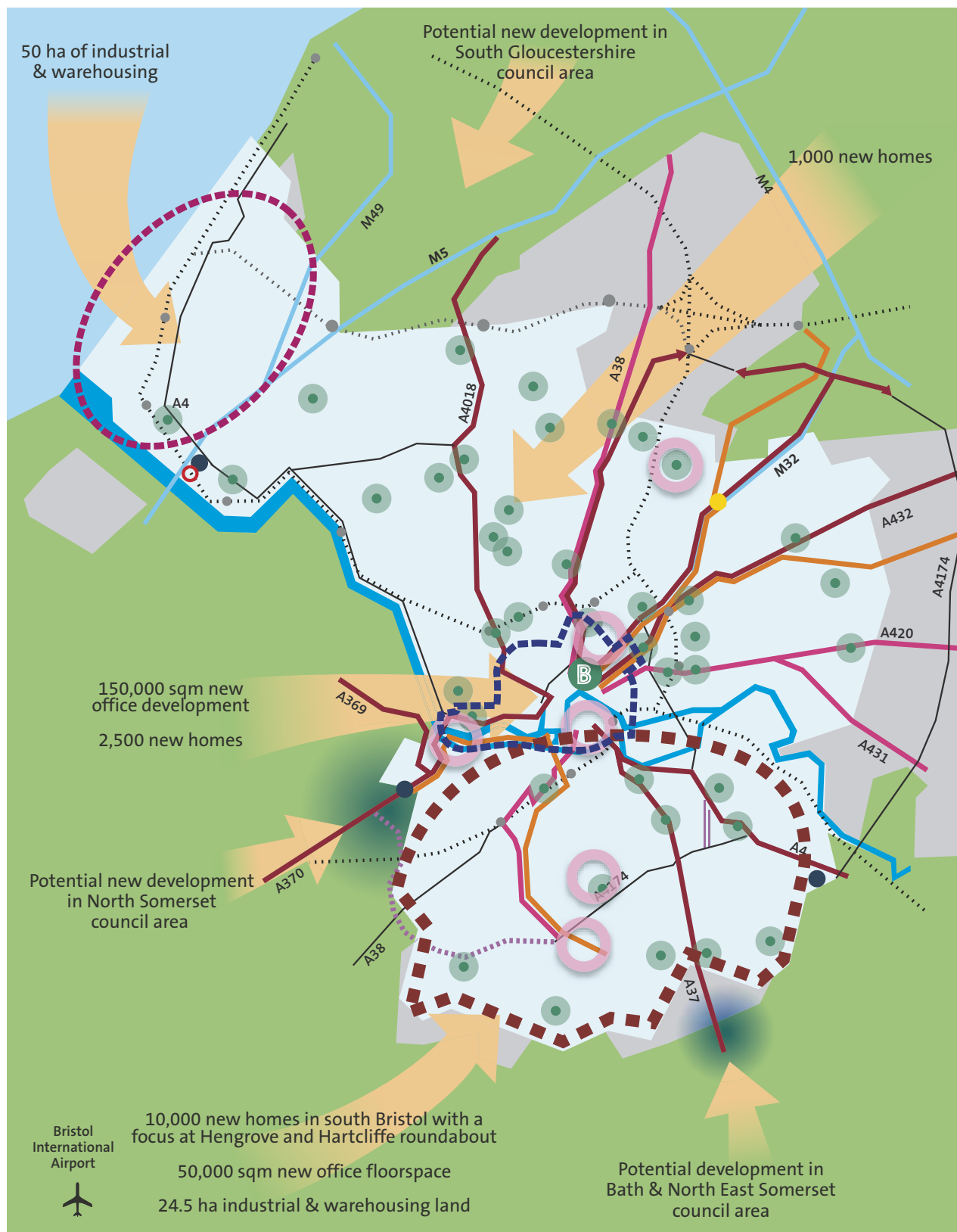
Please give your reasons



















Do you have an alternative spatial option?

If you do, please give your reasons and ensure, if you can, that it is realistic, deliverable, locally acceptable and consistent with national and regional policy.

Option 3: Focus on South Bristol

Testing spatial options for accommodating growth between 2006-2026



-  South Bristol Focus
-  Avonmouth
-  City Centre
-  Proposed Urban Extensions outside Bristol City boundary (draft RSS)
-  Local Centres with 400m walking radius
-  Broadmead
-  Balanced and Sustainable Community Initiatives
-  Showcase Bus Corridors
-  Existing highway
-  South Bristol Link Road Phase 1&2*
-  Callington Road Link
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Rest of Bristol	4,000
Windfalls	500
Total	12,000

2012 to 2026

City Centre	2,500
South Bristol	10,000
Rest of Bristol	1,000
Windfalls	1,500
Urban extension in City of Bristol	1,000
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New office, industrial and warehousing type employment

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- South Bristol 50,000 sqm office floorspace to be located in a reconfigured area around Hartcliffe Roundabout and Hengrove Park (20 year total net requirement = 236,000 sqm)
24.5 ha industrial and warehousing land to be split between an area around of Brislington trading estate and a reconfigured area around Hartcliffe Roundabout and Hengrove Park (20 year total net requirement for new industrial/warehousing land = 24.5 ha)
- City Centre 150,000 sqm office floorspace (20 year total net requirement for new office floorspace = 236,000 sqm)
- Other town and district centres 36,000 sqm office floorspace
- Avonmouth 50 hectares industrial and warehousing type activity on land with existing planning permission (20 year total net requirement for new industrial/warehousing land = 24.5 ha)

Housing Policy Options -

1. Housing Density

3.3 Other options for policy development

We have identified a number of specific options for strategic core policy on housing which we would like your involvement, thoughts and comments on. These relate to:

- Housing density - the number of houses or flats that are developed on a site as measured by dwellings per hectare
- Housing type – the form and size of new homes provided as houses, purpose built flats or apartment blocks, or sub-divided
- Affordable housing provision – the provision of homes for rent through a housing association or for part rent/part buy

Housing Density

The demand for additional homes by 2026, the limited amount of previously developed land and competing demand for employment, leisure, service and infrastructure uses means that we need to ensure the most efficient use of the land that is available.

Efficient use of land has a number of potential benefits and can:

- Reduce the overall land take for development and minimise the loss of green space
- Fully exploit locations which have high public transport accessibility
- Increase the range of local services that can be supported, thereby reducing the need to travel

- Provide greater potential patronage for public transport services, thus improving potential viability and use
- Increase the opportunity for providing a range of housing types including affordable housing
- Provide the opportunity to enhance the vitality and viability of neighbourhood centres.

Providing for a more efficient use of land, means development at reasonable densities that protects valuable open space, respects the need for privacy and does not prejudice important environmental or good urban design practice.

Housing density is worked out as the number of dwellings (whether flats or houses) accommodated in a hectare (not including roads and public open spaces or services, such as schools, but including private garden space).

To give guidance on efficient use of land, we are suggesting that a minimum density standard is identified and have set out three strategic options for this.

The choice of approach to density will need to be reflected in the Spatial Vision for Bristol and be included in the spatial options set out in the Preferred Options Paper.

The capacity of sites to accommodate housing in the city, has been informed by the Housing Land Availability Assessment, 2006. The methodology by which the Housing Land Availability Assessment considered capacity is set out in the Research report, which is available separately see www.bristol.gov.uk/bdf

Illustrating Different Housing Densities in Bristol

30 dph
(dwellings per hectare)

Layout/Street Pattern



St Werburgh's (new development)

Street Level



50 dph
(dwellings per hectare)



Upper Horfield (new development)



65 dph
(dwellings per hectare)



Lower Horfield (new development)



85 dph
(dwellings per hectare)



Southville



100 dph
(dwellings per hectare)



Wapping Wharf (new development)



120 dph
(dwellings per hectare)



Redland Hill (new development)



200 dph
(dwellings per hectare)



Deanery Road (new development)



OPTION 1: Minimum of 30 dwellings per hectare

This density would conform to the Government's minimum indicative housing density figure (set out in PPG3 Housing) but as an approach does not take account of spatial housing growth options, infrastructure or public transport accessibility, or balanced and sustainable communities objectives. If this figure were applied to all the outstanding prospective housing sites in the Housing Land Availability Assessment (2006) this would equate to the delivery of only 5,100 dwellings rather than the current figure of 14,500 projected using a different approach to density (Option 3).

In certain exceptional circumstances on small sites, a density of less than 30 dwellings per hectare may be appropriate to ensure that significantly important and distinctive environmental features or characteristics are safeguarded. For example such as the setting of listed buildings, conservation areas, historic street patterns, trees, landscape features and other built and natural environment assets.

How much would Bristol change with this option?

This density option would continue the current approach to development and would be unlikely to make any significant change to the way Bristol will grow and develop over the next 20 years.

OPTION 2: 200 dwellings per hectare in the city centre and 50 dwellings per hectare elsewhere

Whilst this density would conform to the national and regional minimum housing density figure, it would not necessarily make the best use of land. This is because it does not make reference to the potential for higher density at accessible locations or the potential of centres to provide for such housing. Neither does it take account of the need for infrastructure or public transport accessibility, or balanced and sustainable communities objectives which may suggest an alternative more variable approach related to the nature of the location.

If this figure were applied to all the outstanding prospective housing sites in the Housing Land Availability Assessment (2006) this would equate to the delivery of only 12,900 dwellings rather than the current figure of 14,500 projected using a different approach to density (Option 3).

How much would Bristol change with this option?

Over the last 5 years we have been achieving an average of 205 dwellings per hectare in the City Centre. Much of this development has resulted from the conversion of existing office developments of reuse of sites, which were previously developed at a similar scale. This option would continue this approach.

The average density of development in the last five years outside the City Centre in the inner area is 113 dwellings per hectare and 48 dwellings per hectare for suburban areas.

This approach could lead to a lower level of housing in the inner suburbs than has been delivered to date.

OPTION 3: Variable density figure relative to accessibility

Whilst density figures may vary depending upon the characteristics of individual sites, a higher intensity of development might be sought in or close to local and district centres, where there is good access to public transport and where the context of the built environment allows.

To promote the efficient use of land through this approach, and ensure the most appropriate level of density in the right places, the City has been divided into a number of zones based on accessibility to public transport, distance from local services and facilities within town centres and the general characteristics of the location. The central area is considered the most accessible and appropriate for the highest residential densities (200 dph). The inner suburbs of Bristol within a reasonable walking distance (400 metres) of a town centre are appropriate for 120 dph. The inner suburbs beyond 400 metres of a centre should be able to reasonably accommodate densities of 100 dph. In suburban areas within a reasonable walking distance (400 metres) of a town centre 85 dph are considered appropriate and 65 dph beyond. (See opposite)

Whilst this detailed approach is more complex to apply, it would enable a more efficient use of land. If the approach were applied to all the outstanding prospective housing sites in the Housing Land Availability Assessment (2006) (HLAA) this would equate to 14,500 dwellings.

How much would Bristol change with this option?

This approach could provide a means of applying a focus to specific areas where we know there is capacity for increasing the amount of development, or where we know there is a pressure on existing capacity of services, which could not be supported by increased provision in the area. It could therefore help a place-shaping approach to improving the environment of our communities. This approach could be used to help focus change in specific areas of the city.

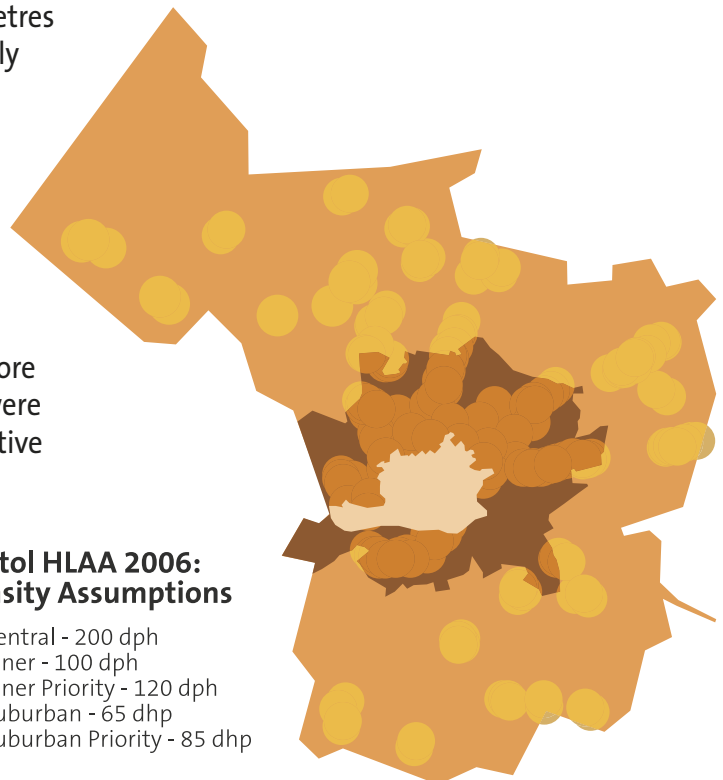
■ Which housing density option do you think should be used? 1, 2, or 3, none?

Do you have an alternative suggestion?

Please give your reasons.

Bristol HLAA 2006: Density Assumptions

- Central - 200 dph
- Inner - 100 dph
- Inner Priority - 120 dph
- Suburban - 65 dph
- Suburban Priority - 85 dph



Housing Policy Options - 2. Housing Type

Form of residential accommodation

An analysis of existing housing in Bristol shows that, overall, Bristol has a reasonable mix of form of housing:

- houses 72%
- purpose-built flats 16%
- sub-divided properties 12%

However, at a smaller geographical scale, there are very few areas of the city that have this mix of types of housing, and in some parts of the city there is a significant imbalance between certain housing types.

Size of residential accommodation required

Assessment of future household size projections for 2026 suggests that there is a pronounced downward trend in average household size with single person households accounting for some 39% of household types in Bristol by 2026. Furthermore, approximately two thirds (66%) of households forming over the next 20 years will be single person households and the type of new housing provided over the next 20 years will need to take this into account.

Dwelling completions over the last 5 years show a significant growth in purpose-built flats, (some 23% compared with just over 1% for houses). Should this trend continue, purpose-built flats could account for over one third of the dwelling stock by 2026. Whilst a balance must be struck between future housing type need/demand and market provision it is likely that the requirement for flats will remain high in Bristol.

Tenure of residential accommodation

Affordability of residential accommodation is a significant issue in Bristol, with a significant backlog of demand for low cost homes to rent and to buy. The section below looks at issues of affordability.

What type of accommodation should we be providing and where?

The commitment to providing for balanced and sustainable communities throughout Bristol means that we need to look at the existing pattern of type of residential accommodation in an area, and consider what that area needs to enable the community to change sustainably. All areas need to provide a range of accommodation types so families can grow, young people can stay in their home area and for single people to be able to get on the housing ladder. An exception to this approach is the city centre - a popular location for flats and apartments, the competing uses for city centre land, limited availability of land in the city centre and limited capacity for the infrastructure provision required by communities means it would be inappropriate to promote a greater range of housing type here than already exists.

To support more balanced and sustainable communities and encourage a wider choice and variety of housing type, new smaller property sizes than the traditional family house should be provided in most areas of the city. For example, a higher proportion of smaller units could be directed to areas with high proportions of existing family housing and vice-versa (excepting the city centre) and subdivisions could be resisted in areas of high existing subdivision. Over

concentrations of one type of accommodation, such as student accommodation or hostels can prove harmful to the local community, putting additional pressure on on-street parking, and waste disposal services or result in un-neighbourly noise and activities, which detracts from the local community.

To identify the nature of intervention required to encourage balanced and sustainable neighbourhoods, a range of 2001 Census data has been analysed, along with deprivation indices for Bristol and the Council's Housing Land Availability Assessment (see the Spatial Atlas). This information has helped to determine areas of significant household and dwelling type/size imbalance; significant areas of deprivation and indicative capacity to accommodate household growth. This has in turn informed the following two options.

Option 1: Laissez faire non intervention option

An unrestricted and flexible approach to the provision of new homes, allowing the market to determine the type of homes built.

This approach is unlikely to assist the delivery of a range and variety of housing types across the city. It would be likely to perpetuate current trends and maintain existing imbalance. In a number of areas this has led to the continued loss of family sized dwellings through conversion to smaller units, in other areas the continued development of large homes and a resulting lack of affordable starter units.

Option 2: Promoting a greater variety of homes across the city

The provision of residential accommodation in a variety of form and size to meet the needs of local areas in the provision of balanced and sustainable communities

The principle of a variety of provision is consistent with the Government's objectives expressed within Planning Policy Guidance note 3 – Housing, and would assist the delivery of more balanced and sustainable communities across the city. It provides a well considered and planned approach, encouraging or discouraging dwelling types in particular areas addressing issues of excessive imbalance and/or deprivation.

This option will support the provision of new housing development to reflect changing lifestyles, demographics, future smaller household size and form requirements (affordable, high quality design), whilst supporting some of our outer suburbs to accommodate a greater range of housing type. There will also be a need to promote and encourage alternative approaches to meeting housing need through for example shared ownership, co-operative and other intermediate housing schemes.

This option will also support the city council's ability to manage the accommodation needs of students. By dissuading further sub-division this will avoid the adverse social and environment impacts of over-concentration to the detriment of the amenities of the wider resident population.

The implication of this approach is that each area of the city would require

independent assessment to establish the form of development required to ensure a more balanced provision locally and across the city as a whole.






The following illustration identifies those parts of the city which would require a particular change in emphasis to mitigate existing limited type of housing provision.

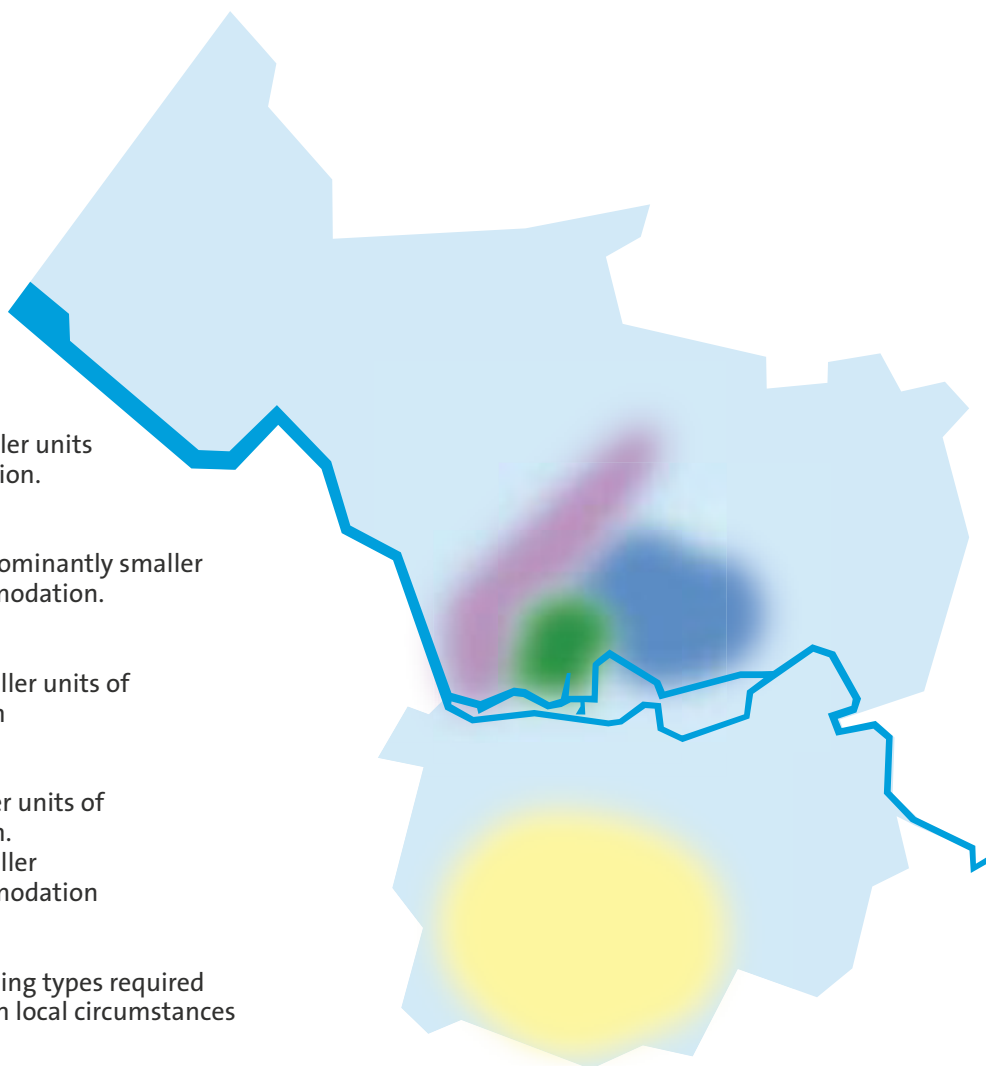
■ Which housing type option do you think should be used? **1, 2, or none?**

Do you have an alternative suggestion?

Please give your reasons.

Housing Type

-  City Centre
Encourage smaller units of accommodation.
-  Outer South
Encourage predominantly smaller units of accommodation.
-  Inner West
Discourage smaller units of accommodation
-  Inner East
Encourage larger units of accommodation.
Discourage smaller units of accommodation
-  Elsewhere
Balance of housing types required dependent upon local circumstances



Housing Policy Options - 3. Affordable Housing

Providing affordable homes can assist the Council meet its Community Strategy objectives:

- **A thriving economy:** New affordable homes will help sustain the economic growth and performance of the sub region (WOE Housing Study – DTZ 2004)
- **Learning and achievement:** New affordable homes for homeless families will help homeless children improve their educational attainment and attendance (Living in limbo - Shelter 2004; Million children campaign- Shelter 2007)
- **A high quality environment:** New affordable homes built to quality environmental and design standards will help the Council meet its sustainable development objectives (Housing Quality Strategy - Housing Corporation 2007)
- **Health and wellbeing:** New affordable homes will counter the BMA concern that: “ Poor accommodation and a poor general environment each contribute to the other’s negative impact on health”. (BMA -Building for the future 2003)
- **Balanced and sustainable communities:** “New affordable homes will contribute to the development of mixed communities with a much greater variety of housing type, size and tenure, and all of a quality that will attract and retain a genuine income spread”. (Ruth Kelly Chartered Institute of Housing Conference speech 2006)

Bristol’s net affordable housing need is 935 units per annum (18,700 over the plan period). This equates to 67% of Bristol’s housing requirement to 2026. However the Bristol Housing Land Availability Assessment (2006) and the Bristol City Council/Three Dragons Tool Kit (see www.bristol.gov.uk/bdf) suggests this percentage is not achievable without affecting the viability of the housing market. Therefore a series of options are suggested to secure the maximum affordable housing considered reasonable without affecting the fundamental viability of housing provision.

The West of England Housing need assessment indicates that a range of different sized affordable accommodation is required across the city. Area specific housing needs surveys have also highlighted the need for more family accommodation. In addition, to promote a more balanced range of affordable accommodation across the city, affordable homes to rent will be promoted in those areas with a deficiency of this type and in those areas where such affordable housing dominates, part ownership (intermediate affordable housing) will be promoted. The city council will negotiate such suitable types of affordable housing accordingly.

The provision of affordable homes is currently negotiated with developers on the basis of that a percentage of new units is provided in private residential developments of 15 units or more.

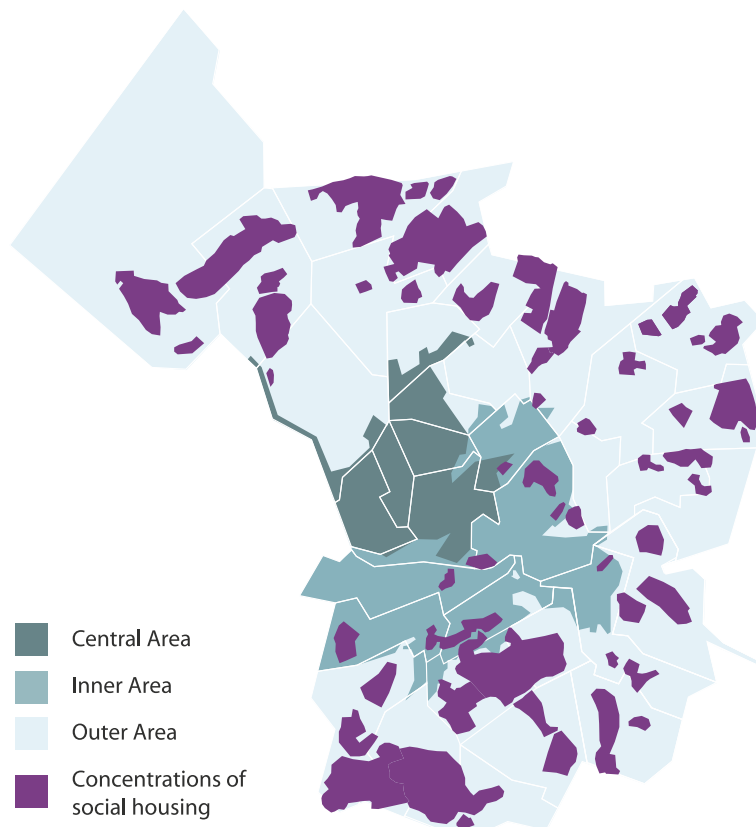
Alternative approaches to the calculation of affordable units have been suggested, for example use of a proportion of total floor space over a threshold. The City

Council is undertaking a review of the effectiveness of current affordable housing procedures following new Government advice in Planning Policy Statement 3 - Housing. This study will advise the city council whether adjustments to current practice are necessary and whether alternative methods of calculating affordable housing are appropriate. The Core Strategy Preferred Option paper will be able to include the implications of such new evidence. In the interim, your comments are sought on a variation on current practice.

Where developments of 15 new homes and over are proposed, the City Council, seeks that 30% of the units are provided as 'affordable' homes through a registered social landlord. The threshold of 15 will be brought into the Bristol Development Framework by inclusion in the Core Strategy in a core policy. The housing market will have recognised the City Councils' longstanding intention to reduce the threshold to 15 as expressed within the Proposed Alterations to the Local Plan, 2003.

At present there is no intention to reduce the threshold further, the percentage sought from new development could be increased in parts of the city where there is a particular need. The Bristol City Council / Three Dragons Toolkit has provided the City Council with a means of assessing how differing affordable housing percentages affect the viability of sites across the city.

An analysis has been undertaken of six recently developed sites to determine their capacity for affordable housing. The sites were located across the city within three defined property market areas. A range of scenarios was tested involving differing percentages (0% to 40%) and differing splits between affordable housing tenures. Assumptions were made on density and residential mix for each property market area. A further 12 undeveloped sites will be tested in 2007. This evidence has been used to consider the following scenarios.



Affordable Housing in Central Bristol Option 1 and 2

Site Size Thresholds: 15

Affordable Housing Level sought:
40% (option 1) or 30% (option 2)

(Where 15 or more new homes are proposed, 30% or 40% must be affordable).

The Bristol City Council / Three Dragons Toolkit has indicated that either of these levels of affordable housing could be secured without affecting the viability of development or affecting the normal level of other planning obligations expected.

If 30% of new private market housing in the City Centre were 'affordable', then approximately 180 additional new affordable homes would be provided. If the figure were 40% then some 240 additional new affordable homes would result.

The option is to remain with the existing 30% figure or to increase this to 40%.

■ Which affordable housing option do you think should be used in central Bristol?

Should the city council optimise the number of affordable housing units from new private market housing schemes by requiring 40% in the central area of the city? Option 1

Or

Should the Council continue to seek 30% to ensure the viability of marginal schemes is not affected and therefore the gross number of new housing is not compromised. Option 2

Do you have an alternative suggestion?

Please give your reasons.

Affordable Housing in Inner and Outer Areas of Bristol

Option 3 and 4:

Site size threshold: 15

Affordable housing level sought:
30%(Option 3) or 40% (Option 4)

Due to property values and the characteristics associated with new development in the inner and outer areas of the city, the Three Dragons study had indicated that, generally, seeking 30% affordable homes from new development of 15 new homes and over would not effect the fundamental viability of that development nor affect the normal level of other planning obligations expected. However 40% is likely to affect the viability of the scheme and therefore may inhibit sites coming forward for housing development and also reduce the potential for other planning obligations.

If 30% of new private market housing in the inner and outer areas of the city over the next 20 years were 'affordable', then approximately 1,800 additional new affordable homes would be provided. If the figure were 40% then some 2,600 additional new affordable homes would result.

■ **Which affordable housing option do you think should be used in inner and outer areas of Bristol?**

Should the city council optimise the number of affordable housing units from new private market housing schemes by requiring 40% in the central area of the city? Option 1

Or

Should the Council continue to seek 30% to ensure the viability of marginal schemes is not effected and therefore the gross number of new housing is not compromised. Option 2

Do you have an alternative suggestion?

Please give your reasons.

DEFINITION:

PPS3 Housing (November 2006) definition of Affordable housing:

‘Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should: Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision’.

Affordable housing – Variable requirements

Option 5

In addition to the above options, an additional approach could be:

To not require any further affordable homes in areas of the city where such housing currently dominates.

As an alternative private new residential developments of 15 and over would provide a financial sum to be spent in other parts of the city. This option would help rebalance the type of home available in all areas across the city but would also obviously mean that no further subsidised affordable homes would be built in those areas where local need may be greatest.

■ **Do you support the requirement for a financial contribution, to be spent elsewhere in the city, where the development site is in an area dominated by subsidised, affordable homes?**

Appendix A - BDF documents published to date

2005

SPD1 Tall Buildings - ADOPTED JANUARY 2005

LOCAL DEVELOPMENT SCHEME VERSION 1 MARCH 2005

SPD2 House Holders Development - ADOPTED OCTOBER 2005

SPD4 Planning Obligations - ADOPTED OCTOBER 2005

SPD6 Economic Benefits from New Developments - ADOPTED OCTOBER 2005

ANNUAL MONITORING REPORT DECEMBER 2005

2006

SPD5 Sustainable Design and Construction - ADOPTED FEBRUARY 2006

CORE STRATEGY SA SCOPING REPORT FEBRUARY 2006

LOCAL DEVELOPMENT SCHEME VERSION 2 MARCH 2006

SPD7 Archaeology and New Development - ADOPTED MARCH 2006

SPD8 Nelson Street - ADOPTED MARCH 2006

SPD3 Redcliffe - ADOPTED JULY 2006

SPD11 Bristol University - ADOPTED JULY 2006

CORE STRATEGY ISSUES PAPER NOVEMBER 2006

SPD10 St Pauls - ADOPTED DECEMBER 2006

ANNUAL MONITORING REPORT DECEMBER 2006

2007

LOCAL DEVELOPMENT SCHEME VERSION 3 MARCH 2007

CORE STRATEGY ISSUES AND OPTIONS PAPER JULY 2007

Appendix B - Existing centres identified on options maps



Glossary

Area Action Plan

A Development Plan Document for a specific geographical area.

Annual Monitoring Report

A report on the progress of the Local Development Scheme and the policies of the Local Development Framework.

The Development Plan

A development plan comprises the relevant Regional Spatial Strategy and the Development Plan Documents contained within the Local Development Framework.

Development Plan Document

A Local Development Document with significant weight in the determination of planning applications. Independent scrutiny is required before its adoption.

Local Development Framework (in this case Bristol Development Framework)

New local planning policy documents, which collectively will be replacing the Local Plan.

Local Development Document

The collective term for Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Scheme

A programme setting out the proposed documents within the Local Development Framework and the timetable for their production.

Local Strategic Partnership (in this case The Bristol Partnership)

Partnerships of stakeholders who develop ways of involving local people in shaping the future of their neighborhood in how services are provided. They are often single non-statutory, multi-agency bodies which aim to bring together locally the public, private, community and voluntary sectors.

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.

Planning and Compulsory Purchase Act, 2004

The Act which sets out the requirement to produce a Local Development Framework

Planning Policy Guidance Note

National planning guidance produced by the Government under the old planning system. These will be replaced by Planning Policy Statements.

Planning Policy Statement

National planning policy produced by the Government as part of the new planning system.

Planning Inspectorate

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

Regional Planning Body (RPB)

The SWRPB is one of the nine regional bodies in England, responsible for preparing Regional Spatial Strategies.

Regional Planning Guidance

Regional planning policy document produced under the old planning system.

Regional Spatial Strategy

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

Sustainability Appraisal

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

Statement of Community Involvement

A Local Development Document setting out how the Council intends to engage the community and stakeholders in the Local Development Framework and determination of planning applications.

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.

Supplementary Planning Document (SPD)

A Local Development Document that holds less weight than a Development Plan Document when determining planning applications an SPD provides additional guidance to development plan policies. It is not subject to an independent examination, but is subject to community and stakeholder involvement.