



West of England Joint Spatial Plan Bristol Local Plan Review Urban Potential Assessment

Published February 2018



Summary

Bristol has experienced sustained population growth since 2004 and has seen a high number of new homes completed over the same period. The vast majority of new homes delivered over this period have been on brownfield land, with only a small proportion being built on greenfield sites.

Bristol City Council has carried out a thorough urban potential assessment which has established the capacity of the urban area to deliver around a further 12,400 homes by 2036 on sites of ten or more dwellings. As well as a general citywide search for brownfield development potential, focused studies have been carried out of the potential from other sources of land, including safeguarded industrial land, undeveloped land, the conversion or redevelopment of city centre offices and higher density forms of development on existing Bristol Local Plan site allocations. The assessment was carried out over the period June 2015 to March 2016.

Based on consistent density assumptions and considered constraints analysis, Bristol's estimated capacity to accommodate new homes over the period to 2036 on sites of ten or more dwellings, above and beyond those already planned and forecast, is as follows:

Source	Approx potential homes
Main citywide site search	6,150
Potential from underused industrial land	1,500
Potential from undeveloped land	1,000
Potential from city centre office sites	2,150
Uplift of site allocations	1,600
Total	12,400

In addition to the baseline capacity set out above, a number of locations have been identified in which land with potential for new homes is highly clustered, where interventions could help to bring forward a considerable additional supply of new homes.

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1 Context

1.1 As part of the evidence base for the emerging West of England Joint Spatial Plan, Bristol City Council has carried out an urban potential assessment to determine the potential capacity in Bristol to deliver additional residential development over the period 2016 to 2036. The assessment will also support identification of development opportunities and the allocation of sites in the forthcoming review of the Bristol Local Plan. The assessment was carried out over the period June 2015 to March 2016.

1.2 The first sections of this report set out the national and local planning policy context and background trends that support the continued development of new homes in Bristol for urban living. Later sections of the report then set out the methodology of the urban potential assessment, its key findings and recommendations for the local plan review.

1.1 National and local planning policy

1.3 National planning policies and guidance have guided the approach to the urban potential assessment. The methods used have also been set in the context of the existing Bristol Local Plan, as explained below.

1.1.1 National Planning Policy Framework

1.4 Along with the national Planning Practice Guidance and other Government strategies and initiatives, the National Planning Policy Framework (NPPF) has a focus on making the most efficient use of land.

1.5 The efficient use of land is among the core planning principles of the NPPF¹. The reuse of previously developed (brownfield) land is prioritised provided that it is not of high environmental value. The NPPF states that planning should contribute to preserving and enhancing the natural environment and actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. This is echoed in the policies on climate change, which state that local planning authorities should plan for new development in locations and ways which reduce greenhouse gas emissions². Local planning authorities may consider setting a locally appropriate target for the use of brownfield land³. Promoting the reuse of brownfield land is also one of the purposes of protecting the Green Belt⁴.

1.6 Reflecting the priorities and approach of national planning policy, the potential for residential development on brownfield land has been considered through this urban potential assessment.

1.7 On a more specific point, the NPPF notes that residential development can play an important role in ensuring the vitality of centres⁵. Bristol's centres have been a major focus of the

¹ NPPF para.17

² NPPF para.95

³ NPPF para.111

⁴ NPPF para.80

⁵ NPPF para.23

site search set out in this urban potential assessment as they also tend to be among the locations better served by public transport, consistent with the core planning principles and other policies of the NPPF.

1.8 The NPPF also states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose⁶. As set out later in this report, the urban potential assessment has included a focused study in this area.

1.1.2 Housing white paper

1.9 The Government's housing white paper *Fixing our broken housing market*, published in February 2017, includes a number of proposals that support urban living. These include:

- Making more land available for homes in the right places, by maximising the contribution from brownfield and surplus public land;
- Making better use of land for housing by:
 - Making efficient use of land and avoid building homes at low densities where there is a shortage of land for meeting identified housing requirements;
 - Addressing the particular scope for higher-density housing in urban locations that are well served by public transport (such as around many railway stations); that provide scope to replace or build over low-density uses (such as retail warehouses, lock-ups and car parks); or where buildings can be extended upwards by using the 'airspace' above them;
 - Ensuring that the density and form of development reflect the character, accessibility and infrastructure capacity of an area, and the nature of local housing needs; and
 - Taking a flexible approach in adopting and applying policy and guidance that could inhibit these objectives in particular circumstances; for example, avoiding a rigid application of open space standards if there is adequate provision in the wider area.

1.10 The urban potential assessment is consistent with many of these proposals. The search has focused on previously developed land in areas that are well-served by public transport, and consideration has been given to the potential to replace existing low-density uses with new homes or build in the airspace above them. A range of density assumptions have been applied that reflect the characteristics and accessibility of different locations.

1.1.3 Permitted development rights

1.11 The Government is seeking to facilitate the conversion of existing non-residential buildings to increase the supply of housing and have consequently made several changes to permitted development rights over the last few years.

1.12 Most significant of these for Bristol has been the right to convert offices into residential dwellings without applying for full planning permission, which was introduced in 2013. This has significantly added to the supply of city centre dwellings in recent years. A further extension of permitted development rights to allow applicants to demolish offices to make way for housing has

⁶ NPPF para.22

yet to be put in place, although the Government have stated that they are still considering this option. Additional permitted development rights that have been introduced include changes of use from small-scale industrial and retail uses to residential use.

1.13 As part of this urban potential assessment, work has been undertaken looking at the potential opportunities for further new homes to come forward through the conversion or redevelopment of office buildings within Bristol City Centre.

1.1.4 Bristol Local Plan

1.14 The adopted Bristol Local Plan, which covers the period to 2026, supports the brownfield-first approach of the NPPF and is also reflected in this urban potential assessment.

1.15 The Bristol Core Strategy, adopted June 2011, proposed that 30,600 new homes (with a minimum target of 26,400 homes) would be delivered in Bristol between 2006 and 2026 and that these would be delivered primarily on previously developed land. At the time the Core Strategy was prepared, residential completions on previously developed land had exceeded 95% over the last ten years and it was expected that previously developed land would continue to play a significant role in meeting housing and other development requirements across the city. A minimum indicative net density of 50 dwellings per hectare was sought from new residential development with an indication that higher densities would be sought in and around the city centre, in or close to other centres and along or close to main public transport routes.

1.2 Background trends

1.16 Bristol has seen high levels of residential development in recent years and has experienced continued population growth. Reflecting national and local planning policy and also the nature of Bristol as a predominantly urban local authority area, the majority of this development has taken place on previously developed land.

1.2.1 Recent residential development

1.17 Following the 1999 publication of the Urban Task Force report *Towards an Urban Renaissance* and the resulting changes to national planning policy, Bristol experienced increased development of new homes which peaked at around 2,500 net additional homes a year immediately following the financial crisis in 2008. Since 2010, Bristol has delivered an average of around 1,500 net additional homes each year. The Mayor of Bristol has set out a commitment to build 2,000 new homes a year by 2020.

1.18 The net additional homes provided for each year over the period 1996-2017, which include deductions for the loss of existing dwellings, are as follows:

Year	Net additional homes provided
1996/97	773
1997/98	789
1998/99	771
1999/00	594
2000/01	601
2001/02	1,204
2002/03	1,189
2003/04	2,283
2004/05	2,082
2005/06	1,712
2006/07	2,052
2007/08	2,428
2008/09	2,574
2009/10	2,189
2010/11	1,739
2011/12	1,746
2012/13	878
2013/14	1,287
2014/15	1,454
2015/16	1,549
2016/17	1,994

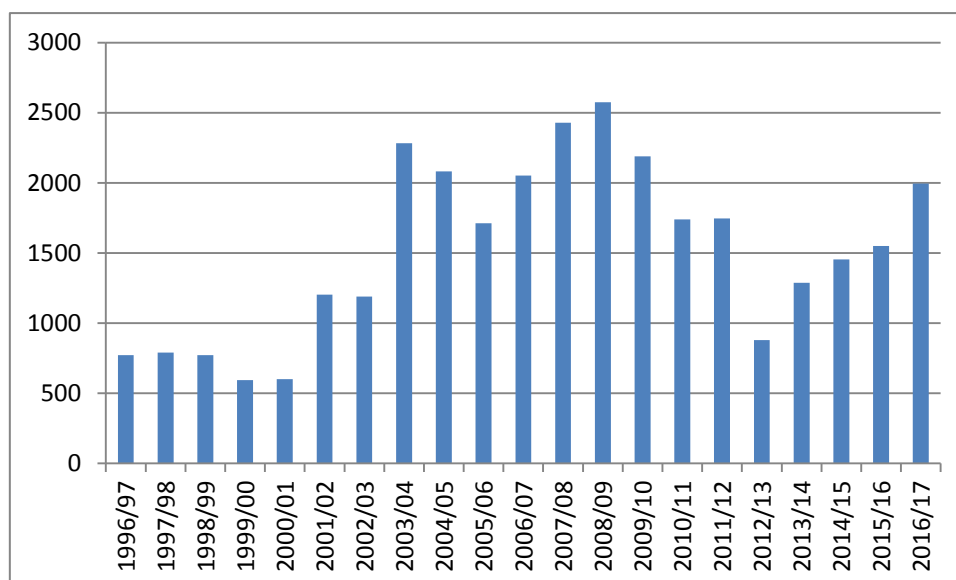


Fig.1: Net additional homes provided for the period 1996-2017

1.19 The figures show that, despite a dip in completions following the financial crisis, considerably more new homes are being built in Bristol each year compared to the late 1990s. The increasing trend since 2012, coupled with housing trajectory information, also suggests that yearly completions could yet return to their pre-2008 levels.

1.20 The table and graph below shows the gross new dwellings completed⁷ on previously developed or 'brownfield' land (PDL) and 'greenfield' land for the period 2001-2015⁸:

Year	Total new dwellings	PDL		Greenfield	
		No.	%	No.	%
2001/02	1,392	1,378	99.0%	14	1.0%
2002/03	1,356	1,342	99.0%	14	1.0%
2003/04	2,689	2,381	88.5%	308	11.5%
2004/05	2,482	2,323	93.6%	159	6.4%
2005/06	2,122	2,017	95.1%	105	5.0%
2006/07	2,614	2,526	96.6%	88	3.4%
2007/08	2,914	2,908	99.8%	6	0.2%
2008/09	2,972	2,914	98.0%	58	2.0%
2009/10	2,455	2,346	95.6%	109	4.4%
2010/11	1,912	1,729	90.4%	183	9.6%
2011/12	1,962	1,779	90.7%	183	9.3%
2012/13	1,046	885	84.6%	161	15.4%
2013/14	1,355	1,169	86.3%	186	13.7%
2014/15	1,552	1,176	75.8%	376	24.2%
Total 2001 to 2015	28,823	26,873	93.2%	1,950	6.8%
Total 2006 to 2015	18,782	17,432	92.8%	1,350	7.2%

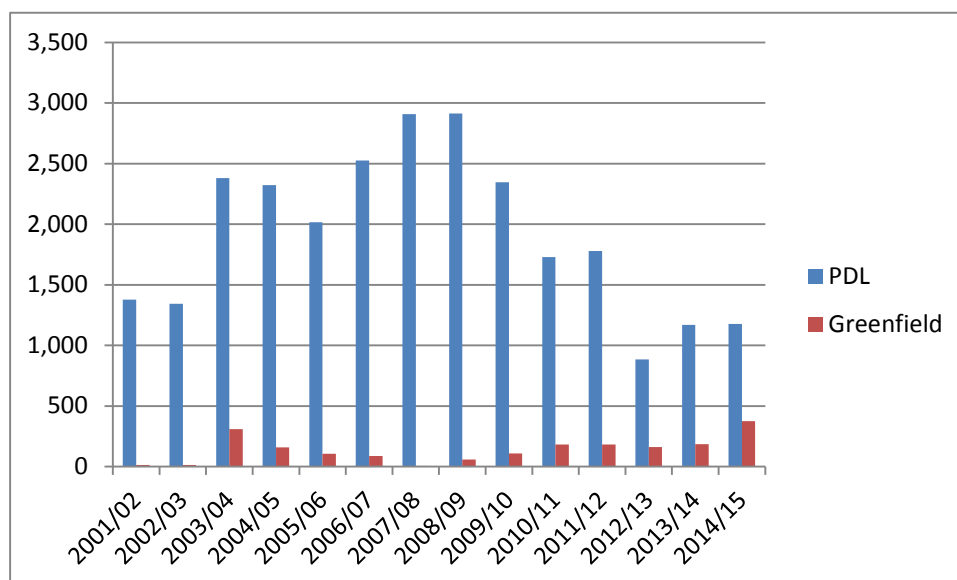


Fig. 2: Gross completions on previously developed and greenfield land

1.21 The percentage of greenfield development has remained low throughout this period with the exception of the year 2014/15, which saw 376 new homes developed on greenfield land. This was due to the residential development of three particularly large (for Bristol) greenfield sites, with garden land on small sites elsewhere in Bristol providing a more typical 100 homes.

⁷ Note that this represents the total number of dwelling completions before losses are taken into account, e.g. through the conversion of existing houses into flats.

⁸ Since June 2010, private residential gardens are no longer treated as brownfield land and are excluded from the definition of previously developed land in Annex 2 of the NPPF. This change has resulted in a slightly lower proportion of housing completions on previously developed land since 2010/11.

1.22 The recent trends in residential development support a continued emphasis on previously developed land in Bristol’s urban potential assessment. Based on recent completions it seems reasonable to expect that a high proportion of Bristol’s delivery will continue to come from previously developed land, with a small percentage of greenfield land coming forward when opportunities arise.

1.2.2 Densities

1.23 In recent years development densities in Bristol have been high. The average net density of housing completed on major sites (i.e. over 10 units) over the period 2006-2015 was approximately 100 dwellings per hectare (dph). For the same period an average of around 110 dph was achieved on previously developed land and around 45 dph was achieved on greenfield sites. As shown in the chart below, 88% of all completions exceeded the minimum indicative net density of 50 dph which is sought by Bristol Core Strategy Policy BCS20⁹. Nearly 60% of completions exceeded 100 dph, while 43% exceeded 200 dph.

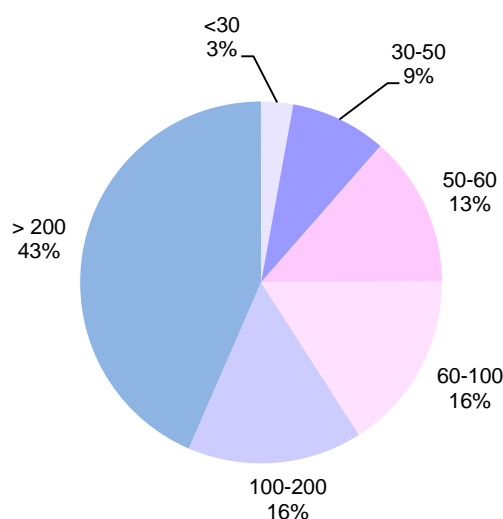


Fig. 3: Dwellings per hectare – net density of “major” site completions 2006-2015

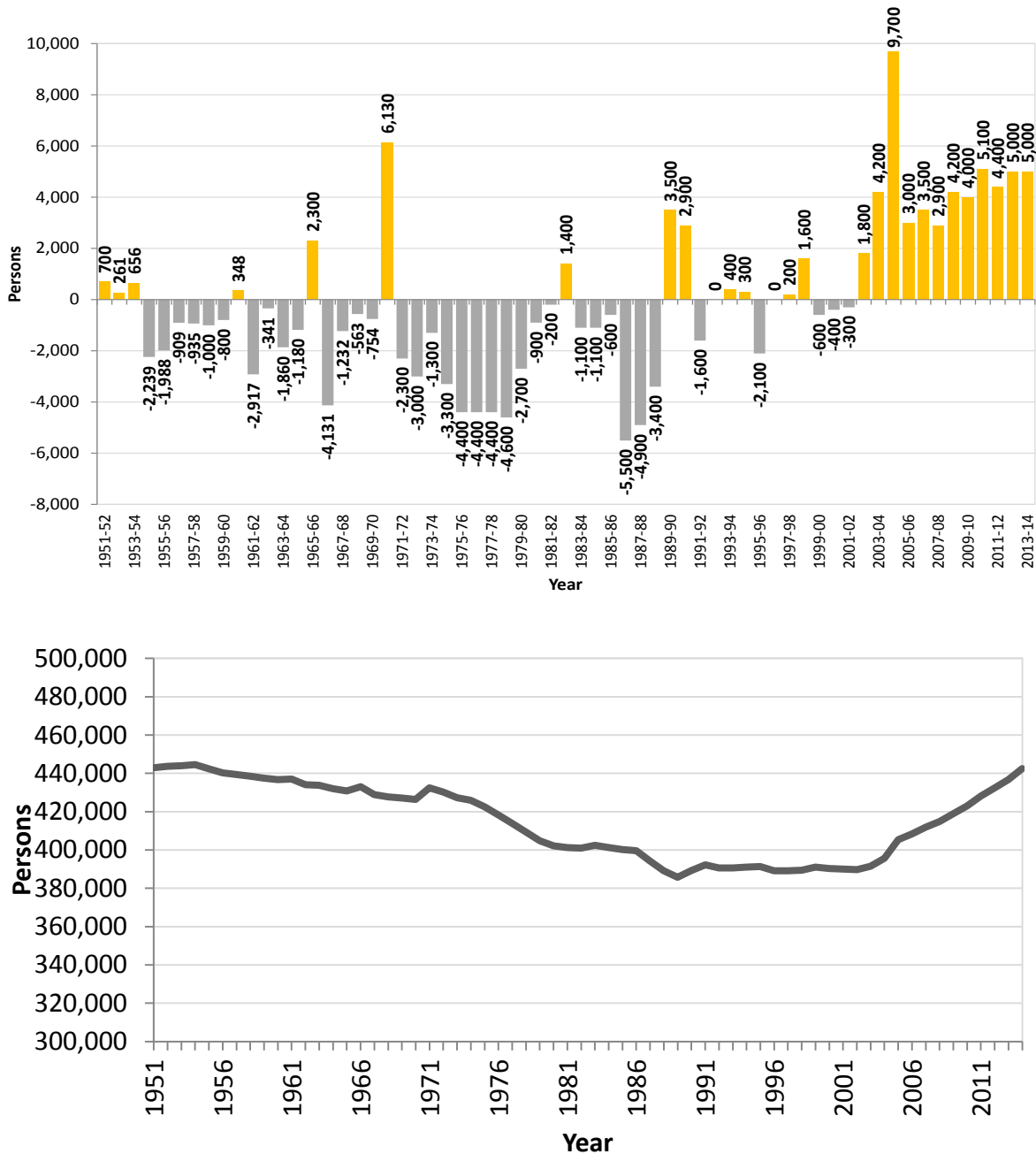
1.24 These trends in density reflect, to some extent, high delivery of new homes in central parts of Bristol where densities are naturally higher. However, examples of higher density development can also be found in outer urban locations, particularly around centres and main public transport corridors, and the relatively low delivery at densities below 60 dph since 2006 suggests that a range of different urban contexts within Bristol have proven able to sustain higher-density forms of development.

1.2.3 Population change in Bristol

1.25 The trends in the development of homes described above correspond to an underlying trend of population growth since the late 1990s/early 2000s.

⁹ Bristol Residential Development Survey 2015

1.26 The graphs below illustrate the annual population change in Bristol for the period 1951 to 2014. In common with other urban areas, the population of Bristol experienced a period of population decline in the post-war years. In 1951 Bristol's population is estimated to have stood at 442,954, but by 1989 it had dropped to 385,800. The city's population stabilised in the 1990s and then began to show sustained growth until, by 2014, it had risen to 442,474 and was on course to exceed its 1951 level for the first time. As such, while the recent growth in the city's population has been significant, the population has yet to substantially exceed levels that the city has sustained before.



Figs.4 & 5: Population change and trend 1951 to 2014¹⁰

¹⁰ ONS Mid-Year Estimates and 2014-based Sub-national Population Projections

1.2.4 Trends in sources of development land

1.2.4.1 Development on underused industrial land

1.27 The Bristol Local Plan designates Principal Industrial and Warehousing Areas (PIWAs) in areas of the city which contain industrial and warehousing uses (those uses falling within Use Classes B1(b), B1(c), B2, B8 and sui generis)¹¹. This designation has been effective in retaining industrial and warehousing uses in these areas. However, there have been a few cases in which the decision has been made to allow some residential development in PIWA locations. In addition, the adoption of the Site Allocations and Development Management Policies in July 2014 removed the PIWA designation from some sites that had previously been safeguarded as PIWAs in the 1997 Bristol Local Plan. These removals reflected changes in the occupancy and condition of the PIWAs at that time as well as significant elements of the spatial strategy set out in the Core Strategy (June 2011), which included the expansion of Bristol City Centre into parts of St. Philip's and St. Paul's.

1.28 From the period 2006-2015, a net total of 1163 homes were completed on land designated as PIWA in the 1997 Local Plan or 2014 Site Allocations. As at 31 March 2015, there were extant consents for a further 1361 homes on these PIWAs or former PIWAs¹².

1.29 The Economic Development Needs Assessment (EDNA) for the West of England¹³ shows a relative balance between supply and demand for industrial and warehousing floorspace across the sub-region. With this in mind, the EDNA suggests that the overall economic development needs of the area to 2036 can be met in the available developable employment space and that most existing employment allocations in the West of England could be retained.

1.30 Within Bristol, the EDNA identifies a small oversupply of industrial floorspace in both its medium and medium-high growth scenarios. It also identifies a small shortfall in warehousing floorspace in the city. However, it notes the shortfall can be met by development in other areas, most notably in the Avonmouth / Severnside area, where there is an oversupply.

1.31 The findings of the EDNA need to be read in the context of the NPPF, which states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Although it may be appropriate for many of Bristol's existing PIWAs to be retained, some appear to have experienced a decline in their attractiveness to the market and show vacancy, while others have experienced a shift towards community, leisure or other non-industrial uses. It may therefore be appropriate for a proportion of the city's PIWAs to have their designation reviewed and consideration given to their potential for other forms of development, including new homes.

1.32 Given the above, it would be appropriate for the urban potential assessment to consider the potential for some further releases of PIWA land through the Local Plan review as one of the sources of residential development in Bristol in the period to 2036.

¹¹ Site Allocations and Development Management Policies (July 2014) policy DM13

¹² Bristol Residential Development Survey 2015

¹³ West of England Economic Development Needs Assessment (November 2015)

1.2.4.2 *Development on undeveloped land*

1.33 The Bristol Local Plan safeguards around 2,570 hectares of undeveloped land variously as Important Open Space (IOS) and Avonmouth & Kingsweston Levels¹⁴. These designations have generally resulted in land remaining undeveloped. There have been a few cases where some residential development has been permitted on land previously designated as IOS. This is consistent with policy BCS9 of the Core Strategy (June 2011), which states:

'Some areas of open space may be released, through the development plan process, where:

- *They are no longer important for recreation, leisure and community use, townscape and landscape quality and visual amenity;*
- *Development of all or part of an open space would result in an improved urban form or an enhancement to existing open space areas.'*

1.34 The adoption of the Site Allocations and Development Management Policies in July 2014 reflected this by removing the IOS designation from some sites that had previously been designated as IOS in the 1997 Bristol Local Plan.

1.35 From the period 2006-2015, 380 of the 1,350 homes completed on greenfield sites during that period were built on land designated as important open space in the 1997 Bristol Local Plan. This equates to an average of 38 dwellings per year and a total use of open space of about 11 hectares.

1.36 In light of this Core Strategy position and evidence of past delivery on undeveloped land, it is appropriate for the urban potential assessment to consider that there is potential for the use of some further IOS land in the period to 2036, where it no longer needs to remain undeveloped. This potential would be addressed through the Local Plan review which will consider the designation of land and site specific allocations.

1.2.4.3 *City centre office sites*

1.37 Bristol has seen a number of developments in recent years involving conversion or redevelopment of office floorspace (especially in the city centre) as offices are changed to dwellings¹⁵. The introduction of temporary permitted development rights for the conversion of offices to residential uses in April 2013 accelerated that process, with some 1,130 new city centre homes permitted over the two-year period to March 2015 by this mechanism alone, with a further 274 homes permitted in other areas of Bristol. The temporary permitted development rights were made permanent from 6th April 2016. Following analysis of Bristol's remaining stock of city centre office buildings, undertaken as part of this urban potential assessment, it is considered that the trend for the change from older office floorspace to residential uses is likely to continue, either through permitted development mechanisms or through developments which require planning permission.

¹⁴ Site Allocations and Development Management Policies (July 2014) policies DM17-DM18

¹⁵ Bristol Business Survey Report 2015

2 Urban potential 2016-2036

2.1 Approach to assessment

2.1 The urban potential assessment consisted of four main phases of work:

- A citywide search for underused sites with potential for new homes, drawing on a number of sources;
- For each site found, analysis of its potential capacity for new homes and the likelihood of it coming forward as a developable and deliverable site by 2036;
- Additional focused reviews of designated industrial land, undeveloped land and city centre office sites; and
- Where sites were highly clustered, analysis of the potential to achieve increased numbers of new homes by uplifting densities and/or a comprehensive redevelopment approach.

2.2 These different strands of work are detailed in the sections below. The assessment was carried out over the period June 2015 to March 2016.

2.2 Capacity by source

2.2.1 Main citywide site search

2.2.1.1 Search method

2.3 The main citywide search for sites focused on designated town, district and local centres and rail corridors. Existing mapped and photographic information was used to find areas of underused land or buildings not already allocated for development by the Local Plan. Other potential sources of sites were considered, such as the National Land Use Database (NLUD) and sites previously considered for site allocations but not taken forward at the time. Consideration was also given to the potential from previously developed land in the Green Belt. Sites were identified that were potentially suitable for residential development.

2.4 The main site search did not include land designated by the Local Plan as industrial and warehousing land or important open space as these areas were being reviewed separately (see sections 2.2.2 and 2.2.3 below).

2.5 An assessment was then made of each site's likely availability for development, ranking sites into three broad categories:

- Sites that could come forward for development by 2036.
- Sites that could come forward for development by 2036 with further intervention, such as a process of land assembly or a strategic decision by a public body.
- Sites that represented an inefficient use of land but had no obvious prospect of coming forward for development by 2036, such as supermarket car parks.

2.6 These rankings would be used at a later stage to determine which sites would contribute to Bristol's urban potential.

2.2.1.2 Capacity analysis

2.7 In the first instance, site areas were discounted to take account of the area of each site likely to be required for the provision or retention of infrastructure such as roads. Based on the remaining effective site area, sites were then ascribed capacities having regard to certain density assumptions.

2.8 The density assumptions were defined with reference to Policy BCS20 of the Core Strategy and were based on three main areas:

- The city centre, as defined in the Bristol Local Plan;
- An 'inner' area, based on a 1,600 metre radius or 20-minute walk from the edge of the city centre;
- An 'outer' area, outside the inner area.

2.9 Within these main areas, 'priority' areas were defined for the most sustainable locations within a 400 metre radius or 5-minute walk of town, district and local centres or railway stations. The net densities assumed for these areas were as follows:

Area	Density (dph) ¹⁶
City centre	200
Inner Priority	120
Inner	100
Outer Priority	85
Outer	65

2.10 The net densities assumed for each area are consistent with those used previously by the council for the Site Allocations and Development Management Policies (July 2014).

2.2.1.3 Constraints analysis

2.11 The initial capacities identified for urban potential sites were then discounted to take account of heritage constraints and, where appropriate, the retention or re-provision of existing community facilities. Capacities were also discounted to take account of any existing or consented dwellings within the site area (as at March 2015). This was in order to avoid double-counting of dwellings that would be lost through redevelopment or were already planned for by the existing Local Plan. Since the purpose of the urban potential assessment was to find land potentially suitable for allocation for development, sites with a discounted capacity of fewer than ten homes were then omitted.

2.12 Account was taken of flood risk. Where sites lay entirely or partly within the high-risk Flood Zone 3, an appropriate proportion of the site's capacity was discounted. The capacities quoted in this urban potential assessment therefore represent an estimate of Bristol's capacity in the low to medium risk Flood Zones 1-2, avoiding Flood Zone 3.

¹⁶ Dwellings per hectare

2.13 An example of this process of site analysis is set out at Figure 7 below.

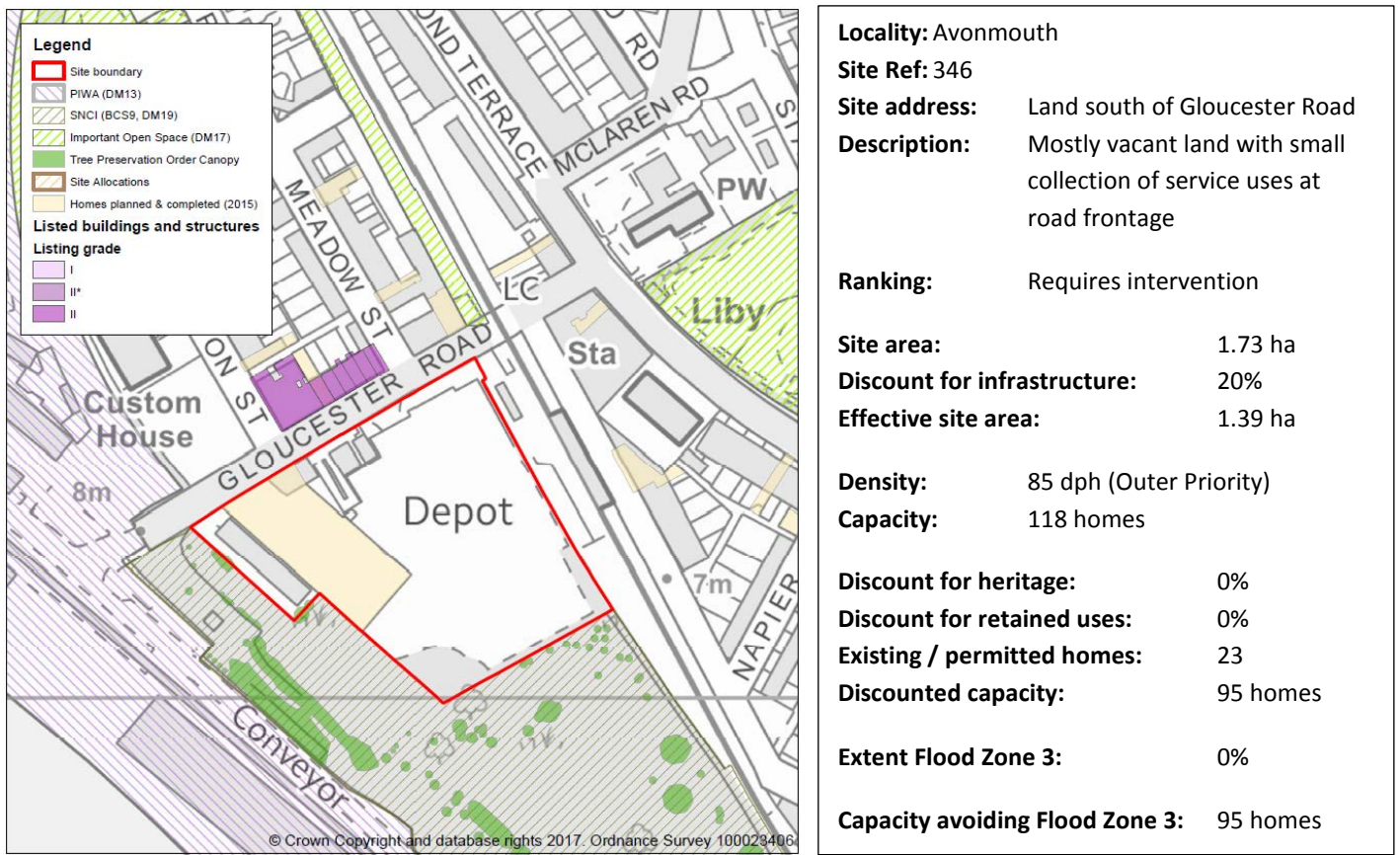


Fig. 6: Worked example of urban potential analysis

2.14 To determine whether each site should contribute to Bristol’s urban potential, account was taken of its likelihood ranking:

- The capacity of sites that could come forward for development on their own by 2036 was generally added in full to Bristol’s urban potential.
- A proportion of the capacity of sites that could come forward with further intervention was added to Bristol’s urban potential, based on an assessment of how much of the site was likely to come forward on its own.
- Sites with no obvious prospect of coming forward by 2036 were not added to Bristol’s urban potential.

2.2.1.4 Findings

2.15 The main citywide site search identified a total of 404 sites with the potential capacity for ten or more new homes, of which 128 could potentially come forward on their own by 2036, providing a combined capacity of around 4,350 homes. A further 171 sites were considered to require further intervention to come forward, from which a partial capacity of around 1,800 homes was included. A schedule of these sites is set out at Appendix A.

2.16 As per the search procedure, the sites tend to be clustered around town, district and local centres and public transport corridors. Although a high-level search was also carried out across the rest of the city, relatively few sites have been found in residential areas, which tend to present a

more coherent townscape with lower vacancy and fewer obvious opportunities for major development.

2.17 The total capacity included from this source is **6,150 homes**.

2.2.2 Review of underused industrial land

2.2.2.1 Assessment method

2.18 As part of the review of the current Local Plan, a separate study has been carried out as to whether sites currently designated as principal industrial and warehousing areas (PIWAs) should retain that designation. A separate report will be published setting out the methodology and findings of the PIWA review.

2.19 Sites identified for potential removal from the PIWA designation have been assessed for their suitability for residential development. Some sites offer potential suitability for residential development, while others do not due to their setting or likely continuation of existing non-industrial uses. Informed by this general assessment an estimate has been made of the likely capacity to emerge from land currently designated as PIWAs over the period to 2036.

2.2.2.2 Findings

2.20 The review identified around 50 sites for possible removal from PIWA designation, of which a number are considered to have development potential for ten or more new homes.

2.21 It is estimated that around **1,500 homes** could come from this source by 2036.

2.22 Industrial and warehousing areas outside of PIWAs were reviewed as part of the main citywide site search described above.

2.2.3 Review of undeveloped land

2.2.3.1 Assessment method

2.23 As part of the review of the current Local Plan and identification of Local Green Space, a separate study has been carried out as to whether sites currently designated as important open space (IOS) should retain that designation.

2.24 Sites identified for potential removal from the IOS designation have been assessed for their suitability for residential development. A small number of these sites are considered to have potential for residential development in the future. Informed by this general assessment an estimate has been made of the likely capacity to emerge from land currently designated as important open space over the period to 2036.

2.25 A focused study was also undertaken of potential from undeveloped land in areas currently designated as Green Belt where that designation is likely to change in light of the proposal in the emerging Joint Spatial Plan for 400 homes of 'non-strategic growth' in the south west Bristol area¹⁷, although in practice little additional potential has been found from this source.

¹⁷ West of England Joint Spatial Plan: Towards the Emerging Spatial Strategy Document (November 2016)

2.2.3.2 Findings

2.26 The initial review identified around 50 sites where it may be appropriate to remove the important open space designation. A small number of these are considered to offer development potential for ten or more new homes. The details of this analysis will be published by October 2018 as part of the consultation on the Bristol Local Plan review.

2.27 It is estimated that around **1,000 homes** could come from this source by 2036.

2.2.4 Review of city centre office buildings

2.2.4.1 Assessment method

2.28 As part of the urban potential assessment, work was undertaken looking at the potential opportunities for residential development through the conversion or redevelopment of office buildings within Bristol City Centre. Existing prior approvals for office conversions up to March 2015 were analysed to identify an average density of 100dph per floor. The city centre's existing office stock was then analysed to identify office buildings that were considered likely to undergo conversion to residential uses under permitted development rights or demolition and redevelopment for residential use by 2036.

2.29 Offices which were considered to be less desirable for continued office use for a variety of reasons (including age, location, physical condition and present occupancy) were ascribed a residential capacity in line with the average density identified.

2.2.4.2 Findings

2.30 The review identified around 100 existing purpose-built, unlisted office buildings that had not already undergone a change of use and were eligible for change of use under permitted development rights. Around half of these, focused mainly around Redcliffe and the Temple Quarter Enterprise Zone, were considered to be 'prime' offices that were not likely to come forward for residential conversion or redevelopment. The remainder were added to Bristol's residential capacity.

2.31 The total capacity included from this source is **2,150 homes**.

2.32 The study of prior approvals for office conversions up to March 2015 also revealed a number of prior approvals for sites outside the city centre, albeit generally for smaller office premises. There will likely continue to be an additional supply of new homes from this source. This additional supply will help to balance any shortfall in city centre office conversion or redevelopment should market forces slow the present trend.

2.2.5 Uplift of existing site allocations

2.33 The site allocations contained within the Site Allocations and Development Management Local Plan have been reviewed and an increase has been applied where appropriate to selected sites which do not already have planning permission. In particular, an allowance has been made for emerging work on spatial frameworks in the city centre and Hengrove Park areas, which are promoting higher levels of housing than those allocated in the Local Plan, as well as the potential for uplift on other city centre site allocations.

2.34 After deductions, the total capacity included from this source is **1,600 homes**.

2.3 Summary capacity

2.35 Across all sources, and assuming no additional intervention, Bristol's baseline capacity is as follows:

Source	Approx potential homes
Main citywide site search	6,150
Potential from underused industrial land	1,500
Potential from undeveloped land	1,000
Potential from city centre office sites	2,150
Uplift of site allocations	1,600
Total	12,400

2.4 Evidence of delivery

2.36 The urban potential assessment is based on assumptions about future development, which inevitably introduces elements of uncertainty. However, the time that has elapsed since the main site search was carried out has allowed the council to gather evidence that land identified in the urban potential assessment is already coming forward for redevelopment. Appendix B sets out a sample of urban potential sites that have been subject to planning applications for new homes since the 2015 housing trajectory on which much of the urban potential assessment was based.

2.37 A range of sizes and types of site have come forward. In some cases, the numbers of homes proposed have exceeded the capacities assumed as part of the urban potential assessment, while homes have also been proposed on several sites that were identified as requiring intervention to come forward. This evidence of delivery has helped to validate the findings of the urban potential assessment.

3 Additional sources of potential

3.1 Cluster analysis

3.1 Analysis of the distribution of sites identified through the urban potential assessment reveals distinct clusters of sites in a number of locations. Most significant of these are:

- Central Bedminster
- Lawrence Hill
- Parson Street
- Central Fishponds

3.1.1 Central Bedminster

3.2 The area around Bedminster Station is (at the time of drafting) subject to a development proposal, known as Bedminster Green, for around 800 homes, including around 200 in the redevelopment of St. Catherine's Place, granted planning permission in 2016, and around 600 on a number of other plots that have yet to obtain planning permission. These same plots, mapped and analysed as part of the citywide site search using standard density assumptions, produced a capacity of about 400 homes. The Bedminster Green proposal therefore represents an example of what a 50% uplift on the standard density assumptions used in the urban potential assessment might look like.

3.3 There may be potential to extend the proposed development approach west into an area around Sheene Road and Malago Road. This area, which is characterised by employment and service uses and partially safeguarded as industrial land, is not generally available for development at present, although a small amount of potential from industrial land can potentially be assumed in the Sheene Road area. This results in a modest baseline capacity, at an assumed 'inner priority' density of 120dph, of around 120 homes.

3.4 Increasing the density of urban potential sites in this area to a 'city centre' density of 200dph, more comparable to the densities proposed for Bedminster Green, would result in a limited uplift on the baseline capacity with an additional urban potential of about 80 homes.

3.5 However, reviewing the wider area of safeguarded industrial land and other sites around Sheene Road and undertaking a process of land assembly could reveal additional areas of development land. If progressed comprehensively, development in this area could provide an additional 300 to 650 homes above the baseline capacity of the area, depending on the extent of additional development land and the density proposed.

3.1.2 Lawrence Hill

3.6 The baseline capacity of this area, at an assumed 'inner priority' density of 120dph, is around 520 homes over a handful of sites dispersed around the area. This includes an allowance for the release of some land currently safeguarded as industrial land.

3.7 Given the very central location of the Lawrence Hill area, within walking distance of Bristol City Centre, and its extensive connections by cycle routes and public transport including both bus and rail, it may be appropriate to consider 'city centre' densities of 200dph across the area. This is

considered to add an additional urban potential of around 350 homes above the baseline capacity of the area.

3.8 However, Lawrence Hill offers considerable latent urban potential. Beyond the limited number of sites that are currently considered to offer potential for change by 2036, there is considerable additional capacity that could be brought forward with the right package of interventions. Reconfiguring the existing highway infrastructure around Lawrence Hill roundabout, reviewing the use of further safeguarded industrial land to either side of Lawrence Hill station and undertaking a process of land assembly could reveal considerable additional areas of development land. If progressed comprehensively, development in this area could provide an estimated additional 1,200 to 2,400 homes above the baseline capacity of the area, depending on the density proposed.

3.1.3 Parson Street

3.9 The Parson Street area straddles the inner priority and outer priority density areas, so the density assumed for sites in this area varies between 85dph and 120dph. The baseline capacity of the area, at these two densities, is around 200 homes, including an allowance for the potential development of a small amount of currently safeguarded industrial land and undeveloped land. In contrast to Central Bedminster and Lawrence Hill, the cluster of sites around Parson Street is more dispersed; the main cluster of sites is centred on Bedminster Down Road, Winterstoke Road and West Street, with a small number of additional sites further south.

3.10 Like Central Bedminster and Lawrence Hill, the Parson Street area is served by a strategic cycle route (the Malago Greenway) and both bus and rail services, and is a location where higher densities could be considered. It is estimated that increasing the whole cluster to an assumed 'inner priority' density of 120dph would yield an additional urban potential of around 40 homes above the baseline capacity of the area.

3.11 There is some latent urban potential in this area. It is estimated that a programme of land assembly around Bedminster Down Road and Winterstoke Road could increase the additional urban potential to around 100-150 homes above the baseline capacity of the area, depending on the density proposed.

3.1.4 Central Fishponds

3.12 The baseline capacity of this area, at an assumed 'outer priority' density of 85dph, is around 450 homes over a number of sites clustered around the southwestern half of the town centre. This includes a capacity of around 260 homes that could be achieved by development of an area of industrial land at Lodge Causeway and Parnall Road.

3.13 In contrast to Central Bedminster, Lawrence Hill and Parson Street, the Central Fishponds area is not served by a railway station, but in light of its active town centre and its connections by cycle routes and bus services, it may be appropriate to consider higher densities in this area. If 'inner priority' densities of 120dph across the area are used, it is estimated that this would add an additional urban potential of around 190 homes above the baseline capacity of the area.

3.14 Many of the sites in this area could potentially come available for development by 2036, but a package of land assembly in the Stoke View Road area combined with this increase in densities

could increase the urban potential of the area to around 260 homes above the baseline capacity of the area.

3.1.5 Delivery in cluster locations

3.15 The cluster analysis process demonstrates that there are areas of Bristol that could be pursued for higher levels of delivery than the urban potential assessment assumes. For best results, these tend to require some level of intervention such as changes to existing Local Plan policy designations and/or a process of land assembly, either by the local authority or a private developer.

3.16 In some cases, the potential for new homes could be significantly increased if these interventions were to take place. While it cannot be assumed that these additional homes will be delivered by 2036, they do demonstrate a considerable 'latent' capacity for new homes in Bristol that may help to support the delivery of the numbers of new homes suggested by the urban potential assessment over the course of the plan period.

3.2 Potential in other locations

3.17 There may also be potential for new homes in other locations that were not surveyed in detail as part of the urban potential assessment. The Cumberland Basin area, for example, already includes an allocation for development through the Bristol Central Area Plan and was not surveyed for additional sites as part of this assessment. However, the council's proposals for regeneration of the Western Harbour would reveal additional areas of development land through the reconfiguration of existing road infrastructure. This represents an additional source of potential above and beyond the capacity identified by this study.

4 Conclusions

4.1 The urban potential assessment found that there are still considerable areas of land within Bristol that are presently underused and could provide additional housing if redeveloped. During the course of the assessment, across all potential sources, over 800 new sites were considered that, if all fully developed for housing at standard density assumptions, could theoretically provide over 30,000 new homes.

4.2 However, while this capacity exists in theory, it does not take account of practical considerations such as the developability or deliverability of sites or the impact of existing constraints such as flood risk and heritage. This report has set out how a more realistic urban capacity of around 12,400 homes has been found through the assessment process described in section 3 above.

Source	Approx potential homes
Main citywide site search	6,150
Potential from underused industrial land	1,500
Potential from undeveloped land	1,000
Potential from city centre office sites	2,150
Uplift of site allocations	1,600
Total	12,400

4.3 Sites were identified across the whole city, but fewer underused sites were found in the north Bristol area. Consequently the greatest urban potential tends to be clustered in parts of south and east Bristol. As far as Bristol City Centre is concerned, there are relatively few underused sites that are not already allocated for development in the existing Local Plan, but the area makes a contribution to Bristol's urban potential through the potential conversion or redevelopment of existing office buildings to residential use. Aside from the conversion or redevelopment of offices, the greatest potential in the city centre arises from the uplift in the capacity of existing site allocations, an allowance for which has been made in the urban potential assessment. Other opportunities may exist, such as a larger development area than is currently allocated in the Cumberland Basin, but they have not been accounted for in the urban potential assessment due to the level of intervention required to bring them forward by 2036.

4.4 There is already evidence of sites identified in the urban potential assessment coming forward for redevelopment over the period since the main site search was carried out. In a number of cases, these planning applications have exceeded the capacities assumed as part of the urban potential assessment.

4.5 Additionally, the urban potential assessment has identified a considerable latent capacity in Bristol consisting of sites that appear to require intervention to come forward, or sites that could be redeveloped at higher densities than those presently assumed. This includes the cluster analysis, which demonstrates that hundreds or even thousands of additional homes, above Bristol's baseline capacity, could be brought forward with an appropriate package of interventions. Should any of the

land that currently comprises Bristol's urban potential fail to come forward, it would still be possible for an additional 12,400 homes to be delivered by 2036.

5 Recommendations for Local Plan Review

5.1 Spatial strategy

5.1 The Local Plan Review should set out a spatial strategy to bring forward the housing requirement to be set out in the Joint Spatial Plan, which is expected to be around 33,500 homes between 2016 and 2036. This should include the provision of around 12,400 new homes above and beyond those already planned and forecast, in keeping with the findings of the urban potential assessment.

5.2 The distribution of urban potential around Bristol identified by the assessment suggests that, while the strategy should encourage residential development on appropriate sites throughout the city, it should also highlight specific areas which would be a focus for the delivery of new homes, including:

- Areas where the urban potential has identified particular clusters of development opportunities, including areas associated with town and district centres;
- Bristol City Centre, taking account of the potential for conversion or redevelopment of existing offices to new homes.

5.3 To capture the additional potential, above and beyond the baseline capacity, that could be realised in some of these locations through an appropriate package of interventions, it is suggested that the Local Plan aspires to deliver, if possible, a higher number of homes than the target which will be set out in the Joint Spatial Plan if capacity and opportunity comes forward within the Plan period. This would be subject to securing infrastructure to support new homes but would demonstrate the Council's commitment to delivery of homes and securing the best use of land in the city. The approach would also set the tone and spatial direction for continuing development beyond the plan's end date of 2036.

5.2 Site allocations and opportunity areas

5.4 In cases where the availability for development of urban potential sites is more certain, it may be possible for sites to be allocated directly for development through the Local Plan Review. This would include information on the estimated number of homes and site considerations setting out some site specific principles about how the site should be developed.

5.5 Elsewhere, where a number of smaller sites and premises, either individually or in combination, have clear potential for residential development but where precise details such as ownership are not confirmed, a traditional site allocation may not be possible. However, it may be appropriate for the Local Plan review to explore the designation of 'opportunity areas' which promote residential development when land becomes available. Such designations could also seek to restrict development of other uses which might prevent residential development being implemented.

5.6 The urban potential assessment has identified that it may be possible to provide more homes at existing allocations than currently indicated in the Local Plan. It may be appropriate to explore policy options which could:

- Encourage higher levels of provision across all allocations – for example a suggested 10% increase at all allocations, subject to suitability
- Increase provision at specific locations where the opportunities may be greatest
- Resisting proposals which fall below the estimated levels set out in the Local Plan

5.7 It may also be appropriate to explore a policy approach which prevents housing allocations being used for other purposes unless there are exceptional circumstances.

Appendix A: Main citywide site search: Schedule of sites

The following tables set out the land identified through the main citywide site search that has contributed to Bristol’s urban potential. They do not include land that was assessed and then eliminated as having no obvious prospect of coming forward for development by 2036. They also do not include any land currently safeguarded as industrial land or open space.

The urban potential assessment is an analysis of potential capacity only, and does not purport to allocate sites for development. Site addresses are therefore not included at this stage. Specific sites that contribute to Bristol’s urban potential will be explored through forthcoming consultations on the Bristol Local Plan review.

Table A.1: Land that could come forward for development

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Ashton Gate	303	0.54	100	48
Ashton Gate	304	0.08	120	10
Ashton Gate	452	0.14	120	17
Avonmouth	343	0.16	65	7
Avonmouth	347	0.24	85	19
Barton Hill	399	0.16	100	16
Bedminster	162	0.55	120	13
Bedminster	195	0.83	120	90
Bedminster	196	1.84	120	192
Bedminster	197	1.17	120	84
Bedminster	200	0.17	120	21
Bedminster	202	0.77	120	79
Bedminster	262	0.20	85	17
Bedminster	290	0.09	120	11
Bedminster	291	0.22	120	22
Bedminster	296	0.10	120	12
Bedminster	297	0.15	120	18

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Bedminster	299	0.30	120	29
Bedminster	300	0.13	120	16
Bedminster Down	19	0.70	65	37
Bedminster Down	98	0.52	65	3
Bedminster Down	295	0.90	65	44
Bedminster Down	500	0.13	65	7
Bishopston	224	0.09	120	11
Bishopsworth	384	0.84	85	47
Bower Ashton	263	1.95	100	146
Brentry	364	0.30	85	18
Brislington	16	1.85	65	108
Brislington	499	5.06	65	263
Broom Hill	15	1.93	65	85
Broom Hill	150	0.26	85	22
Chester Park	446	0.20	85	17
Clifton	204	0.10	120	12
Clifton	248	0.77	120	79
Cotham	247	0.29	120	26
Cotham	328	0.34	120	16
Cotham	329	0.59	120	35
Cotham	330	0.16	120	13
Crew's Hole	274	0.15	85	13
Easton	312	0.09	120	11
Easton	313	0.16	120	19
Easton	316	0.09	120	11
Easton	321	0.10	120	11
Easton	404	0.13	120	15
Easton	465	0.17	120	20

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Easton	466	0.51	120	58
Eastville	37	0.33	100	24
Eastville	102	0.16	100	16
Eastville	255	1.84	120	187
Eastville	258	0.51	100	44
Eastville	259	0.30	100	27
Eastville	320	0.13	120	15
Eastville	323	0.16	120	19
Fishponds	205	0.26	85	20
Fishponds	208	0.34	85	25
Fishponds	209	0.15	85	13
Fishponds	210	0.38	85	32
Fishponds	211	0.40	85	26
Fishponds	212	0.80	85	58
Fishponds	220	0.31	85	23
Fishponds	221	0.20	85	17
Frenchay	21	1.62	65	89
Hartcliffe	99	0.30	65	20
Hartcliffe	100	0.20	65	13
Hartcliffe	498	0.49	65	32
Henbury	25	0.49	85	23
Henbury	27	0.57	85	39
Highridge	101	0.13	85	11
Highridge	371	0.20	65	13
Horfield	104	0.29	85	12
Horfield	227	1.99	85	144
Inn's Court	47	0.27	65	16
Knowle Park	369	0.21	85	11

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Lawrence Weston	455	0.27	85	14
Lawrence Weston	456	0.44	85	20
Lawrence Weston	457	0.38	85	30
Lawrence Weston	458	0.63	85	54
Lawrence Weston	459	0.49	85	40
Lawrence Weston	460	0.42	85	32
Lawrence Weston	461	0.35	85	28
Lawrence Weston	481	0.38	85	24
Lockleaze	166	0.36	65	12
Lockleaze	276	0.71	85	39
Lockleaze	353	0.16	85	14
Lockleaze	354	1.36	85	109
Lockleaze	355	0.86	85	59
Lockleaze	356	0.45	85	36
Lockleaze	359	0.15	85	12
Moorfields	185	0.36	120	23
Moorfields	186	0.14	120	17
Old Market	280	0.41	200	78
Old Market	463	0.10	200	20
Old Market	477	0.06	200	11
Old Market	490	0.22	200	40
Redland	327	0.17	120	21
Rose Green	277	0.87	65	45
Rose Green	278	0.20	65	13
Russell Town	310	0.12	120	13
Sea Mills	40	0.44	85	26
Sea Mills	337	0.73	85	47
Shirehampton	230	0.27	85	23

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Shirehampton	273	1.72	65	28
Shirehampton	341	0.16	85	14
Sneyd Park	339	0.55	65	29
Southmead	30	0.82	65	37
Southmead	257	0.19	85	16
Southmead	422	0.47	85	32
Southmead	424	0.82	85	60
Southmead	425	0.17	85	15
Southville	203	0.11	120	13
Southville	400	0.16	120	20
St. Anne's	151	0.23	85	20
St. George	251	0.09	120	11
St. George	288	0.27	120	23
St. George	367	0.25	65	16
St. George	370	0.21	65	13
St. George	403	0.15	120	18
St. Jude's	467	0.14	120	17
St. Paul's	105	0.10	200	20
St. Paul's	149	0.40	200	64
St. Paul's	475	0.06	200	12
St. Paul's	476	0.06	200	11
St. Philip's	401	0.10	200	20
St. Werburgh's	372	0.17	100	7
Stapleton	33	0.29	65	17
Stockwood	430	0.46	85	37
Totterdown	440	0.14	120	17
Totterdown	441	0.13	120	13
West End	484	0.05	200	11

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting
Whitchurch	289	0.45	85	18
Withywood	397	0.17	85	15

Table A.2: Land that could come forward for development with further intervention

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Arno's Vale	41	0.80	120	72	0	0
Ashton Gate	154	1.45	120	44	0	0
Ashton Gate	156	0.79	120	47	0	0
Ashton Gate	305	1.39	120	134	0	0
Ashton Vale	495	0.34	65	22	0	0
Avonmouth	285	0.15	85	4	100	4
Avonmouth	345	0.17	85	6	100	6
Avonmouth	346	1.73	85	95	100	95
Avonmouth	348	2.33	85	168	0	0
Barton Hill	311	0.25	120	13	30	4
Bedminster	36	0.51	100	40	50	20
Bedminster	152	0.17	120	21	0	0
Bedminster	194	0.27	120	30	100	30
Bedminster	198	0.10	120	4	100	4
Bedminster	199	0.17	120	20	0	0
Bedminster	201	0.46	120	50	25	13
Bedminster	261	0.24	85	20	100	20
Bedminster	292	0.15	85	13	100	13
Bedminster	293	0.89	120	96	0	0
Bedminster	294	0.31	120	22	100	22
Bedminster	298	0.15	120	16	100	16

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Bedminster	496	0.20	120	21	100	21
Bedminster Down	260	0.24	85	20	0	0
Bedminster Down	504	2.03	65	106	0	0
Bishopston	226	1.24	120	127	100	127
Bishopsworth	378	0.43	85	27	100	27
Bishopsworth	379	0.65	85	31	0	0
Bishopsworth	380	0.33	85	22	0	0
Bishopsworth	381	0.25	85	11	0	0
Bishopsworth	382	0.39	85	24	100	24
Bower Ashton	20	1.26	65	70	0	0
Brislington	17	2.17	65	120	0	0
Brislington	385	0.69	85	43	0	0
Brislington	386	0.96	85	24	0	0
Brislington	387	0.83	85	67	0	0
Brislington	388	0.25	85	1	100	1
Brislington	391	0.13	85	11	0	0
Brislington	417	0.14	85	12	0	0
Brislington	419	0.72	85	49	0	0
Broom Hill	393	0.34	85	20	0	0
Chester Park	448	0.14	85	12	0	0
Clifton	249	1.49	200	152	0	0
Clifton	287	0.31	120	31	0	0
Clifton	334	0.19	120	22	0	0
Clifton	335	0.30	120	27	0	0
Clifton	336	0.15	120	17	30	5
Cotham	250	0.27	120	26	100	26
Cotham	326	0.21	120	24	100	24
Easton	157	0.87	120	73	0	0

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Easton	158	2.45	120	88	0	0
Easton	159	2.01	120	48	0	0
Easton	160	1.13	120	54	0	0
Easton	314	0.55	120	53	100	53
Easton	315	0.31	120	30	100	30
Easton	317	0.22	120	25	100	25
Easton	318	0.11	120	11	0	0
Eastville	279	0.37	120	22	0	0
Eastville	322	0.19	120	21	0	0
Filwood Park	405	0.14	85	11	0	0
Filwood Park	406	0.57	85	33	0	0
Fishponds	206	0.14	85	12	0	0
Fishponds	207	0.15	85	11	100	11
Fishponds	217	0.17	85	14	100	14
Fishponds	219	0.28	85	24	0	0
Hartcliffe	13	0.87	65	48	0	0
Hartcliffe	161	1.39	85	30	0	0
Hartcliffe	171	0.89	85	15	0	0
Hartcliffe	474	0.25	65	16	0	0
Henbury	23	0.53	85	38	0	0
Henbury	28	0.54	85	33	0	0
Henbury	29	0.32	85	18	0	0
Henbury	163	0.26	65	17	0	0
Henbury	164	1.49	85	63	0	0
Henbury	360	0.29	65	19	0	0
Henbury	361	0.34	85	26	0	0
Henbury	362	0.28	85	14	50	7
Henbury	402	0.14	85	12	0	0

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Henbury	444	0.27	85	17	0	0
Henbury	445	0.22	85	19	0	0
Hengrove	472	0.24	85	16	0	0
Highridge	14	0.86	65	42	0	0
Hillfields	447	0.20	85	17	100	17
Horfield	32	1.42	85	109	0	0
Horfield	270	1.55	65	91	100	91
Horfield	350	1.26	65	70	100	70
Horfield	351	0.26	65	13	0	0
Horfield	352	0.52	65	27	100	27
Horfield	368	0.24	85	20	0	0
Horfield	494	3.25	120	312	0	0
Hotwells	483	0.08	200	4	100	4
Inn's Court	46	0.47	65	19	100	19
Knowle	239	0.26	120	25	100	25
Lawrence Hill	253	5.29	120	412	0	0
Lawrence Hill	307	0.25	120	26	0	0
Lawrence Hill	308	0.41	120	40	100	40
Lawrence Weston	22	0.55	65	20	100	20
Lawrence Weston	24	0.56	65	29	0	0
Lawrence Weston	454	0.23	85	16	0	0
Lockleaze	349	0.54	100	44	80	35
Lockleaze	357	0.23	85	20	30	6
Lockleaze	358	0.12	85	11	50	5
Montpelier	222	0.91	120	53	0	0
Montpelier	411	0.17	120	21	100	21
Montpelier	412	0.10	120	12	0	0
Montpelier	413	0.13	120	16	0	0

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Moorfields	187	0.76	120	77	50	38
Old Market	281	0.43	200	82	100	82
Old Market	398	0.17	200	33	100	33
Old Market	449	0.17	200	31	100	31
Old Market	464	0.08	200	16	100	16
Redcliffe	450	0.10	200	20	0	0
Redfield	188	0.16	120	13	100	13
Redfield	190	0.23	120	27	0	0
Redland	331	0.08	120	10	0	0
Redland	394	0.12	120	15	0	0
Redland	395	0.10	120	13	0	0
Sea Mills	275	0.82	85	59	100	59
Sea Mills	284	0.57	65	30	50	15
Shirehampton	31	0.63	65	28	100	28
Shirehampton	153	0.38	85	24	0	0
Shirehampton	165	0.94	85	16	0	0
Shirehampton	231	0.15	85	13	100	13
Shirehampton	234	0.19	85	16	40	7
Shirehampton	340	0.81	85	55	0	0
Southmead	420	0.31	85	24	100	24
Southmead	421	0.68	85	46	50	23
Southmead	423	0.19	85	16	100	16
Southmead	426	0.21	85	18	0	0
Southmead	442	0.30	85	17	100	17
Southmead	443	0.16	85	11	0	0
Southville	193	0.09	120	11	100	11
Spike Island	485	0.85	200	75	0	0
Spike Island	486	0.70	200	111	0	0

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Spike Island	487	0.27	200	49	0	0
St. Agnes'	376	0.16	120	19	100	19
St. Anne's	416	0.17	120	20	0	0
St. George	42	0.55	65	19	100	19
St. George	43	0.50	65	28	0	0
St. Michael's	482	0.11	200	22	0	0
St. Paul's	103	0.27	200	44	100	44
St. Paul's	478	0.07	200	13	100	13
St. Paul's	479	0.06	200	12	50	6
St. Philip's	272	1.87	200	337	0	0
St. Philip's	282	0.17	200	31	0	0
St. Philip's	366	0.22	200	39	100	39
St. Philip's	489	0.06	200	13	100	13
St. Philip's Marsh	1	3.67	100	263	0	0
St. Philip's Marsh	491	2.00	200	3	0	0
St. Philip's Marsh	492	0.20	120	11	0	0
St. Werburgh's	256	2.93	120	282	0	0
St. Werburgh's	374	0.34	120	37	100	37
St. Werburgh's	375	0.39	120	38	0	0
St. Werburgh's	409	0.13	120	16	50	8
St. Werburgh's	410	0.35	120	22	70	15
Stockwood	53	0.64	85	34	0	0
Stockwood	431	0.78	85	63	0	0
Stockwood	432	0.41	85	23	0	0
Stockwood	434	0.26	85	22	0	0
Stockwood	435	0.23	85	20	0	0
Totterdown	268	0.22	120	27	0	0
Totterdown	269	0.13	120	15	0	0

Locality	Id	Area (hectares)	Assumed density (dph)	Capacity after discounting	Percentage included	Capacity included
Two Mile Hill	235	0.56	85	27	30	8
Two Mile Hill	236	0.22	85	19	80	15
Two Mile Hill	237	0.81	85	58	30	18
Two Mile Hill	238	0.33	85	25	50	13
Tyndall's Park	428	0.10	200	20	100	20
Tyndall's Park	429	0.10	200	19	0	0
Westbury-on-Trym	241	0.24	85	21	0	0
Westbury-on-Trym	242	0.23	85	19	100	19
Westbury-on-Trym	244	0.30	85	22	100	22
Withywood	383	0.48	85	34	0	0
Withywood	414	0.18	85	16	100	16

Appendix B: Consents on urban potential sites

The following table sets out a sample of urban potential sites on which planning permission for new homes has been obtained or sought since March 2015, as set out in section 2.4 of this report. This list is not intended to be definitive or comprehensive and is included for illustrative purposes only.

Locality	Application Ref.	Address	Urban potential	Proposal	Total proposed	Status	Notes
Lawrence Weston	15/03308/F	Site Of 3-8 Deans Mead	30 homes	Development of 2no. four bed houses and 4no. three bed houses	6 homes	Granted	App site makes up the most developable part of an urban potential site that also incorporates two retained dwellings and a substation. Development at this density and form means the site will not achieve the identified capacity.
Cotham	15/05462/F	20 Sydenham Lane Bristol BS6 5SQ	16 homes	Proposed two storey 3no. bedroom mews style house off of Sydenham Lane.	1 home	Granted	App site is one plot of an incremental mews development containing 7 existing dwellings and a number of potential plots. Development at this density would be consistent with the identified capacity.
Clifton	15/05845/P	98A Kings Parade Avenue Bristol BS8 2RE	17 homes Requires intervention	Proposed single dwelling house to rear of 98A Whiteladies Road.	1 home	Granted	App site is part of a wider site that could come forward without prejudicing the rest. Development at this density would approach the identified capacity.

Old Market	15/06483/F	Land On West Side Of 95 Jacob Street Bristol	78 homes	Conversion of three existing buildings to commercial use. Demolition of all other buildings and erection of new buildings to provide student accommodation and residential dwellings with associated landscaping, parking and access arrangements, including the relocation of Hawkins Street, creation of a public park to the rear of One Temple Way, and associated works.	48 homes 204 student beds	Granted	App proposal includes 48 residential units but also 156 cluster flat student bedrooms and 46 postgraduate studios. Development at this density would substantially exceed the identified capacity if student housing is counted.
Southmead	16/00366/F	Rear Of 339 To 343 Southmead Road	15 homes Requires intervention	Erect a two storey building to provide 6 no. self-contained flats.	6 homes	Granted	App site is part of a wider site that could come forward without prejudicing the rest. Development at this density would be consistent with the identified capacity.
Easton	16/01073/X	Land opposite 24-27 Fox Road	10 homes Requires intervention	Erection of 3 x 2 bed family dwellings.	3 homes	Granted	App site is the central part of a wider with three parts. An existing planning permission has already been discounted from capacity. Development at this density may limit the potential of the wider site to deliver the identified capacity.
Cotham	16/01647/F 17/04609/F	6 Sydenham Road Cotham Bristol BS6 5SH (Two alternative schemes)	16 homes	Construction of 2 mews houses at the rear of 6 Sydenham Road (with access from Sydenham Lane). Construction of 4no. new build flats at the rear of 6 Sydenham Road, facing Sydenham Lane	2 homes 4 homes	Granted Pending	App site is one plot of an incremental mews development containing 7 existing dwellings and a number of potential plots. Development at these densities would exceed the identified capacity.

Bishops-worth	16/02702/F	United Reformed Church Church Road Bishopsworth Bristol	23 homes Requires intervention	Proposed erection of 5.no two storey 3 bedroomed single dwellings (Two pairs of semi-detached properties and one detached house) each with parking and associated landscaping and refuse /recycling areas. Removal of existing modern red brick hall building. Vehicular access via Fernsteed Road.	11 homes	Granted	App site is a large part of a wider site that could come forward on its own. Although it would enable the rest to proceed, the loss of the opportunity for a comprehensive approach could positively or negatively affect the likelihood of the remainder coming forward. Development at this density would fall short of the identified capacity, although a higher density form of development on the remainder would start to approach it.
	16/02734/F			Conversion and extension of existing church building to form 5. No 2 bedroom flats and a single storey extension at rear to form 1.no self contained 1 bedroom flat, with associated parking.		Granted	
Bedminster	16/03062/F	Land on Corner Of Herbert Street and Catherine Mead Street Bristol	3 homes (11 including Flood Zone 3) Requires intervention	Construct 2 storey block with 10no flats and associated access.	10 homes	With-drawn	App site is most of a wider site that could come forward leaving only small areas behind. Development of 10 homes would be consistent with the identified capacity.
	17/00305/F			Erection of two blocks of terraced houses containing 6no. two-bedroom houses.	6 homes	Granted	App for 10 homes was withdrawn pending further on flood risk work. Reduced scheme for 6 homes approved. Development of 6 homes would fall short of the identified capacity.

Brislington	16/03650/F	56 Bristol Hill Bristol BS4 5AB	43 homes Requires intervention	Change of use of ground floor of detached building to residential and its combination with the existing lawful residential accommodation above to form a single unit of residential accommodation.	1 home	Granted	App site is a very small part of a wider site. The app site could present challenges to a comprehensive redevelopment scheme.
Bedminster	16/05074/F	Land And Buildings On The North East Side Of Philip Street. Behind 94-96 Bedminster Parade Bedminster Bristol	30 homes Requires intervention	Construct 8 no apartments.	8 homes	Refused	App site is part of a wider site that could come forward without prejudicing the rest. Development at this density could substantially exceed the identified capacity. Refused due to scale and intensity.
St. Werburgh's	15/05530/P	31-45 Lower Ashley Road St Pauls Bristol BS2 9PZ	37 homes Requires intervention	Outline planning application for proposed removal of existing single storey office building and provision of four storey mixed used development, comprising office areas to ground floor and student accommodation above. (Major application) [Officer report indicates 60 bedspaces]	60 student beds	Granted	App site is part of a wider site that could come forward without prejudicing the rest. Development at this density could substantially exceed the identified capacity.
Bedminster Down	16/05216/F	36 Bridgwater Road Bristol BS13 7AS	36 homes	Change of use from farm buildings to 2x 2 bed 1x 3 bed (C3) dwellings and 1x 5 bed (C3) dwellings with integral garage with the retention of a fourth building as storage.	4 homes	Granted	App site is most of a wider site (a brownfield site in the Green Belt), the rest of which could not come forward independently. Development at this density would fall well short of the identified capacity.

Bedminster	16/05399/F	54 West Street Bedminster Bristol BS3 3LH	16 homes	Demolition of workshop and erection of 3 x 3 storey houses and 3 storey block containing 4 flats with associated external works.	7 homes	Granted	App sites combined represent the whole urban potential site. Development at this density would approach the identified capacity.
	17/01020/F	53-55 British Road Bristol BS3 3BT		Change of use of the site from B2 (General Industrial) to C3 (Residential). Refurbishment of existing converted school building, demolition of ancillary buildings and erection of a part two/part three storey building to provide 8 new homes (5 houses, 1 maisonette, 2 apartments), with associated car and cycle parking, storage and access off British Road	8 homes	With- drawn	First application for rear site withdrawn over concerns regarding scale, massing, liveability and overbearing impact.
	17/04305/F	53-55 British Road Bristol BS3 3BT		Change of use of the site from B2 to C3 to create 6 new dwellings. Refurbishment of existing converted school building and demolition of ancillary buildings, with associated car parking, secure cycle storage and access off British Road.	6 homes	Granted	

St. Agnes'	16/05766/F	Site At Junction Of Lower Ashley Road/Tudor Road St Agnes Bristol	18 homes Requires intervention	Construction of nine terraced houses, with access off Tudor Road.	9 homes	With-drawn	App site represents the most developable part of a larger site. The remainder would be unlikely to come forward on its own. Development at either of these densities would fall short of the identified capacity.
	17/04905/F	(Two alternative schemes)		Construction of 5 terrace houses and associated infrastructure and engineering works with access off Tudor Road.	5 homes	Granted	
Westbury-on-Trym	16/06563/F	Land To The Rear 57-59 High Street Westbury Bristol BS9 3ED	21 homes Requires intervention	Erection of detached dwelling.	1 home	Granted	App site represents a small parcel of a wider site that also controls one of its main access points. Development to this layout would fragment the site, to the detriment of any potential for a comprehensive mews style development, although opportunities for some further infill would remain.
St. Paul's	17/00404/F	28-36 Wilder Street Bristol BS2 8QS	11 homes	Demolition of existing garage premises followed by construction of 3no. 3 bedroom, 4no. 2 bedroom and 2no. 1 bedroom dwellings and 255 square metres of employment space.	9 homes	With-drawn	Development at this density would approach the capacity identified.
	17/04806/F			Demolition of existing garage premises followed by construction of 3 No. three-bedroom, 4 No. two-bedroom and 2 No. one-bedroom dwellings and 301 square metres of employment space (Use Class B1a).	9 homes	Granted	First application withdrawn over concerns regarding design and loss of employment.

Broom Hill	17/00821/F	Broomhill Elderly Persons Home 92 Eastwood Road Bristol BS4 4RS	22 homes	The development of 11 new build 100% council owned two bedroom, two storey residential units with gardens; and 2 new build 1 bedroom flats, landscaping and associated car parking served by a road designed for adoption.	13 homes	Granted	App proposal is for the whole site and includes 13 homes. Development at this density would deliver approximately half of the identified capacity.
St. Werburgh's	17/01898/F	YardArts 17 - 29 Lower Ashley Road St Pauls Bristol BS2 9QA	37 homes Requires intervention	Construction of a 4 storey block of flats to provide 37 units including appropriate level of affordable housing with associated parking and amenity space.	37 homes	Pending	App site is part of a wider site that could come forward without prejudicing the rest, although the land to the rear would not be improved. Development at this density would exceed the identified capacity.
Henbury	17/02718/P	Henbury Social Club Ltd Tormarton Crescent Bristol BS10 7LN	26 homes Requires intervention	Hybrid application comprising full planning application for demolition of existing social club and erection of replacement social club including access, car and cycle parking, landscaping and associated works. Outline application for 8 semi-detached and detached residential dwellings with all matters reserved except Access.	8 homes	Pending	App site is the majority of a wider site. The rest could still come forward on its own. Development at this density would fall short of the identified capacity, due in part to the retention of a social club.
Two Mile Hill	17/02850/F	Land To The Rear Of 286- 290 Two Mile Hill Road Bristol BS15 1AT	19 homes Requires intervention	Erection of 5 flats (4 x 2-bed and 1 x 1-bed) within three storey building (Use Class C3) and associated works with access from Albany Street.	5 homes	Granted	App site is the majority of a wider site, although would not prejudice development of the rest. Development at this density would fall short of the identified capacity.

Montpelier	17/04316/F	Land To The Rear Of 121 & 123 Cromwell Road Montpelier Bristol BS6 5EX	12 homes Requires intervention	Erection of 3 dwellings.	3 homes	Granted	App. sites are parts of a wider site that could come forward without prejudicing the rest. Development at this density would exceed the identified capacity.
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