

# *BRISTOL LOCAL PLAN*

The city council wishes to thank all the people of Bristol who were involved in planning the future of our city by making comments on the formulation of this Plan.  
After five years of debate involving consultation, a public local inquiry and modifications, the Bristol Local Plan was adopted on December 16th 1997.  
The Plan consists of this written statement and a separate Proposals Map.

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## *PREFACE*

The Bristol Local Plan was formally adopted in December 1997 after a long and lively debate involving many thousands of local people and numerous organisations with a stake in the city's future. Bristol now has up to date statutory planning policies covering the whole city. This Plan will guide development up to 2001 and form the basis for a review taking Bristol into the 21st Century.

The Plan sets out to protect open space, industrial land, housing, shopping and local services and to promote the quality of life for all the citizens of Bristol. It puts in place strategies to regenerate key areas of the city – most notably the city centre, Avonmouth and South Bristol – and it establishes a set of policies by which to judge new development proposals. These policies seek to make sustainable development a key requirement and at the root of the Plan is the desire to tackle the city's transport problems such as congestion and related pollution.

The Plan's innovative agendas on transport, shopping and housing were ahead of their time and therefore in part controversial when originally proposed, but national guidance on these issues now back Bristol's stance. The Government inspectors who considered objections to the Plan at the public local inquiry were supportive of our approach: in about 80% of site objections the city council's evidence was supported.

Many of the proposals originally included in the draft Plan are now coming to fruition. In the transport field Park and Ride sites have been implemented, rapid transit studies for the Bradley Stoke to City Centre line are progressing, new cycleways have been constructed and many pilot schemes have started using electric and gas buses and providing computerised information on road corridors (Bath Road A4) regarding congestion, pollution and journey times. Strenuous efforts are being made to encourage greater use of public transport in place of the private car.

Key regeneration schemes are under way: at Avonmouth, a major Honda development; in South Bristol a leisure complex at Hengrove Park and employment opportunities at Filwood; and in the city centre, a world-class mix of leisure, commercial, residential and retail development at Harbourside and Temple Quay. Furthermore, the first phases of a project to transform The Centre (the area outside the Bristol Hippodrome) into a major new pedestrian space will be completed by the end of the Plan period. Housing in the city centre is now an attractive option to investors, endorsing our defence of residential sites at the public inquiry.

I am confident that by the end of the Plan period Bristol will have consolidated its position as an attractive regional capital offering an outstanding quality of life and enjoying a growing reputation in the UK and Europe.

The Bristol Local Plan has been a collaborative effort involving many individual, community and business interests in the city. Although the Plan has been adopted, the challenge is not over. It is now important to ensure that the Plan is kept up to date and that the council and all those who contribute to development in Bristol carry forward the initiatives set out in this Plan into the first decade of the new millennium.



*Councillor Helen Holland*

*Chair: Planning, Transport and Development Committee*

*September 1998*

## *FURTHER INFORMATION*

### *English*

If English is not your first language and you need a translation, we can get one for you.

### *Polish*

Jeżeli angielski nie jest twoim podstawowym językiem i wymagasz interpretacji, skorzystaj z naszych usług

### *Bengali*

ইংরেজী আপনার মাতৃভাষা না হলে এবং আপনার কোন অনুবাদের প্রয়োজন হলে আমরা তা প্রদান করতে সক্ষম।

### *Punjabi*

ਜੇਕਰ ਇੰਗਲਿਸ਼ ਤੁਹਾਡੀ ਪਹਿਲੀ ਭਾਸ਼ਾ ਨਹੀਂ ਅਤੇ ਤੁਹਾਨੂੰ ਦੁਬਾਰੀਏ ਦੀ ਜ਼ਰੂਰਤ ਹੈ ਤਾਂ ਤੁਹਾਡੇ ਲਈ ਅਸੀਂ ਇਸਦਾ ਪ੍ਰਬੰਧ ਕਰ ਸਕਦੇ ਹਾਂ।

### *Cantonese*

如果英文不是您的第一語言，而您需要翻譯的話，我們可以為您安排。

### *Somali*

Haddii Ingiriisku aanu ahayn afkaaga kowaad oo aad u baahan tahay turjumaad, annagaa kuu samayn karra

### *Gujarati*

જો તમારી પહેલી ભાષા અંગ્રેજી ન હોય અને તમને ભાષાંતરની જરૂર હોય તો અમે તમને તે આપી શકીએ છીએ.

### *Urdu*

اگر انگریزی آپ کی پہلی زبان نہیں ہے اور آپ کو ترجمہ کی ضرورت ہے تو ہم آپ کے لئے فراہم کر سکتے ہیں۔

### *Hindi*

यदि आंग्रेजी आप की पहली भाषा नहीं है और आप को अनुवाद की आवश्यकता है तो यह हम आप को प्रदान कर सकते हैं।

### *Vietnamese*

Nêu quý vị không thạo Anh văn và cần bản dịch, chúng tôi sẽ giúp quý vị một bản

### *Italian*

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# CHAPTER 1

## INTRODUCTION

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## 1.1 AGENDA FOR THE 1990s

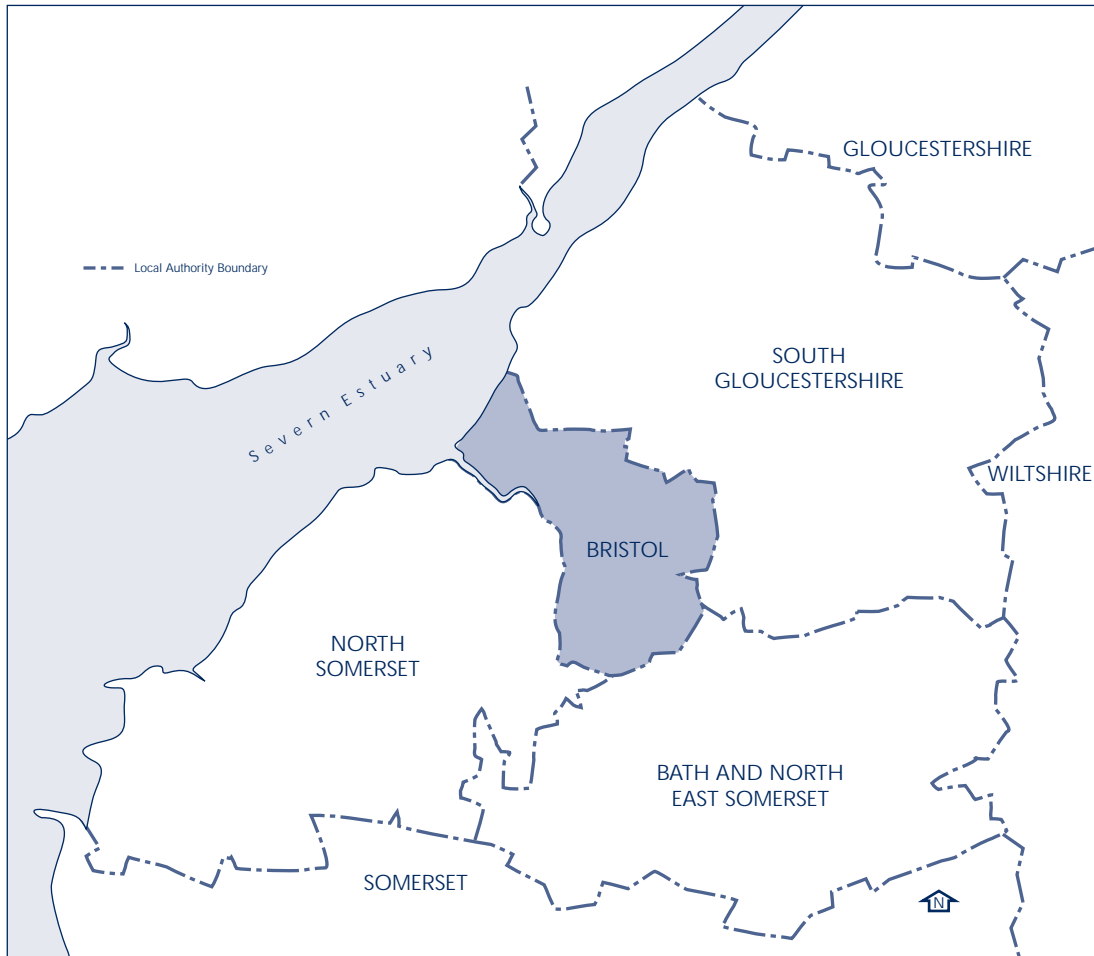


Figure 1.1: Bristol Location and Context

1.1.1 This is the first citywide Plan for twenty years. It brings together the planning policies for the city area in one document and provides the framework for investment and development in Bristol. It aims to maintain and enhance Bristol's regional role and to take advantage of the city's important national and European position. In establishing the city's international status the Plan must balance the needs of those people who live and work in Bristol with future investment in the city.

1.1.2 The Bristol Local Plan's legal basis means that its main concern is with land use and the physical and natural environment. However, recent Government advice recognises that it is not possible to separate these matters from the social, economic and natural aspects of the area being planned and, thus, running through the Plan is a series of themes which the city council considers vital to underpin the Plan and the future of the city.

- (i) **Economy and Regeneration** – to promote the city centre and other key areas across the city for environmentally sustainable economic development and regeneration which will influence economic recovery and lead to a more prosperous and vibrant city. Industrial and economic investment and diversification will be encouraged. In partnership with the universities and private sector, new approaches to regeneration will be implemented.
- (ii) **Equality** – to remove the barriers which prevent many people from being able to take advantage of all the facilities of the city, from gaining access to their fair share of resources and from achieving their full personal potential. These people include many elderly people, people from black and minority ethnic communities, women, disabled people and children.

- (iii) **Quality of Life** – to recognise and act upon local, national and global environmental issues by adopting and implementing a long term environmental strategy to ensure a cleaner, greener, healthier and safer city both for present and future generations.
  - (iv) **Movement** – to make movement throughout the city easier for all users particularly cyclists, pedestrians and public transport users and reduce dependence on the private car by promoting an integrated transport strategy with new Rapid Transit links.
  - (v) **Identities** – to reflect the different character of areas of the city, local people's needs and expectations. Local areas vary across the city and they will have an important role in the future, by developing local services and reducing the need for movement.
- 1.1.3 Many of the policies and proposals contained in this Plan can only be carried out by partnerships between the city council, other public authorities, the private sector and voluntary organisations. The city council will do all that it can to bring the necessary partnerships together.
- 1.1.4 This Plan is vital to provide a clear policy framework within which development can be achieved. Development is needed which will tackle the key objectives of this Plan (*see section 1.4.8*). In particular to enable economic development and regeneration, to encourage employment opportunities, to address the housing shortage, to achieve environmental objectives and reduce congestion. There are also exciting opportunities in the city centre, Avonmouth and South Bristol to promote a range of land uses to benefit local people and the city as a whole.

## 1.2 STRATEGIC CONTEXT

- 1.2.1 Since the beginning of the 1990s there has been increasing public concern with the need for planning policy to balance the pressures for development with the aim of achieving sustainable development. The issues of employment, housing, transportation, an increasingly broad environmental agenda and inequality have become fully interlinked with issues about the quality of life. Government at all levels, from the United Nations, through the EC, the British government and the local authorities now accept that health, safety and the environment are matters of supreme importance.
- 1.2.2 *Regional Guidance for the South-West* (RPG10) was published in July 1994. Bristol is the major city in the region, providing essential economic areas, regional facilities and a focus for investors. The Regional Guidance recognises this role. The city will need to build on this – promoting the city, the strong industrial base and the existing opportunities for investment and the quality of life for people living here. This Plan provides the framework to enable this to happen.
- 1.2.3 The Structure Plan, which was prepared by the former Avon County Council, establishes the strategic planning policy framework. This Local Plan gives detailed local development policies and proposals for Bristol. This Plan must be in broad conformity with the Structure Plan. The Third Alteration to the Structure Plan was adopted in July 1994.
- 1.2.4 Bristol's prospects and those of the surrounding area are inextricably linked. Whilst this Plan legally deals with the land within the City of Bristol, the strategic context of the city expands into its hinterland and travel to work area. The city and its surrounding areas need to be planned to provide a range of varied and different facilities but must be linked in terms of transport, population and marketing. The city is the core of a sub-region where economic investment can be accommodated both in the Central Area of the city centre as well as the fringe areas of Avonmouth, South Bristol and South Gloucestershire adjacent to main motorways. The success of the city and the sub-region requires new innovative investment establishing new transport links such as Rapid Transit and Park and Ride sites to encourage sustainable development for the sub-region.

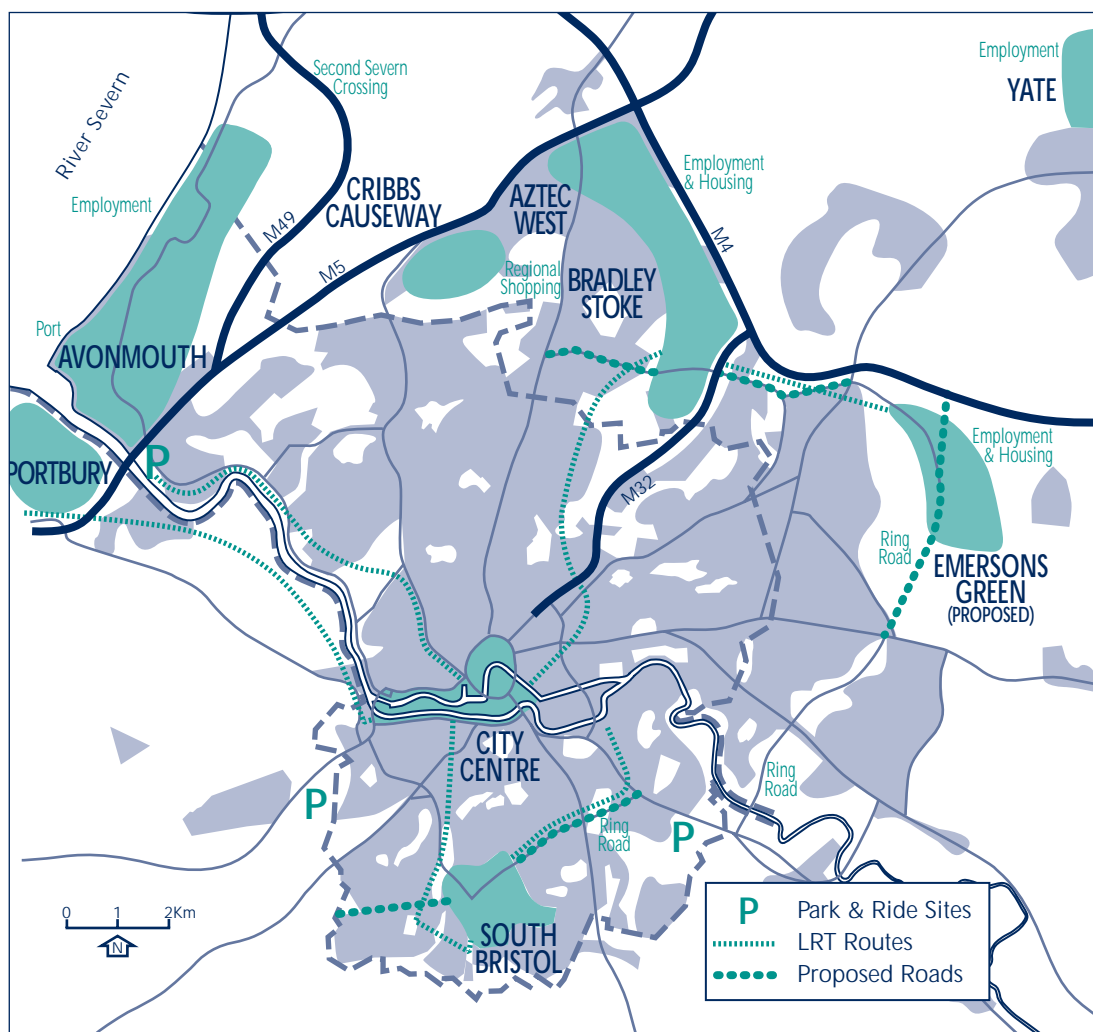


Figure 1.2: Strategic Context

## 1.3 BRISTOL TODAY

### *The Economy*

- 1.3.1 Nationally, the 1970s was a period of great economic change. Manufacturing growth slowed considerably with the loss of significant numbers of jobs. In Bristol, job losses in manufacturing were partly offset by job gains in the service sector, particularly insurance, banking and finance. This marked the growth of the city as a major financial centre and maintained Bristol's position as the capital of the region.
- 1.3.2 The 1980s have seen a major restructuring of the national economy, associated with a pattern of cyclical trends in economic performance. There have been two major recessions and one period of growth in the space of ten years, the effects of which have been experienced in Bristol.
- 1.3.3 Major changes in the defence industry now require the city to further diversify its economic base to meet the challenges and opportunities created by the Single European Market, the Channel Tunnel and the Second Severn Crossing.
- 1.3.4 The rapid growth of out of centre retail shopping has presented a serious threat to existing local shopping areas and has led to the use of land for retail development, which in more optimistic times would be used for industrial and business use. This may prove to be a temporary phase with



land reverting to employment use in the future. Despite the potential threats Broadmead has maintained its importance as a regional shopping centre.

- 1.3.5 The decline of defence related industries combined with the manufacturing cuts have deprived large numbers of people in Bristol of employment. The gains in the service and retail sector do not adequately compensate for the losses due to manufacturing decline, mainly because service sector employers are often looking for people with quite different skills than those offered by displaced manufacturing or industrial workers.

### ***People and Housing***

- 1.3.6 The city's population grew reaching a peak in 1954 since when there has been a steady decline. In development terms the restructuring and expansion of the local economy, coupled with trends toward more and smaller households and the demands of people moving into the area, have all created an explosion in demand for new housing which cannot be met within the city boundary. The land is simply not available.
- 1.3.7 There has been a steady flow of people moving to new housing which has already been developed outside the city boundary such as Bradley Stoke.
- 1.3.8 However, despite the increased supply of housing within the wider urban area, the city still has a lack of investment in housing, long council house waiting lists, a reduction in public housing stock, increased numbers of homeless people, and areas requiring housing renewal. The situation has been made worse due to a severe reduction in the resources available to tackle these problems.

### ***Transportation and Congestion***

- 1.3.9 Improved communications through the motorway network, the high-speed rail lines, Bristol Airport and the Port of Bristol make the city and its region readily accessible to other regions of the country, Europe and the world.
- 1.3.10 However, a number of factors have combined to make transportation a major issue for the city. Compared with other British cities, Bristol's car ownership, at nearly 66% (1991 census) is extremely high. The explosion of housing areas beyond the city boundaries has led to families with even higher car ownership. The continued importance of the city centre as a source of employment, not just to people within the city but to those beyond the boundary means that a very high number of people travel to and from the city centre each day. The level of use of the private car as a means of getting to and from work in Bristol is very nearly the highest in the country.
- 1.3.11 In 1990 it was estimated that £37 million each year was being lost through time wasted due to congestion in the city. Congestion, with all of its incumbent problems of pollution, lack of or reduced mobility and the invasion of traffic into formerly quiet residential areas has led to pressure from environmental groups, the health lobby and a wide spectrum of political pressure groups for a radical reappraisal of transportation policy.
- 1.3.12 The city council has committed itself to a new approach to transportation policy. The *Bristol Integrated Transportation and Environment Study* [BRITES] (commissioned jointly by Bristol City Council, and the former Avon County Council and adjoining District Councils) and the subsequent *Avon Transport Plan* propose the creation of an integrated transportation system which will take advantage of the benefits of public transport and provide increased opportunities for safe walking and cycling, so that people have feasible alternatives for moving about the city other than the private car.

### ***Quality of the Environment***

- 1.3.13 There is continued growth of public interest and expectation for the built and natural environments.

- 1.3.14 There has been considerable pressure both from citizens and from professionals in the development field in the achievement and implementation of publicly accountable standards of urban design across the whole city.
- 1.3.15 In a climate of increasing respect for Bristol's heritage, the city is fortunate to possess many fine old buildings and many local environments which provide both continuity and a focus for neighbourhood identity. The overall quality of the city's environment has played a significant role, along with Bristol's artistic, cultural and educational reputation, in attracting inward investment to the area.
- 1.3.16 The growing pressures for development within Bristol have however threatened the city's open spaces and recreation grounds. In many cases, this has brought local people, local authorities and other interest groups together to fight for the retention of these irreplaceable assets. At the same time, the value of wildlife and nature conservation within the urban area was also recognised as a vital element in the quality of the city's environment.
- 1.3.17 There is now a powerful political consensus over the need for a broader environmental agenda for action targeted towards meeting the goals of sustainable development. This particularly relates to the use of energy and natural resources and the ever widening effects of man made pollution. Both the European Commission and the Government have published strong statements of intent and have started to strengthen some aspects of the essential legal framework. In 1990 the city council published its Green Charter. This establishes the city council's commitment to take action on a wide range of environmental issues over the next 10 years and beyond.

### ***Inequality and Imbalance***

- 1.3.18 The prosperity of Bristol as a commercial centre has brought into sharp relief the fact that there are significant groups of people and areas of the city that do not share this good fortune. The characteristics of people living in the city vary enormously from area to area. Wealth and employment is very unevenly distributed.
- 1.3.19 The 1991 Census confirms that deprivation has increased in Bristol. This can be attributed to the lack of investment in housing, training and economic development in some parts of the city which has been exacerbated by the recession and a lack of public funds.
- 1.3.20 The areas that had suffered high levels of deprivation in the mid 1970s continue to experience acute levels of deprivation – the Inner City, eg St Paul's, Easton, outlying housing estates, eg Hartcliffe, Knowle, Lawrence Weston and Southmead.
- 1.3.21 This Plan recognises that resources have to be targeted to tackle problems of inequality and deprivation. Policies need to be used to tackle lack of employment, inadequate housing, decent levels of education, community services and health provision.

## **1.4 THE BRISTOL LOCAL PLAN: KEY OBJECTIVES**

- 1.4.1 The city now needs to build on its strengths to establish its position as regional capital, to work with its partners to promote the city centre and to recognise and respond to competing development pressures on the northern fringe. In so doing the major employment opportunities in the city centre must be exploited. The office and business potential in the city centre should be realised with due regard to environmental and other constraints and within juxtaposed mixed use developments. There are equally important large allocations of land for commercial development in Avonmouth/Sevenside, and South Bristol which will be promoted for development.
- 1.4.2 This Plan promotes a clear economic strategy. It also puts forward equally important objectives to promote the quality of the city and the need to invest in new transportation solutions such as rapid transit, housing, leisure developments, and to ensure an excellent city, redressing the current inequalities for people living, working and visiting the city.

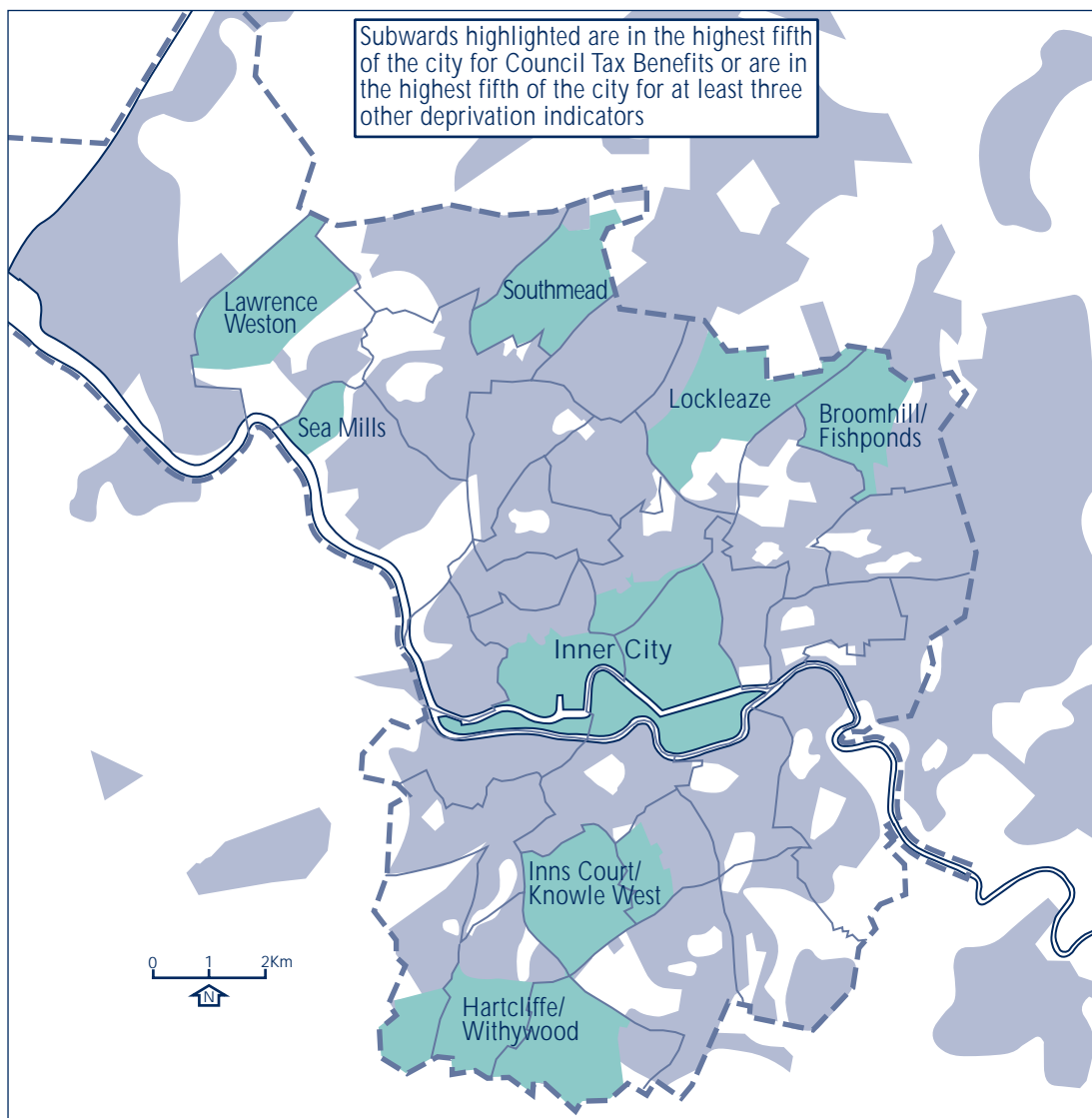


Figure 1.3: Indicators of Deprivation in Bristol.

- 1.4.3 This Plan seeks to build on the commitment and support expressed in consultation and to move forward to the 21st Century with a city which everyone can be proud of. To do this there will need to be joint working, consultation and involvement of local people, the public and private sector. In appropriate cases, 'planning obligations' in accordance with Circular 1/97, will be negotiated. This is a reputable, legally acceptable, and necessary approach to city planning today, but must be balanced against the need to stimulate regeneration and enable opportunities for innovative approaches to development.
- 1.4.4 For most parts of the city itself, there will be little, or gradual, physical change during the 1990s. For example, established residential areas, will be recognisably the same in the year 2000. In these areas the Local Plan is concerned with managing change for the benefit of local residents, with improving standards of environmental quality and with dealing with issues of accessibility and transportation.
- 1.4.5 The city centre has an essential role as the focus for the city for business, shopping, leisure and tourism. Most importantly the Harbourside project is now well underway leading to major opportunities for investment and regeneration of the former Dock area. The city centre will be further enhanced by promotion of the other major sites for development, the exciting programme

of 'City Centre Spaces' creating new oases in the centre for leisure use, street theatre and relaxation. Broadmead will be further improved. All this is required to guarantee Bristol its role as regional city.

- 1.4.6 Outside the city centre there are important opportunities for major regeneration particularly in Avonmouth and South Bristol. In these areas new investment is needed to tackle issues of increasing inequality and deprivation, and provide much needed local facilities.

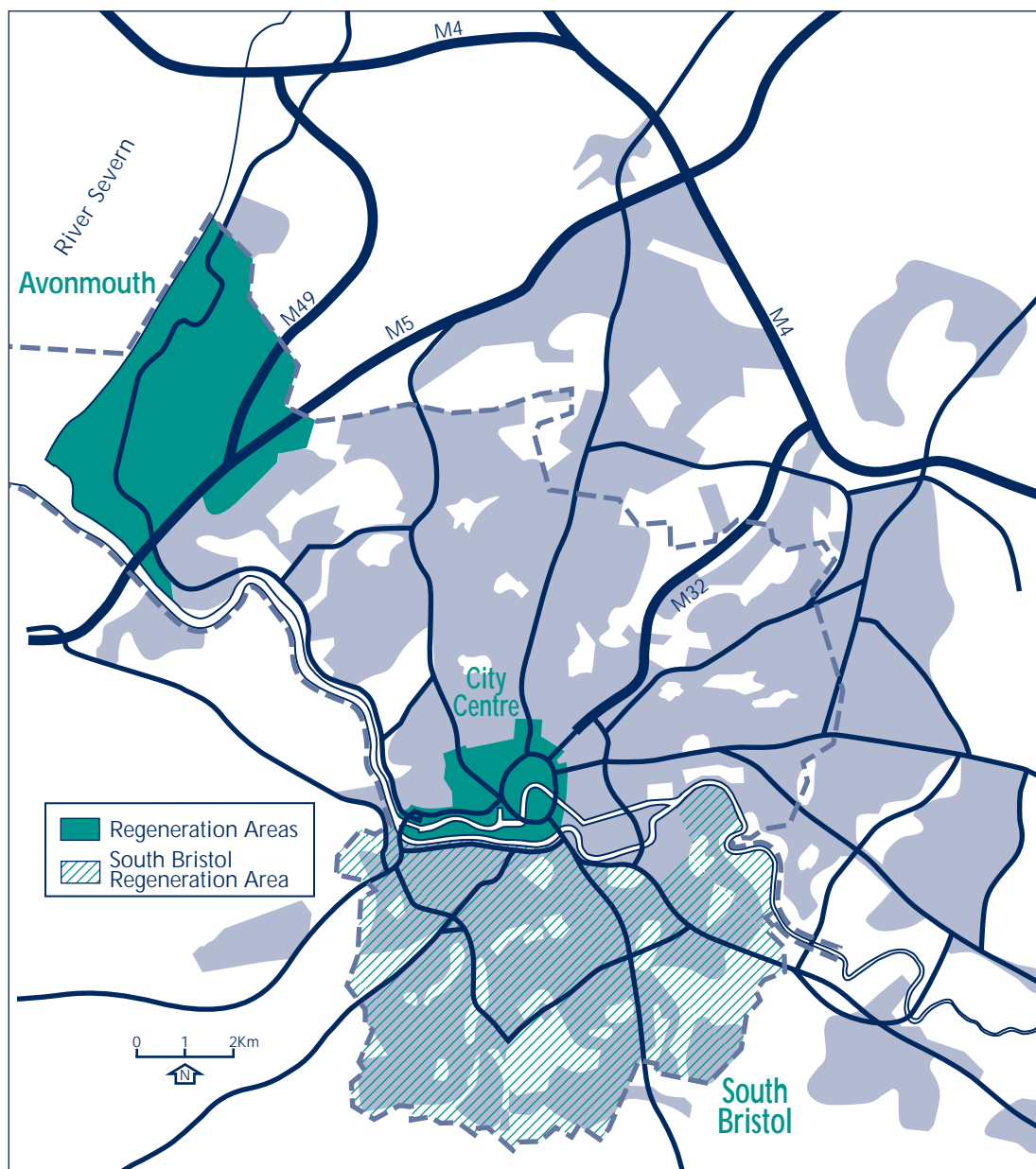


Figure 1.4: Regeneration Areas

- 1.4.7 New investment is also necessary to create a range of developments which, it is argued, a regional capital such as Bristol ought to have, for example a range of top quality sport and leisure facilities. The city council will adopt a positive and promotional role to bring forward schemes.

- 1.4.8 Thus, the key policy objectives of this Plan, supported in consultation are:-

(i) *To reinforce and maintain the vitality and viability of Bristol for work, shopping, leisure, tourism and culture for local people, its workforce and visitors.*

- (ii) To promote economic development and regeneration across the city and to maximise investment in areas of the city with greatest opportunity, in particular to develop the potential of the city centre, Avonmouth, and South Bristol.*
- (iii) To enable local people to gain access to jobs of a sufficient number, type and quality.*
- (iv) To make the most of the economic, environmental and social opportunities created by the Second Severn Crossing, the Channel Tunnel, new investment in the Port of Bristol and the European market.*
- (v) To adopt transportation policies which reduce congestion in the city. This will include priority for and promotion of public transport, park and ride sites, pedestrians and cyclists. The principal traffic corridors will be identified, there will be promotion of 'safer routes' in the city and traffic calming measures will be taken.*
- (vi) To ensure that the management of the environment and the quality of new development in the city is sustainable, conserves and reinforces Bristol's attractive and varied built environment, creates a positive image and identity for the local area, enhances the quality of life for local residents.*
- (vii) To protect and enhance Bristol's important green open spaces including its wildlife habitats and network of green corridors, recreational and amenity spaces, and historic landscapes and parks, balanced with the need for development.*
- (viii) To protect and promote shopping centres which include a good range of facilities for people living and working in the city and to direct new local services to local centres.*
- (ix) To promote opportunities for local and regional leisure, sport, art and tourism, to meet the needs of Bristol residents and visitors to the city.*
- (x) To maintain and enhance housing areas, to facilitate a wide range of housing of varying tenure and to develop vacant and derelict sites in housing areas, to increase the supply of housing to meet local people's needs and Structure Plan targets.*

These objectives provide the framework for this Plan.

## 1.5 HOW TO USE THIS PLAN

- 1.5.1 Planning for a large city is an extremely complicated process. Inevitably the desire to be thorough and to cover all aspects of land use and potential range in Bristol over the next ten years has led to the production of a detailed Plan. It is not expected that the Plan will be read from cover to cover but that it is used section by section as required. Care must be taken in so doing not to miss the linkages between key policy areas, in order that all policies are taken into account.
- 1.5.2 This Plan contains policies for most aspects of land use that may be subject to change in the future. These are set in the context of the strategic planning policies for the area contained in the Structure Plan. Readers may wish to refer to this in parallel with this Plan. Policy Advice Notes are also being published by the city council. There are several references to these in the Plan. These are supplementary planning guidance produced in line with Government advice to enhance and further explain policies contained in this Plan.
- 1.5.3 This Plan contains nine topic area chapters. There are also the three chapters on areas of regeneration and promotion.
- 1.5.4 This Plan is accompanied by a Proposals Map. The map shows the significant existing land uses across the city and where change is anticipated. The uncoloured areas of the map are primarily residential in character, but also include a range of other uses including employment, shopping, leisure, incidental areas of open space and land used for car parking. These are areas where, for the most part, existing uses are likely to remain undisturbed. Proposals for development would be

considered on their merits, having regard to the policies of the Local Plan and other material considerations. Some sites have been coloured to indicate a variety of possible future uses, and constraints to be considered in the event of a planning application.

## 1.6 MONITORING, REVIEW AND IMPLEMENTATION

1.6.1 It is intended to monitor key policies on a regular basis and to effect any suggested changes in the review. It will not be possible to monitor all changes. It may be that the policies monitored will change over time as external factors influence change.

1.6.2 Within each chapter there are statements about implementation under each Policy. These are particularly important since they indicate to the reader how Policies are expected to be implemented and who the key players in getting things done may be.

## 1.7 THE LOCAL PLAN PROCESS

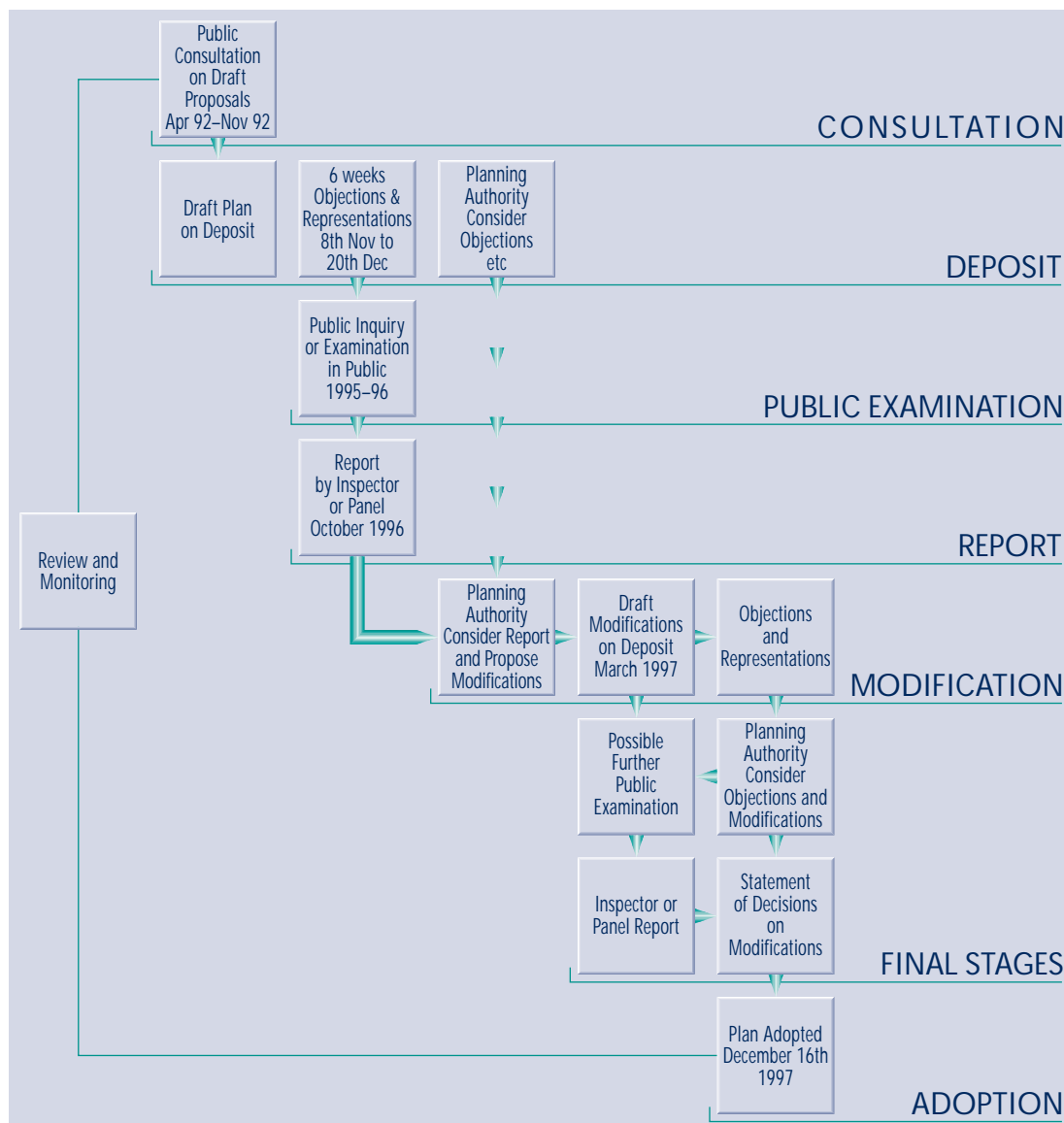


Figure 1.5: Local Plan Process



- 1.7.1 This Plan covers the whole city.
- 1.7.2 Together with the Structure Plan the Bristol Local Plan will guide development and change throughout the whole city until the year 2001.
- 1.7.3 This Plan has been prepared under the rules for preparation, adoption and public consultation set out in the *Planning and Compensation Act 1991* and *Planning Policy Guidance Note No.12* (1992). It consists of a written statement (this document) and a Proposals Map.
- 1.7.4 This Local Plan supersedes the Bristol Development Plan, and the Bedminster Local Plan.
- 1.7.6 On 1st April 1996, the city council became a Unitary Authority following Local Government Reorganisation. The city council will not be preparing a Unitary Development Plan (UDP) as a Joint Strategic Planning and Transportation Unit (JSPTU) has been set up by Bristol, South Gloucestershire, Bath and North East Somerset and North Somerset. The JSPTU will produce a replacement Structure Plan via a Joint Authority Committee for 2001 – 2011. Whilst the city council now has powers regarding waste and minerals, this Plan does not contain those policies. There are existing local plans for waste and minerals produced by the former Avon County Council and it is anticipated that this will continue to be dealt with on a joint basis with adjoining Authorities.
- 1.7.7 The city council intends to set up monitoring procedures which will ensure that the Plan remains relevant, robust, and effective and reflects the needs and expectations of Bristolians. The Plan will be formally reviewed and updated as required.

## CHAPTER 2

### MANAGEMENT OF THE ENVIRONMENT

*“TO PLAN FOR A SUSTAINABLE CITY”*

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## 2.1 INTRODUCTION

### *The Scope of the Chapter*

- 2.1.1 By controlling the location, type, scale and design of development, land-use planning has a major determining influence over the quality of the local environment. The main focus of this Chapter therefore is on the management of the environment within Bristol. Policies are included on reducing and tackling problems of air, noise and water pollution and of drainage and flooding, land contamination and instability and the operations of public utility companies. The Chapter also addresses a number of national and global scale environmental issues which have important land-use implications.
- 2.1.2 All these issues are interrelated. However, for the sake of clarity they are examined separately. Strong links are also made with other Chapters, particularly *Chapter 3: The Natural Environment*, *Chapter 4: The Built Environment* and *Chapter 5: Movement*. Together the Policies form a strategy for the management of the whole environment in Bristol.

### *Sustainable Development*

- 2.1.3 A key objective of the Chapter and the Plan as a whole is to ensure that development proposals are sustainable. Sustainable development has been defined as “*development which meets the needs of the present without compromising the ability of future generations to meet their own needs*” (World Commission on Environment and Development ‘*The Brundtland Report – Our Common Future*’, 1987). Sustainable development is a broad concept. It involves achieving a balance between conserving the environment and promoting economic development. However, within the context of the planning process this is often difficult. Every development proposal has the potential to damage or change the environment. One of the roles of planning therefore is to ensure that any damage is kept to a minimum and within acceptable limits. At the same time it is important to identify opportunities for improving the environment through good design.
- 2.1.4 The relationship between people and the environment is also a key aspect of sustainable development, in particular the need to protect local amenity, ensure equal access to resources and reduce levels of poverty and deprivation. In some circumstances, the need to conserve the environment and protect local amenity will override development concerns, for example in specially protected areas such as nature conservation sites or in sensitive locations such as residential areas. The following principles will be incorporated into the development control process to ensure that development proposals are sustainable. They have all been endorsed by the European Commission in its 5th Environmental Action Plan and by Central Government in its white paper entitled ‘*This Common Inheritance*’:-
- (i) **A Cradle to Grave Approach:** Addressing environmental issues from the initial design phase, through to the operations of the completed development.
  - (ii) **Thinking Globally: Acting Locally:** The effects of many decisions and actions made at the local level transcend national boundaries. For example, the choice of materials used in constructing and fitting out a building can have implications for tropical rainforests (in the case of hardwood materials) and the ozone (in the case of insulation or air conditioning units).
  - (iii) **Working Together:** No agency can solve environmental problems in isolation. It is vital that a partnership approach to environmental management is adopted involving close co-operation between agencies from the statutory, commercial and voluntary sectors.
  - (iv) **Prevention is Better than Cure:** The implications of certain actions for the environment are not always immediately clear, or easy to determine. A precautionary approach is, therefore, desirable.
  - (v) **The Polluter Must Pay:** The city council supports the view taken by Central Government that those who cause environmental damage must bear the full costs of control. This is ‘the

polluter pays' principle. In planning terms this means development proposals will be required to include provisions for compensatory and mitigation measures aimed at removing, or reducing to acceptable limits, any environmental damage and replacing lost or damaged resources.

- (vi) **Conserving Environmental Resources and Local Amenity:** Existing environmental resources such as open spaces, wildlife habitats, coastal areas, rivers and watercourses will be protected, wherever possible or appropriate. Equally the need to protect the local amenity of residents from noise and other disturbance or nuisance will be an important factor in the determination of planning applications.

## 2.2 POLICY CONTEXT

2.2.1 The protection of the environment has always been a key planning issue but in the past it has tended to focus on the countryside, open space and issues such as noise and traffic generation. During the last decade a whole new area of environmental management is now widely accepted, stemming from the United Nations 'Earth Summit' 1992, European Community Policy and Government Policy.

2.2.2 There is a key role for land-use planning to impact on and affect environmental issues, however many other measures are also needed that go beyond land-use planning into other areas of local authority activity and legislation. This Chapter sets out policies where there is a direct relationship to development and sets out areas of good environment practice that will be encouraged in development proposals.

2.2.3 In September 1990 the Department of the Environment (DOE) published a White Paper, entitled '*This Common Inheritance*'. This is the most comprehensive government statement on the environment to date. The document (which has now been updated with a Second Annual Progress Report) endorses the Government's view that development plans have an important role in ensuring that development and growth is sustainable. Referring to the scope for addressing environmental issues in the Local Plan process the White Paper states that:-

*"development plans should take environmental considerations comprehensively and consistently into account and integrate environmental concerns into all planning policies"*

2.2.4 '*This Common Inheritance*' sets out the Government's broad strategy for the environment and indicates the general scope for addressing environmental issues in local plans. More detailed advice is contained in PPG1 on '*General Policies and Principles*' and in PPG12 on '*Development Plans and Regional Planning Guidance*'. Both documents confirm that development plans can contribute to ensuring that development and growth is sustainable. They state that:-

*"The sum total of decisions in the planning fields, as elsewhere, should not deny future generations the best of today's environment."*

PPG12 requires local plans and policies to be driven by the principles of sustainable development and environmental enhancement. Specifically it states that:-

*"Local Planning Authorities should take account of the environment in its widest sense in Plan preparation, including addressing issues such as global warming and the consumption of non-renewable resources"*

2.2.5 A range of more specific PPGs and Circulars have also been published which identify a series of core topics for development plans, particularly on: Environmental Assessment; Renewable Energy; Pollution Control including Hazardous Substances and Noise; Water Industry Investment; Flood Risk; Unstable Land; and Telecommunications.

2.2.6 Developers' attention is also drawn to a number of corporate documents which will aid good environment design and operational practices. Most notably, the city council's '**Green Charter**'

which sets out six key themes for environmental management. There is also a Waste and Recycling Strategy and the Bristol Energy and Environment Plan (BEEP). The city council has established the 'CREATE' Centre at Cumberland Basin. It stands for Community Recycling, Environmental Action, Training and Education. It will be a centre for green organisations to research and develop green initiatives. Recycling will be one of the many focuses of the project along with office and workshop space. The centre will advise on best practice.

- 2.2.7 The city council will also be preparing Policy Advice Notes which will guide developers on subjects such as 'Energy Efficiency', and 'Noise Avoidance'. Rather than being seen as restrictive, these issues are opportunities to enhance development proposals and bring about environmental benefits. Similarly developments which are located to get maximum benefit from public transport, cycling and walking will significantly contribute to improving Bristol's environment (*see Chapter 5: Movement*).
- 2.2.8 Whilst certain proposals are required to carry out an Environment Assessment under Circular 15/88, the principles of environmental assessment should be undertaken on all schemes, to weigh the costs and benefits of a proposal. This should be done, ideally, not after a design and location has been chosen, but as a pre-requisite to location and design choice.

## 2.3 OBJECTIVES

- 2.3.1 *To ensure that development proposals provide a safe, clean and healthy environment, which improves the quality of life of people living within Bristol both now and in the future.*
- 2.3.2 *To ensure that, for all development proposals, a thorough assessment and evaluation of the environmental effects is undertaken at an early stage, including the identification of any appropriate compensatory and mitigation measures, and that Full Environmental Statements are submitted where necessary.*
- 2.3.3 *To encourage energy efficiency in the design of new developments and in building conversions, extensions and refurbishments.*
- 2.3.4 *To support proposals for renewable sources of energy in appropriate locations.*
- 2.3.5 *To ensure the appropriate siting, location and design of all potentially polluting developments and pollution-sensitive developments in order to minimise any risk of pollution, or loss of amenity to local residents, or adverse impact on the physical environment.*
- 2.3.6 *To ensure that new development activity does not increase the risk of flooding.*
- 2.3.7 *To ensure that new development provides appropriate space and facilities for the storage, separation and collection of waste material for reuse and recycling.*
- 2.3.8 *To ensure that new development does not result in any increase in litter on the streets and in other public places in Bristol.*
- 2.3.9 *To tackle the problems of dereliction (including land contamination) and land instability in Bristol and take steps to prevent any further land from becoming derelict or unstable. To find an appropriate use for derelict land based on the needs of local people.*
- 2.3.10 *To encourage the appropriate siting and design of all public utility equipment and services including telecommunications facilities, so that they are fully accessible and respect the character of the local area.*

## 2.4 POLICIES

### ***Energy Conservation: Renewable Energy Installations***

- 2.4.1 Renewable energy is generated by harnessing natural and repeating environmental elements, such as the wind, sun, the oceans, and flowing water. The technology is also available to generate energy

from waste. For example, 'biofuel' in the form of methane gas can be produced from the decomposition of organic waste. The heat generated when waste is burnt can also be used as a source of energy. However, the burning of waste does produce gases which are harmful to the environment (*see paragraph 2.4.33*).

- 2.4.2 There are a number of benefits associated with renewable energy. Most importantly, solar, wave, tidal and wind power generation does not involve the release of CO<sub>2</sub> into the atmosphere. Since they are renewable they can be used as sources of energy indefinitely. They will also help to diversify energy production and conserve fossil fuel resources.
- 2.4.3 It is both Central Government and European Community policy to support and encourage the development of renewable sources of energy. Most attention has been focused on wind power which is on the verge of widespread commercial exploitation as a source of energy in the UK. As technology improves, other forms of renewable energy will become more extensively utilised.
- 2.4.4 PPG22 provides guidance on renewable sources of energy. It outlines the need to balance the benefits of renewable energy with any potential detrimental effects resulting from development proposals. Impact on important landscape designations and wildlife habitats are identified as key issues. Important landscape features are identified in Policy NE2. Important wildlife habitats are protected under Policy NE5 (*Chapter 3*).
- 2.4.5 Opportunities for exploiting renewable sources of energy within Bristol are very limited. However, if any development proposals are put forward the city council will seek to ensure that they are located appropriately. Due to technical and landscape/environmental reasons, only the Avonmouth area is likely to offer any potential for wind power generation in Bristol. There is considerable potential however for solar power generation in Bristol. The inclusion of solar collectors in building design will be encouraged.

**ME1 Proposals for the utilisation and development of renewable sources of energy will be permitted providing there is no unacceptable impact on:–**

- (i) The amenity of local residents due to noise or other disturbance;
- (ii) Public health and safety;
- (iii) The visual quality of important landscape designations;
- (iv) The natural environment.

Implementation: Through development control. Proposals for all forms of renewable energy will require specialist discussion with the relevant bodies. Large scale proposals (including windfarms) are likely to require an Environmental Assessment.

***Pollution: Location and Design of Developments***

- 2.4.6 A range of problems can result from the release of pollutants into the environment. For example, the release of dust, smoke, fumes and smells into the air can represent a serious nuisance particularly in residential areas. Scientific evidence has proved that certain air pollutants can cause sickness and disease, especially amongst the young and elderly. These problems relate to a wide range of developments from small scale operations such as take-aways, light industrial developments through to major industrial activities. A major cause of water pollution is wrongly connected foul sewerage and surface drainage pipes. It is important to ensure that the right connections are made for new developments. The release (either controlled or by accident) of trade effluent surface water run-off are also major causes of pollution (*see also Policy ME9*).
- 2.4.7 The control of pollution itself is not a function of the planning system. This is the responsibility of the various pollution control agencies under the 1990 Environmental Protection Act. However, planning has an important role in determining the location of potentially polluting development

and controlling other development in proximity to any source of pollution. The separation of potentially polluting developments from other land uses in order to protect resources, improve the physical environment and reduce nuisance, should be a priority in development control. Issues such as the impact on the amenity and health of local people, and the effects on the natural environment and buildings as a result of the release of pollutants will therefore be material considerations when determining planning applications. Likewise, any potential risk of pollution, or the possibility that nuisance might be caused as a result of development, will be important concerns of the city council when assessing the environmental suitability of proposals. In particular the city council will seek to ensure that appropriate measures are taken in developments to minimise environmental impact. The location, design, layout and working practices of development are all factors which can mitigate against any adverse impacts, making proposals acceptable in certain areas and locations.

**ME2 Development which has an unacceptable impact on the environmental amenity or wildlife of the surrounding area by reason of fumes, odour, dust or other forms of air, land or water pollution will not be permitted.**

**In determining planning applications account will be taken of:–**

- (i) Provision of adequate facilities for the safe storage and disposal from the site of waste materials.**
- (ii) Measures to stop unacceptable levels of run off and emissions.**
- (iii) Hours of operation.**
- (iv) Location, design and layout.**
- (v) Measures that reduce existing levels of pollution.**

**Implementation:** The city council will consult closely with the various pollution control agencies and liaise with the Directorate of Health and Environmental Services when considering proposals for potentially polluting developments, and other development near to a source of pollution. Appropriate provisions to minimise impact will be sought through the use of conditions and planning obligations. The Directorate of Health and Environmental Services will continue to monitor air and water pollution levels, seek to comply with EC air quality directives, and seek improvements in partnership with other agencies.

***Pollution: Hazardous Substances***

2.4.8 The Health and Safety Executive (HSE) specify ‘consultation distances or zones’ around sites which store potentially hazardous substances. These consultation distances form part of the CIMAH (Control of Industrial Major Accident Hazard) Regulations. Within these distances risk criteria are used to identify acceptable and safe uses within the vicinity of such sites. The extent of the consultation distances are determined by the quantity, type of substance stored and the methods of storage.

2.4.9 The majority of installations which store hazardous substances are located in the Avonmouth area (*see Chapter 12: Avonmouth*). However, such installations are found in other parts of the city, for example the British Gas storage facility at Eastgate Road. Hazardous installations create risk to people and property and prevent the full and effective use of urban land. These risks are reflected in the designation of consultation zones. The city council does not wish to see an increase in the number of hazardous installations in the city and will seek a reduction in the number and extent of existing consultation zones. Applications for the storage of new materials or planning applications for new development which would result in the extension of ‘consultation distances’



will be resisted. Companies will be encouraged to operate practices and technologies which would result in their reduction and to incorporate environmental protection as a primary objective.

**ME3 Development, including applications for consent to store hazardous materials, which results in new or extended consultation distances and inhibits the full and effective use of land will not be permitted.**

Implementation: The Planning (Hazardous Substances) Act 1990 and subsequent Planning (Hazardous Substances) Regulations 1992, together with the Health and Safety at Work Act 1974 control the location and storage of hazardous substances. Advice is also contained in the DoE circular 11/92 on 'Planning Controls for Hazardous Substances'. The city council will continue to consult with HSE on all relevant applications. When determining storage applications and planning applications for installations the city council will follow guidelines produced by HSE and DOE.

***Pollution: Controlling the Impact of Noise***

2.4.10 Noise can be a major nuisance in urban areas. Excessive levels of noise can cause stress and other related problems affecting peoples' health. Noise can also adversely affect wildlife. The main causes of noise pollution in Bristol are road traffic, industrial development and social and domestic sources. Also offices and other types of development can cause noise and disturbance problems indirectly, for example through the generation of traffic. Certain types of development are particularly sensitive to noise, for example, housing, schools and hospitals. The background levels of noise in residential areas are often very low. The introduction of noisy activities into such areas can therefore be particularly disruptive. The city council will pay particular attention to any likely increase in 'ambient' noise levels when determining planning applications.

2.4.11 PPG24 on 'Planning and Noise' give advice on how the planning system can be used to reduce the impact of noise on people. The guidance outlines two main approaches. Firstly, by reducing the levels of noise emitted by developments, secondly by controlling the location of noise-sensitive developments in relation to sources of noise, or vice-versa. The PPG introduces the concept of 'noise exposure categories' to assist in the appraisal of developments near to an existing noise source. Where relevant the noise standards set out in PPG24 will be applied, compliance with which will be a material consideration along with others in assessing proposed development. The location, design, layout and operation of development should minimise the adverse impact of noise generated.

**ME4 (I) Development which has an unacceptable impact on the environmental amenity or wildlife of the surrounding area by reason of noise will not be permitted.**

**(II) In determining planning applications in areas of existing noise such as roads, aerodromes, railway lines, industrial/commercial developments and sporting, recreational and leisure facilities, account will be taken of the provision of adequate sound insulation measures.**

Implementation: The city council through the process of development control will seek to ensure the incorporation of one or more measures as appropriate to reduce the impact of noise, either in the initial design of a development proposal or by the use of planning conditions and planning obligations. When determining planning applications close liaison will be sought with the Directorate of Health and Environmental Services. Where appropriate the city council may impose conditions specifying acceptable noise limits.

### ***Pollution: Protection of Groundwater Supplies***

- 2.4.12 Groundwater is an important part of the natural 'water cycle'. Far more freshwater is stored underground than is found on the surface in rivers, streams, lakes, etc. It is vital that groundwater supplies are protected and conserved. Groundwater is also inextricably linked to the supply and quality of surface drinking water, and is equally important for industry and agriculture. Groundwater is also responsible for maintaining the base flow of rivers and is important in sustaining many wetland wildlife habitats.
- 2.4.13 Unfortunately, groundwater is very vulnerable to the risk of pollution. Once contaminated the damage is usually irrevocable. Many of the threats to groundwater supplies are linked to the use of land. For example, through the redevelopment of contaminated land (*see Policy ME6*) and the location of industry near to groundwater sources. Pollution may result from a direct discharge or may be 'diffuse', (ie the cumulative effects of many activities spread over a number of years). Changes in land-use may also affect the availability of groundwater resources by restricting recharge or diverting water flows. The protection of groundwater supplies is therefore an important planning consideration.
- 2.4.14 The potential risk of groundwater pollution will be a material consideration in determining planning applications. The risk of pollution varies according to the type and scale of development and the presence of any hazardous substances. Developments involving contaminated or potentially contaminated land, various noxious industrial developments and those which involve the storage of hazardous substances and the building of major infrastructure works such as roads etc will be of particular concern.

### **ME5 The location and design of development will be required to incorporate appropriate remedial measures to avoid harm to groundwater supplies which may otherwise result from the development.**

Implementation: The city council will liaise closely with the Environment Agency and Bristol Water on all relevant applications.

### ***Pollution: Contaminated Land***

- 2.4.15 Land contamination is a serious cause of pollution. Land may become contaminated with toxic or hazardous substances as a result of a previous activity. The nature and extent of the contamination will depend on the particular contaminative substances which are present. Potentially contaminated sites include former sewage and gas works, former tannery sites, landfill sites and derelict industrial sites. If appropriate precautions are not taken during redevelopment contaminants may be released into the environment resulting in risk to public health and safety and to local wildlife. The risk is not always confined to the site itself. Toxic gases from landfill sites for example can travel to surrounding land. Liquid pollution may also leach through soil and underlying geology and contaminate groundwater supplies (*see Policy ME5*). However, the re-use of contaminated land if treated appropriately, can contribute towards the revitalisation of urban areas, providing development and employment opportunities, and will be regarded as a community benefit to be taken into account in the determination of planning proposals. The city council will encourage the decontamination of such sites and will have regard to the costs and difficulties involved in this work when determining planning applications for new uses.
- 2.4.16 PPG23 on 'Planning and Pollution Control' contains guidance on the development of contaminated land in Annex 10 and includes a definition of pollution in Paragraph 1.14. It states that a balance needs to be struck between the above risks and liabilities and the need to bring land into beneficial use. The best way of minimising any risk of pollution is to ensure that sites which may be contaminated are identified at the earliest stage in the planning process. It will then be possible to

carry out investigations to assess the condition of the site and to find out if any pollutants are present. The results of the survey work can be used to determine what remedial work if any is required.

**ME6 Development on land which is contaminated will only be permitted if appropriate remedial measures are included in any planning proposal submitted to the council to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site and in the surrounding area.**

Implementation: Through the use of planning conditions and planning obligations. For all sites which are contaminated or suspected of being contaminated the city council will normally require developers to carry out a detailed site survey to determine the nature, extent and level of contaminants present both in the soil and underlying geology before the application is determined. The city council will expect to be appraised of the scope of the study and the sampling measures used. In cases where contamination is shown to exist a detailed scheme showing the appropriate remedial measures required will need to be agreed before planning permission is granted. The city council will consult closely with the relevant pollution control authorities when deciding what measures are needed. Close liaison with the Directorate of Health and Environmental Services will also be sought in identifying sites which are or are suspected of being contaminated.

***Pollution: Water Industry Investment***

- 2.4.17 In order to meet new European Community Directives on bathing water (76/160/EEC), on sewage treatment and disposal (*Urban Waste Water Treatment Directive 91/271/EEC*) and on Drinking Water (80/778/EEC), the major water companies are likely to make substantial investments in new plant and equipment over the next ten years. In Bristol this investment will entail the extension of existing sewage treatment works and alterations to existing water works which will require planning permission. New facilities to deal with non-sewage waste and sludge produced at the new treatment works may also be needed.
- 2.4.18 Wessex Water is the body responsible for providing sewage treatment facilities in Bristol. Land within the Avonmouth area adjacent to their existing treatment works has been identified for future development aimed at meeting the relevant EC Directives. Bristol Water supplies drinking water for the Bristol area. There are no water treatment facilities within the city boundary. However small scale re-chlorination plant may need to be installed at existing water storage sites at Shirehampton and Horfield in the near future. There may also be a need to extend water storage facilities in Bristol over the next ten years to meet increased demand for water supplies.
- 2.4.19 Circular 17/91 provides guidance on dealing with proposals. The city council recognises the need for improved facilities required to meet water quality objectives, and will normally support development proposals. However the city council is also keen to ensure that issues concerning the local environment, specifically local amenity and wildlife interests, are taken account of. Important landscape features within Bristol are identified in Policy NE2. Important wildlife habitats are protected under Natural Environment policies (*see Chapter 3: Natural Environment: Policy NE5*).

- ME7 (I) It is proposed to safeguard a land allocation for the extension of the existing sewage treatment works in Avonmouth, as defined on the Proposals Map, in order to meet EC directives on sewage treatment and disposal**
- (II) In assessing planning applications for proposals aimed at improving water quality and supply and reducing water pollution, account will be taken of the following factors:–**
- (i) Minimising any visual intrusion and impact on local amenity due to noise, smell or other disturbance.**



- (ii) Protecting wildlife habitats
- (iii) Protecting the visual quality of important landscape designations.

Implementation: The city council will liaise closely with Wessex Water, Bristol Water and the Environment Agency on proposals affecting existing sites. Many of the activities of the water companies are classified as 'permitted development' (1995 General Permitted Development Order), particularly if they are carried out underground or involve extension or alteration of existing buildings. However, the water companies, in consultation with the city council and the Environment Agency, will be expected to demonstrate that all necessary steps have been taken to address the above planning concerns.

### *Watercourses: Coastal Area*

- 2.4.20 PPG20 sets out issues of concern regarding the coastal area. It outlines criteria for the definition of a coastal zone, the inland limits of which depend on the extent of direct maritime influences and coast related activities.
- 2.4.21 Avonmouth lies adjacent to the Severn estuary. The physical nature of this area consists of an estuarine alluvial floodplain at a level between 7–9 m above sea level. The area is characterised by brackish rhines that outfall into the estuary at low tide. As a result the area has a high water table making it susceptible to flooding, especially if surface water run-off is increased. There are two distinct landscapes in Avonmouth – the docks/industrial areas and the open field landscape interlaced by rhines.
- 2.4.22 There are many important wildlife designations in the Avonmouth area. The mudflats and salt marshes are an SSSI, there is a Special Protection Area under the Birds Directive 1979, a Ramsar site under the Convention on Wetlands Importance 1971, and a possible Special Area of Conservation under the Habitat Directive 1992. Several of the rhines are County Sites of Nature Conservation Interest and other sites within the area are designated as Citywide Sites of Nature Conservation Interest and Wildlife Network Sites. The area also has a rich archaeological heritage, including Roman and mediaeval features.
- 2.4.23 The coastal zone, as defined by the city council for planning purposes, is the area to the west of the Bristol to Severn Beach railway line, from the northern boundary of the city to the edge of the Lamplighters section of the Shirehampton Conservation Area abutting the River Avon, but excluding Avonmouth village and the open land/industrial mixed use site on Gloucester Road.
- 2.4.24 There are many issues that need to be taken into account when defining a coastal zone. In the case of Avonmouth, economic concerns, nature conservation and landscape issues are difficult to reconcile. Whilst it could be argued that direct maritime influences such as landscape affect the entire area of Avonmouth to the M5, the restriction of all development in Avonmouth only to activities requiring a coastal location would have implications for the economic viability of the area. The designation of the coastal zone as described above is therefore a compromise between economic, landscape and nature conservation factors.

### **ME8 Development within the coastal zone defined on the Proposals Map, will only be permitted where:–**

- (i) A coastal location is an operational requirement.
- (ii) Appropriate flood defence works are undertaken as part of development.
- (iii) Nature conservation interests are not significantly affected, either directly or indirectly.

Implementation: The city council will liaise closely with the Environment Agency on proposals in the coastal zone, through the development control process.

### ***Watercourses: Development and Flood Risk***

- 2.4.25 An important responsibility of the planning process is concerned with reducing the risk of flooding, whether inland or in coastal areas. The issue will become increasingly important if the predicted effects of global warming on sea levels and weather patterns take place.
- 2.4.26 There are two main planning issues concerning development and flood risk. The first relates to the control of development within flood risk areas and the need for new development to provide appropriate flood protection works. The second issue concerns the potential for new development to increase the risk of flooding through the removal of the natural water storage and drainage capacity of open land.
- 2.4.27 A number of areas within the city boundary are at risk from flooding. These are the River Trym and Brislington Brook flood plains, parts of Avonmouth and areas adjacent to the River Avon and parts of the city centre and south Bristol in the vicinity of the Docks and the New Cut. The Environment Agency is charged, under Section 105 of the Water Resources Act 1991, to identify indicatively where flood defence problems are likely.
- 2.4.28 DoE Circular 30/92 provides guidance on taking into account flood risk issues in planning decisions. It sets out the Government's aim for Local Planning Authorities to use their powers to guide development away from areas affected by flooding and to restrict development that would increase the risk of flooding. It suggests that new development should not lead to danger to life, damage to property and wasteful expenditure on works as a result of flooding.
- 2.4.29 There are few areas in Bristol where the risk of flooding is so great as to make any new development unacceptable. However, in those areas defined by the Environment Agency as having flood defence problems, the appropriate protection works must be completed as part of any development proposal. Developers are encouraged to seek specialist advice from the Environment Agency regarding the measurement of any risk and what defence measures should be taken.
- 2.4.30 The issue of new development increasing the risk of flooding is more complex as the effects may be felt in other areas not related to the development site itself. Undeveloped land acts like a sponge soaking up surface rain water, allowing it to drain away slowly into rivers and watercourses. New buildings and covered areas such as car parks etc., remove the natural drainage capacity resulting in a greater amount of surface water running off into watercourses and at a much faster rate. With heavy and persistent rain the existing drainage infrastructure and watercourse capacity may become overloaded causing flooding in flood plains and low lying areas adjacent to water courses. Also, as foul drains become overloaded, sewage can be washed into rivers causing pollution. Surface water run-off is also usually contaminated with materials picked up from roads, such as oil and petrol and this can cause pollution in rivers and streams (*see also paragraph 2.4.6*). Development proposals that affect contaminated land may pose more serious problems because of the risk of soil and debris being washed onto other land or into rivers and watercourses.
- 2.4.31 For any new development on open land developers will need to ensure that appropriate drainage infrastructure and water retention works are completed as part of the development. This is necessary to compensate for the loss of the natural drainage capacity of existing watercourses, and so as not to overload existing drainage systems. Such works may include the construction of water storage ponds. If designed appropriately they can have the added benefit of providing new and attractive wildlife habitats. Developers will be expected to make arrangements for future maintenance of such works. Developers will also be expected to make financial contributions towards the necessary improvements to existing drainage infrastructure which are needed to meet the additional demands imposed by development.

**ME9 (I) Development subject to flood risk will be required to provide the appropriate defence works at the same time as the development itself.**

**(II) Development which would increase the risk of flooding, or which is likely to cause unacceptable effects arising from surface water run-off, will be required to provide for the appropriate drainage infrastructure works and retention works at the same time as the development itself.**

Implementation: The Environment Agency has permissive powers for flood protection related to statutory main rivers and sea defence works, under the Water Resources Act 1991. Local Authorities under the Land Drainage Act 1991 have permissive powers for watercourses other than statutory main rivers. The provision of sewerage and drainage facilities is the responsibility of Wessex Water. For all applications within flood risk areas, and in those areas where land drainage is an issue, the city council will consult closely with the relevant bodies including the South Gloucestershire Internal Drainage Board regarding the Avonmouth Area. Appropriate works concurrent with the development will be sought through the use of conditions on the granting of planning permission. Financial payments may be sought through Planning Obligations to meet the costs of improving the existing drainage infrastructure to cater for additional loads resulting from the development.

***Watercourses: Development Adjacent to Rivers and Watercourses***

- 2.4.32 For developments adjacent to rivers and watercourses it is important to provide sufficient access so that future improvements, maintenance and emergency works can be carried out. This will involve providing access strips along the edges of rivers and watercourses. By preventing development from encroaching onto the banks of rivers and watercourses their role as wildlife corridors will also be maintained (*see Chapter 3: The Natural Environment: Policies NE4 and NE6*).

**ME10 Development adjacent to existing rivers and watercourses should take account of the requirement to provide access and working strips along the banks affected by the development.**

Implementation: The city council will liaise closely with the Environment Agency in relation to river management corridors to ensure that appropriate provisions are made for access and maintenance to agreed standards. Works should respect the nature and character of the river or watercourse. A key priority will be the conservation of wildlife habitats.

***Recycling***

- 2.4.33 The generation and disposal of waste has emerged as a major environmental issue over the last decade. The amount of waste produced nationally has been steadily increasing over a number of years. Currently most of this waste is disposed of either by burying it in landfill sites or by incineration. However, both methods have serious costs for the environment and the economy and they are a major cause of land, water and air pollution.
- 2.4.34 There is now strong pressure from the Government, the European Community and local people to reduce waste. An economic and environmentally friendly way of achieving this is by re-using and recycling waste material. The benefits are clear in reducing pollution and the long term financial costs of disposal, saving energy and reducing the demand on the world's finite resources. Recycling schemes also create training and employment opportunities for local people and encourage community participation, therefore helping to raise awareness of 'green issues' generally.
- 2.4.35 Most attention has been focused on recycling domestic waste. The city council's Waste and Recycling Strategy and Recycling Plan both put forward a series of options for introducing recycling systems in Bristol. 'Collect' schemes involve the separation of waste materials at source

by the householder. Any new scheme will have important land-use implications, particularly for new, high-density residential developments. It will be important to ensure that development proposals provide adequate space and facilities for the separation, storage and collection of waste, to enable the scheme to operate effectively. It may be that the space requirements are greater than previously needed for the old refuse collection system. A policy regarding storage design and layout for residential development is contained in Chapter 4 (*Policy B10*).

- 2.4.36 Similar 'collect' services may also be introduced for commercial buildings. Therefore new office, retail, industrial and leisure developments will also be encouraged to provide appropriate space and facilities.
- 2.4.37 Another significant way of reducing waste is the re-use of material from demolitions in the process of redevelopment. This will be encouraged and negotiated by the city council and will also bring benefits in maintaining local character and identity and reducing the need for quarrying.
- 2.4.38 The most common form of recycling is the bottlebank. Recycling banks are known as 'Bring' facilities. People bring their empty bottles to specific sites and deposit them in the facility provided (ensuring that the glass is colour separated). Glass is particularly appropriate for this sort of approach as it cannot readily be handled safely and practically, (whilst also ensuring colour separation) under a normal 'collect system'. 'Bring' facilities have now often expanded to cover newspaper, tin cans and rags. The sites have the added benefit of being highly visible thereby helping to raise public awareness about recycling. Providing they are located appropriately, they can be an important complement to any 'collect' recycling system.
- 2.4.39 As part of its policy on recycling, the city council is committed to extending the existing network of facilities.
- 2.4.40 The key requirement in locating recycling banks is to ensure that special car journeys are not needed to deposit the items, which would cancel out the environmental benefits of recycling. The most appropriate locations for recycling banks are in areas regularly visited by local people, including local shopping centres, leisure/sports centres and housing areas. In major retail/leisure schemes of 1,000 sq metres, and residential sites over 40 units facilities will be required. The provision of recycling banks can also be considered as part of a wider process aimed at the positive improvement of the local environment, known as 'greening the streetscape'. In this way recycling facilities should be included along with the provision of other essential environmental improvements normally associated with developments.

**ME11 Major shopping, leisure and residential developments will be required to provide bottle banks for glass recycling for use by the public, taking into account the location of existing facilities. Suitable sites for these and other recycling banks will be assessed according to the following criteria:–**

- (i) Access and safety for local people (particularly for women and disabled people);**
- (ii) Visual amenity;**
- (iii) Impact on local residents, due to noise and other disturbance;**
- (iv) Traffic and highway safety;**
- (v) The ability of collection vehicles to operate effectively.**

**Implementation:** Through development control. For residential developments advice on providing appropriate facilities is contained in a Policy Advice Note on Residential Guidelines. The Directorate of Planning and Development Services will liaise closely with the Directorate of Health and Environmental Services, Housing Services and Leisure Services in deciding on appropriate locations for facilities.

### *Derelict Land*

- 2.4.41 Derelict, vacant and underused land is a wasted resource at a time when land is in increasingly short supply in Bristol. Derelict land is defined as “*land so damaged by industrial or other development that it is incapable of beneficial use without treatment.*” (DoE, *Derelict Land Grant Advice Note 1, 1991*). However this represents only part of the problem. When the totals for ‘vacant’ and ‘underused’ land are added, the overall figure is probably much higher.
- 2.4.42 Derelict, vacant and underused land provides important opportunities both for economic development, housing and environmental improvement. Central Government guidance encourages the use of such land both to assist in regeneration and also to relieve development pressure in the countryside. There may also be other benefits with respect to the environment. The re-use of derelict, vacant and underused land can contribute to increasing urban densities, which in turn can help to increase the viability of public transport.
- 2.4.43 The council encourage the full and effective use of urban land. Many sites will be suitable for employment generating uses or for housing. Others will provide opportunity for recreational and leisure uses. Of particular concern is that some sites, after years of dereliction have developed considerable nature conservation value. In assessing future uses the ecological and amenity value of the derelict land will also be a consideration (*see Chapter 3: The Natural Environment: Policy NE1*).
- 2.4.44 An important function of the planning system is to ensure that land does not become derelict once a particular use has ceased, for example if the land becomes contaminated (*see Policy ME6*). If the appropriate precautions are not taken, the costs of removing the contamination may be so expensive as to prohibit any economic re-use of the land. The after-use of a particular site and other environmental factors will therefore be material considerations in determining applications for development.

### **ME12 In determining planning applications for the use of land, account will be taken of the provision which is made for the appropriate after care of the site.**

Implementation: Through the use of planning conditions and legal agreements.

### *Development on Unstable Land*

- 2.4.45 There are a number of causes of land instability, for example, the existence of underground mining or engineering works. Land may also become unstable as a result of ground compression. This may be of natural origin or due to human activities such as landfill, or the restoration of open cast mines. Sloping land may also be unstable. The existence of former coal mining works in many parts of the city represents a particular concern in Bristol. However, the potential for land instability problems from other causes also need to be taken into account in a number of locations.
- 2.4.46 Development activity may often be the triggering factor which initiates instability problems. Potential hazards include subsidence, flood risk and drainage problems and migration of methane gas from landfill or mine origin (*see Policies ME9 and ME6 respectively*). These problems can result in damage to buildings and structures, disruption of communications and services and can represent a serious risk to public health and safety.
- 2.4.47 Planning Policy Guidance Note 14 advises that development proposals within such areas must include provision for minimising the risk and effects of land instability on property, infrastructure and the public. This includes the carrying out of appropriate precautionary measures at the planning application stage to evaluate ground conditions and taking any appropriate remedial action. In some cases however, the problems may be so severe that development cannot take place.

### **ME13 On land which has been identified as unstable, appropriate remedial measures to overcome instability will be required. Where instability could not be satisfactorily**



**overcome to render the site suitable for the proposed development without causing harm to interests of acknowledged importance, planning permission will not be granted.**

Implementation: In areas where it is suspected that land instability problems may exist the city council will liaise with relevant agencies to determine further the extent and nature of any problems. Based on the information received, the city council will judge whether or not a detailed geotechnical survey is required. Any survey work must be undertaken by the developer. The results should be submitted with the planning application. Reports should identify what appropriate remedial measures are necessary to overcome problems.

### ***Public Utilities***

- 2.4.48 For a large city like Bristol with a diverse range of land uses, it is vital that adequate service infrastructure is provided, covering the electricity, gas, water, and telecommunications industries. This is important for modern business needs, in delivering public services and for the quality of life of individual people. There can also be environmental benefits, particularly with telecommunications technology which in certain circumstances can contribute to reducing the need to travel. These 'public' utility services are now provided by private companies, and the city council only has limited control over their activities.
- 2.4.49 Many of the activities of the public utility agencies, such as the layout of underground pipes and cables, the erection of overhead telephone and electricity lines, and the erection of telephone kiosks and small transformer stations do not require planning permission. However, such activities, if inappropriately sited and designed, can have an adverse impact on the environment.
- 2.4.50 The growth of the modern telecommunications industry represents a particularly important planning issue due to the proliferation and variety of equipment and technology now available. PPG8 provides guidance on dealing with new developments in telecommunications. Most forms of small telecommunications systems (including tv satellite dishes), do not require planning permission. However, the public service operators ('code' operators) are required to consult the Local Planning Authority when siting services. Chapter 4: The Built Environment: Policy B6 deals with these services which are located on existing or new buildings.
- 2.4.51 Certain larger forms of telecommunications equipment such as large masts do require planning permission. PPG8 states that it is the Government's policy to facilitate the growth of the telecommunications industry. However, the guidance also outlines the Government's commitment to conserving national heritage and preventing damage to the appearance of buildings, townscape and the countryside. There will be continuing growth and modernisation of public utility infrastructure to meet the changing needs of the city. For example new developments and the replacement of other equipment may mean a need for new electricity sub-stations. Several sites may be required for such development within the Plan period or in the longer term.
- 2.4.52 In dealing with planning applications from the public utility agencies (including telecommunications operators) the city council will seek to balance the need for service infrastructure with the need to conserve the environment. It is recognised that some visual impact may be inevitable because of the equipment's functional requirements and that locational requirements may restrict the choice of alternative sites. Nevertheless, the avoidance or minimisation of visual damage and obtrusiveness, the effects of proliferation, the needs of disabled people, and public safety issues will be material considerations, and the city council will encourage the shared use of masts and high buildings wherever possible.
- 2.4.53 The city council will consult closely with utility operators and encourage them to take appropriate steps in the siting and design of equipment and facilities to reduce impact to a minimum. Finally,

where service provision involves excavation works, the city council will encourage an appropriate standard of reinstatement which is in character with the surrounding area and which has regard to the safety of pedestrians and road users.

**ME14 In determining planning applications for public utility developments, account will be taken of the technical and locational needs of operators and the benefits of minimising visual impact and obtrusiveness, with particular regard to the following:–**

- (i) The efficient use of existing equipment and services (including, where appropriate, the sharing of masts etc).**
- (ii) The use of appropriate materials and colours, and the sympathetic use of screening.**
- (iii) The character and appearance of the locality in which it is proposed.**

**Implementation:** Through close consultation with the public utility operators at an early stage in the development process, and through the use of planning conditions where appropriate.

## *CHAPTER 3: THE NATURAL ENVIRONMENT*

*“TO PROTECT AND ENHANCE THE CITY’S OPEN SPACE AS AN AMENITY  
AND NATURAL RESOURCE”*

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### 3.1 INTRODUCTION

- 3.1.1 The value of open spaces in urban areas for amenity and public recreation has long been recognised. However, it is only recently that the wider role of urban green spaces as a valuable natural resource for people and wildlife has begun to be more fully appreciated. In large cities it is especially important that beneficial open space is not lost to development, and that those elements of our natural heritage which remain are protected and enhanced for present and future generations to enjoy.

#### *Protection of the Natural Environment*

- 3.1.2 The natural environment of urban areas often differs considerably from the public perception of 'countryside' because of the uses to which it has been put, the intensity of human use and management, and the past introduction of non-native species of plants and trees. Nevertheless, the managed urban landscape has many positive characteristics and qualities which need to be recognised and contains many areas of 'greenspace', including pockets of semi-natural habitat which act as refuges for wildlife and without which the urban environment would be much poorer. This Chapter is concerned with the future of Bristol's 'greenspace' resource – the term used to describe all land or water which is not built over – and with the various landscapes and landscape features which enrich the city's character.
- 3.1.3 Urban open land is under constant pressure from development. In Bristol this pressure intensified during the 1980s, with the result that many open spaces were threatened with damaging changes. As a result, Bristol has been at the forefront of a campaign to give greater protection to urban open space. More recently, threats to locally valued wildlife habitats have prompted the city council and other organisations to lobby for more effective protection of such sites.
- 3.1.4 Although development pressures are unlikely to recede in the long term, national and regional strategic policies are now beginning to recognise the importance of protecting urban open spaces and the remaining natural habitats. National agencies such as the Countryside Commission, the Forestry Authority, English Nature and English Heritage are encouraging a more positive and comprehensive approach to planning for open space in and around cities. Recent government promotion of national environmental policies and locally based initiatives are welcomed and give local planning authorities the opportunity to respond positively to local environmental problems and public concerns. Local agencies and special interest groups such as the Wildlife Trust for Bristol, Bath and Avon, play an increasingly important role in the support and implementation of local strategies and proposals.
- 3.1.5 Bristol is fortunate in having a wide variety of open spaces including historic landscapes and wildlife habitats, some of which are of national importance. Prominent hill ridges and deep-cut river valleys characterise the city's landscape setting. These features, together with several parkland estates, wedges of urban fringe countryside and numerous smaller open spaces, provide important 'green lungs' in the urban area.
- 3.1.6 However, not all open space is of high ecological value. Bristol was surveyed in 1988 as part of a land use and habitat survey of Avon (the Avon Phase I survey, published in 1990) by the then Nature Conservancy Council. This revealed that although almost 40% of the city's land area is not built on, only 6% can be classed as having semi-natural vegetation.
- 3.1.7 It is this 6% of land in the city which is of greatest importance to wildlife. Its rarity demonstrates the need for its protection as a scarce natural resource and also the potential for improving the ecological and amenity value of other open land. In an increasingly urbanised environment, it is essential for the future health of the city and its people that open space is managed in a way which realises its potential and enhances its value as a public amenity and a major contributor to the quality of life.

- 3.1.8 The natural environment has constantly been managed by man for his purposes and modern pressures for use of land make conflicts inevitable. If the quality of Bristol's environment is to be maintained and improved despite these pressures, the principle of sustainable development must be adopted both in plan-making and in future planning decisions. In moving towards this, effective planning policies are needed to ensure that the city's scarce natural resource is not diminished further; that land is managed to benefit wildlife; that conflicts between land use and conservation interests are minimised; and that new development makes a significant contribution towards a greener city.

## 3.2 POLICY CONTEXT

- 3.2.1 In 1990 the European Commission published a Green Paper on the Urban Environment, which discussed, amongst other issues, the pressures on urban open space and the value of natural features and semi-natural habitats in and around cities.

- 3.2.2 In 1992, a "European Community Programme of Policy and Action in relation to the Environment and Sustainable Development" was published, entitled 'Towards Sustainability'. Item 5.3 concerns the 'protection of nature and bio-diversity' and states:-

*"Apart from protecting nature and bio-diversity in the large-scale dimension (ie. at Community-wide level) .... it behoves national, regional and local authorities, enterprises, landowners and householders to maintain and enhance the natural beauty, parks and gardens in their own jurisdiction or neighbourhood".*

- 3.2.3 Local Authority powers relating to nature conservation, access to the countryside, enhancement of derelict land and protection of the natural environment are embodied mainly in the following legislation:-

- (i) National Parks and Access to the Countryside Act 1949, as amended by the Local Government Act 1972:- In particular, Section 21 gives local authorities the power to designate local nature reserves to protect sites of local significance for nature conservation.
- (ii) Countryside Act, 1968:- Section 6 gives local planning authorities the power to make access agreements and orders relating to areas of land such as woodland and river banks. Section 11 requires local authorities to have regard to the desirability of conserving the natural beauty and amenity of the countryside, including the conservation of flora, fauna and geological features in urban areas. Local authorities are encouraged to consider nature conservation in the management of land they own or hold.
- (iii) Wildlife and Countryside Act 1981, as amended:- Part 1 of this Act gives protection to over 100 wildlife species and Section 25 gives local authorities a duty to bring this to the attention of the public and school children in particular. It also includes provision for nature conservation areas in school grounds. The Act includes powers and requirements relating to the protection of threatened sites, the declaration of National Nature Reserves and the notification of Sites of Special Scientific Interest (SSSIs). Section 39 gives local authorities the power to enter into management agreements with owners or occupiers of land.
- (iv) Derelict Land Act 1982:- Under this Act, Government grants are available for the reclamation of derelict land. Section 3 gives local authorities the power to carry out work to reclaim or improve derelict, unsightly or neglected land.
- (v) Town and Country Planning (Assessment of Environmental Effects) Regulations 1988:- Resulting from EC Directive 85/337, this requires an Environmental Assessment for some forms of major development.
- (vi) Town and Country Planning Act 1990:- In particular, Section 197 requires that, where appropriate, planning permissions should include provision for the preservation and

planting of trees, and Sections 198 and 201 allow local authorities to make Tree Preservation Orders to protect trees and woodlands.

- 3.2.4 PPG9, issued in October 1994, provides the main source of planning guidance on nature conservation. It describes the various types of site designations, from those of international importance, to national, regional and local, and their relevance to land use planning. It explains the advisory role of English Nature (The Nature Conservancy Council for England) and the Government's objectives for nature conservation. It states:– *“One of the essential tasks for Government, local authorities, and all public agencies concerned with the use of land and natural resources is to make adequate provision for development and economic growth whilst ensuring effective conservation of wildlife and natural features as an important element of a clean and healthy natural environment. The conservation of nature is important”*.
- 3.2.5 The PPG points out that:– *“The key to the conservation of wildlife is the protection of the habitat on which it depends”*; that protection does not only apply in SSSIs; and that local authorities are expected to *“take account of nature conservation interests wherever relevant to local decisions”*. It also emphasises the importance of urban nature conservation sites, many of which *“have an enhanced local importance as a consequence of the relative lack of wildlife sites in built-up areas”*. It states that locally designated sites *“are important to local communities, often affording people the only opportunity of direct contact with nature, especially in urban areas”*.
- 3.2.6 PPG9 contributes to the implementation of the EC Habitats Directive, by encouraging the protection and management of a network of statutory and non-statutory sites, habitats and landscape features which are of particular importance to wildlife.
- 3.2.7 Circular 1/97 (Annex B) advises that it is reasonable for a local authority to apply conditions or seek Planning Obligations under Section 106 of the Town and Country Planning Act 1990, to cover nature conservation issues related to development proposals. DoE Circular 1/92 gives guidance on planning controls over SSSIs.
- 3.2.8 PPG15 on Planning and the Historic Environment, 1994, includes guidance on the protection of historic parks and gardens. PPG 20 on Coastal Planning is particularly relevant to the future of the Avonmouth/Sevenside area (see Chapter 2: Policy ME8).
- 3.2.9 The Regional Strategy for the South West expresses particular concern that the environmental quality of the countryside around Bristol and Bath, and local environmental designations, *“means that future development in these areas should be minimised as far as possible”*.
- 3.2.10 Draft Regional Planning Guidance (RPG10) for the South-West, 1994, includes reference to the importance of ensuring that the region's environment is sustained, protected and where possible, enhanced.
- 3.2.11 The Countryside Policies of the Avon County Structure Plan are particularly relevant to this chapter. They are supported by the Avon Landscape Strategy.
- 3.2.12 The city-wide policy context relates to three strategic documents:–  
*The Greater Bristol Nature Conservation Strategy 1991*  
*The Forest of Avon Community Forest Plan*  
*A Leisure Services Strategy for Landscape, Open Space and Recreation. (Draft in preparation)*
- 3.2.13 The Greater Bristol Nature Conservation Strategy, (GBNCS) and its implementation, was a joint initiative between Bristol City Council, other adjoining Districts, the former Avon County Council, English Nature, the Countryside Commission, the former Bristol Development Corporation, the Wildlife Trust for Bristol, Bath and Avon, and the former Bristol/Avon Groundwork Trust. The Strategy, which was approved by the city council in March 1991, puts forward a comprehensive set of policies and proposals recommended for inclusion in Local Plans, which seek to protect and enhance the natural environment of the Bristol urban area. The GBNCS is being updated and revised as necessary.

- 3.2.14 In July 1989, the Countryside and Forestry Commissions launched a national initiative to create Community Forests on the edges of twelve towns and cities in England. The Forests are not simply about large-scale tree planting. They are intended to be multi-purpose and will improve the landscape, create new opportunities for sport and recreation, protect high quality landscapes and sites of archaeological, historical and nature conservation interest. They will provide opportunities for education, sport, informal recreation, cultural events and community involvement and will help establish supplies of wood products, assist with farm diversification and create new businesses and jobs.
- 3.2.15 In 1991, following the Government's decision that there should be a Community Forest around Bristol, a memorandum of agreement was drawn up forming a partnership between the Local Authorities in the former County of Avon, the Countryside Commission and the Forestry Authority, agreeing to produce a Design and Management Plan for the Forest of Avon. The Forest Plan was approved in January 1995 and it identifies strategies and priorities needed to put the Plan into action. The Memorandum also commits the Local Authorities to work to implement the relevant parts of the Forest Plan and to take account of it in their relevant policies and plans including development control.
- 3.2.16 Work is progressing on a city-wide strategy for Landscape, Open Space and Recreation which will provide a more detailed focus on the city's landscape resource than that currently provided by the Avon Landscape Strategy. This is part of a series of Leisure Services Strategies and is intended to be a comprehensive appraisal of all types of open space and landscape features and will guide policies on promotion, management and investment as well as making site-specific proposals and recommendations. The Strategy will also support policies in the Leisure Chapter relating to recreational open space and outdoor leisure activities.
- 3.2.17 The Structure Plan defines generally the inner boundary of the Green Belt around Bristol. PPG2, 1988, urges local authorities to complete the task of defining detailed Green Belt boundaries in Local Plans, supported by appropriate policies. The South West Avon Green Belt Local Plan, which was adopted in December 1988 defined the inner boundary of the Green Belt around Bristol.
- 3.2.18 Policies in the Local Plan will define a boundary for the Green Belt around Bristol which is adopted from the SW Avon Green Belt Local Plan and is fully consistent with Structure Plan policy.

### 3.3 OBJECTIVES

- 3.3.1 To protect important open spaces, landscape features, trees and watercourses as an integral part of the city's environment.*
- 3.3.2 To protect the city's Green Belt and its rural character.*
- 3.3.3 To protect the city's wildlife and wildlife habitats.*
- 3.3.4 To conserve historic landscapes.*
- 3.3.5 To ensure that new development is compatible with nature conservation.*
- 3.3.6 To create new public open spaces and improve the landscape quality and nature conservation interest of existing open spaces, and the urban fringe.*
- 3.3.7 To secure the appropriate management of important natural habitats and open spaces for the benefit of people and wildlife.*
- 3.3.8 To set up and manage Local Nature Reserves.*
- 3.3.9 To support the Community Forest initiative.*
- 3.3.10 To increase the number of trees in built-up areas and encourage tree planting generally.*
- 3.3.11 To improve public access to open spaces, landscape areas, wildlife sites and the countryside, where this is compatible with conservation interests, and to create new wildlife habitats accessible to the public.*

### 3.4 POLICIES

#### *Open Space*

- 3.4.1 Undeveloped land in cities is a scarce and valuable commodity. The needs of development must be weighed very carefully against other valid considerations. The character of Bristol and the quality of its environment relies on the continued existence of green open space which fulfils a variety of important functions. Many significant characteristics of open land bear no relation to its type of ownership or availability to the general public. Much open land has intrinsic qualities which merit its protection as open space regardless of matters such as public access; but equally, open land can take on added importance because it is especially valued by people who see it, use it or appreciate its particular qualities as open space, or because of its existence in a closely built-up area.
- 3.4.2 The city council is concerned that all open land which has qualities or characteristics of recognised importance, or supports appropriate uses which could not easily be re-established on an equivalent site nearby, should not be adversely affected, either directly or indirectly by development, and should be designated as open space.
- 3.4.3 The Plan contains specific policies on many of the important categories and uses of land designated as open space. However, there is also a general concern to protect the availability and distribution of open spaces which make an important contribution to the amenity and character of the urban environment, the variety of leisure and recreational opportunities, and enjoyment of the city's natural heritage by everyone. Within the overall pattern of open space provision throughout the city, there are many areas which are not well provided with green open space and many other reasons why particular sites may need to be protected, including:-
- (i) Sites which are visually attractive and may have significant nature conservation interest, such as pockets of woodland or wetland habitats.
  - (ii) Open space which, apart from providing for a particular sport or recreation activity, has landscape qualities which contribute to the amenity of the locality and may be enjoyed by people who do not physically use the site.
  - (iii) Land used in connection with an outdoor leisure activity (eg for grazing horses for riding) which may be vital to public enjoyment of that activity locally, and may be in short supply.
  - (iv) Land which is accessible to the public although not formally laid out as open space, but is valued by the local community specifically because of its different character from public parks and gardens.
  - (v) Small amenity spaces in densely built-up inner areas (eg street corner sites, communal garden squares, etc) and strategically-located squares and spaces in outer housing estates, which have important townscape value linked with their greening effect, or act as focal points for social or recreational activity.
  - (vi) Publicly accessible open space in housing areas which have very small private gardens, and in employment areas providing relief from the working environment.
  - (vii) Amenity spaces, particularly in residential areas, which form part of a network of connected paths and spaces giving off-road access to local facilities.
  - (viii) Allotment sites which may have a significant number of vacant plots but which provide opportunities for other open space uses such as grazing, informal recreation or nature conservation. Changes of use of statutory allotments require special consent from the Secretary of State for the Environment. There must be demonstrable evidence that the facility is surplus to requirements in the area.

The appropriate use of derelict sites, including their possible value as open space, is considered in Chapter 2: Management of the Environment.



3.4.4 Where development which affects open space is acceptable, NE12 will be used as appropriate to promote the creation of new or enhanced open space on the site, and NE11 will be used to ensure that treatment of the landscape or open space elements of the development is sympathetic to nature conservation. (These Policies apply to all open space, whether designated as important open space under Policy NE1 or not). Where open space is used as a playing field or recreation ground for organised sport activities, Policy L1 also applies.

**NE1 (I) The distribution and variety of open spaces throughout the city will be maintained and, where possible, enhanced.**

**(II) Sites which are important for nature conservation, recreation, historic landscape interest, landscape quality, visual amenity, community or outdoor leisure-related use, or providing setting or relief to the built environment, defined on the Proposals Map, will be protected as open space.**

**(III) Development involving an unacceptable loss of important open space (designated in section II and defined on the Proposals Map), or which would have a significant adverse effect on the interest, use, amenity, character or accessibility of such open space, will not be permitted.**

**(IV) Where sites are not defined as open space on the Proposals Map, and are not subject to any other designation or proposal, account will be taken of the need to protect open space interests and uses in determining planning applications. Particular attention will be paid to the amenity and nature conservation value of undefined open space sites.**

Implementation: Development Control.

### ***Landscape Features***

3.4.5 Bristol has a distinctive landscape structure which has not previously been subject to comprehensive study for planning purposes. The city centre lies in a low, formerly marshy basin, surrounded by steep hillsides. The suburban areas are spread across a series of ridges, of varying widths, running roughly north-east-south-west, parallel to the Severn Estuary and the Cotswold chain. Cutting through these, the River Avon has formed the dramatic gorge which acts as a natural barrier to the west of the city, whilst development to the south is contained by the massive ridge of Dundry Hill. The main outcrops in the north of the city are the Kingsweston ridge and Purdown, which have distinctive skylines and provide superb views.

3.4.6 A number of deeply-incised river and stream valleys accentuate the city's hilly character, the most significant features being the impressive, steep-sided valleys on the Frome and Trym and on the Avon near St Anne's. The many smaller valleys, slopes and hilltops may be less dramatic, but are no less important in contributing to the city's landscape character, acting as local landmarks and providing visual relief by punctuating the urban area.

3.4.7 Although the majority of hillsides have been built over, those which remain undeveloped often appear as prominent natural features, whilst those where development is dominated by substantial tree cover can still give an impression of green landscape. The deeper valleys can give a feeling of rural seclusion.

3.4.8 Man-made elements can also be worthy of protection. The Severnside rhines are a distinctive feature of a relic marshland landscape, created through a long history of human intervention. More recent features, such as railway embankments and cuttings, can give a distinctive character to a locality, such as at Narrowways Hill, St Werburghs.

- 3.4.9 The principal landscape features in the city have been identified through work on a Leisure Services Strategy for Landscape, Open Space and Recreation, and are indicated on the Proposals Map. (Also see Chapter 4: Built Environment: Policy B2, concerning townscape features and local context).

**NE2 Prominent or strategically important landscape features which make a significant contribution to the landscape character of the city, including green hillsides, promontories, ridges, valleys, gorges and man-made landscapes will be protected. Development which would have a significant adverse effect on identified features of importance as defined on the Proposals Map will not be permitted.**

Implementation: Development control.

### ***Trees and Woodlands (including tree planting and the Community Forest)***

- 3.4.10 One third of Bristol's semi-natural habitats consists of broadleaved woodland. This does not take account of individual trees in gardens and streets, but means that only 2% of land in the city, an area a little over 250 hectares, is truly wooded and is therefore of the highest value to wildlife and public amenity. The woodland is unevenly distributed across the city, occurring mainly in the north-west, north-east and south-east fringes. This illustrates the importance of protecting and maintaining the urban tree stock.
- 3.4.11 Many trees and woodlands in Bristol are already protected, either by Tree Preservation Orders, (the total number of TPOs, for individuals or groups of trees, is now over 480), or by being in Conservation Areas, which also gives some degree of protection. In addition, large areas of amenity woodland are in city council ownership, and their long-term protection and management is the subject of the city council's Woodland Estate Working Plan.
- 3.4.12 However, in some parts of the city, trees are the only form of 'natural' habitat and receive no special protection. Prominent trees are important as landscape features in the urban environment and even small groups of trees, particularly native broadleaved species, can support a large amount of wildlife. For many years, the city council has operated an informal policy of seeking the replacement of trees which are removed as a result of development or for other reasons. It is proposed to continue this policy and to resist the loss of trees which make a positive contribution to the quality of the city's environment. For the treatment of trees in development proposals, see Policy NE11 and Chapter 4: Built Environment: Policy B7.
- 3.4.13 Despite financial and physical constraints, every effort will be made to find ways of increasing the number of trees in public areas, particularly in streets and other urban spaces which lack vegetation. There is an absence of structural tree planting in many parts of the densely built-up inner areas of the city and in the more open layouts of the outer housing estates, which would benefit significantly from additional planting to reinforce recent small-scale greening initiatives. The Landscape, Open Space and Recreation Strategy will identify opportunities for further planting and recommend long-term management objectives for the city's urban trees. It will be necessary to define public areas capable of taking trees, and to involve other public, private and voluntary sector agencies and interests in developing initiatives, particularly to target areas where the greatest benefit to residents and the general public, as well as to the environment, can be achieved.
- 3.4.14 In addition to public tree planting schemes, private landowners and developers can play an equally important role in creating a greener city by planting trees, particularly where there are opportunities in development proposals.
- 3.4.15 Community Forests are a major national environmental initiative (*see 3.2.14*). The Forest Plan for the Forest of Avon was approved in January 1995.

- 3.4.16 The Forest Plan identifies priority areas for landscape treatment and the improvement of recreational access, and incorporates many existing and new proposals for green areas, the urban fringe and public access to open space and the countryside. It reflects aspirations of the city council and other authorities, interest groups and communities in the Forest area (*see Chapter 10: Leisure: Policy L6*). The area covered by the Community Forest includes the whole of the city. There are many areas of open space and existing woodland within the urban area where Community Forest benefits can be brought close to many urban communities. Figure 17.7 in the Forest Plan identifies Areas of Opportunity and proposals to enhance the urban environment through woodland management, tree planting and other projects.
- 3.4.17 Woodland planting will be a key factor in improving the landscape around the city, and the Plan shows how and where woodland cover could be increased. The urban edge and degraded urban fringe land are prime areas for enhancement, to re-create a green setting for the city (*see 3.4.53: Policy NE12*). Any future development could be better accommodated within a well-wooded landscape already established than by subsequent incidental planting. Every opportunity will be sought to create new woodland on publicly owned and derelict land, but most planting will be on privately owned farm land. The involvement of the farming community and landowners is crucial to the success of the Forest and incentives will be provided to improve public access as part of planting and land management agreements.
- 3.4.18 The partnership approach to the Community Forest initiative aims to ensure the involvement of the local authorities, interest groups, communities and individuals in the planning process. The Forest Plan provides an important focus for the city council's Leisure Strategies.
- 3.4.19 In determining planning applications, account will be taken of the need to protect existing trees and woodlands and of the benefits of increasing the amount of tree cover in the city by planting new trees and woods.

**NE3 Development involving the loss of or damage to trees or woodlands which are of landscape, amenity or nature conservation value will not be permitted, unless unacceptable harmful effects of the development can be overcome and replacement or additional tree planting of appropriate scale and species, which is sufficient to compensate for the loss, can be achieved within the same site or on an equivalent site nearby.**

Implementation: Through Development Control, and also involving officers in the Leisure Services Directorate.

### ***Watercourses and Wetlands***

- 3.4.20 Water is a precious natural resource. The water environment is sensitive to change and needs to be carefully conserved. Watercourses and wetlands can easily be damaged by development which can, for example, alter drainage patterns, lower the water table or cause pollution. Watercourses should be retained in their natural state wherever possible, including watercourse vegetation. Culverting should be avoided as it effectively removes all natural interest. Development often neglects the valuable potential offered by watercourses and wetlands for public amenity.
- 3.4.21 It is the duty of the Environment Agency ('The Agency') to protect watercourses and ensure high water quality, and also to promote nature conservation and, where appropriate, water-based recreation. The Agency is responsible for over-seeing planning policies for the water environment and is required to be consulted on all developments likely to affect watercourses or wetland areas, including river flood-plains.
- 3.4.22 The term 'wetlands' covers all land that is regularly or periodically covered with water or in which the water table is very near the surface. This encompasses a wide range of wildlife habitats, adding



to the diversity and interest of the city's natural environment. Wetland habitats are recognised as being extremely valuable to wildlife and Bristol's wetlands include part of the Severn Estuary, a site proposed for designation as 'Wetland of International Importance, especially as Waterfowl Habitat', under the Ramsar Convention. Rivers such as the Avon, Frome and Trym are important in forming wildlife corridors through the city (*see Policy NE6*) and in supporting fish and other aquatic wildlife. Bankside vegetation is also important as wildlife habitat. There is the potential to create more water habitats in urban areas as well as a need to protect those already existing.

3.4.23 Account will be taken of the need to protect water resources and water quality, and of the benefits of enhancing the water environment and creating new wetland habitats.

**NE4 (I) Development which would cause unacceptable harm to the natural watercourse system or to the extent of the loss of natural flood-plain will not be permitted unless satisfactory compensatory measures are provided which take full account of requirements for land drainage, watercourse management, good water quality, nature conservation and amenity.**

**(II) Development which conserves or enhances the water environment will be permitted, provided that measures are included as appropriate to:-**

- (i) Safeguard or enhance water quality (eg by decontamination);**
- (ii) Ensure there is no unacceptable damaging run-off from hard surfacing;**
- (iii) Prevent pollution where harmful discharges are likely to occur;**
- (iv) Retain wetland habitats and natural waterside vegetation and ensure their future management.**

Implementation: Development control

### ***Sites of Nature Conservation Interest***

3.4.24 The Greater Bristol Nature Conservation Strategy 1991, brought together information from a variety of sources, including scientific research on particular habitat types and field survey data, and identified all known 'Sites of Nature Conservation Interest' (SNCIs) in the Greater Bristol area, ranging from the internationally important wetland of the Severn Estuary, (a proposed Special Protection Area under the EC Directive on the conservation of wild birds); through to other Sites of Special Scientific Interest (SSSIs) of national importance; 'County Sites of Importance for Nature Conservation'; Nature Reserves managed by the Wildlife Trust for Bristol, Bath and the former County of Avon; and other sites which are of citywide importance because of their special significance as wildlife habitats in the urban environment, their value to local communities, or other reasons related to their city context. It is important to recognise that all SNCIs are of local importance within the Greater Bristol area, and represent the area's critical stock of natural capital. Many sites in urban Bristol afford people their only direct contact with nature and have an enhanced local importance as a consequence of this. The importance of local, non-statutory sites, particularly in urban areas, is recognised in PPG9. All sites covered by Policy NE5 have been designated against strict criteria which established that they are of substantive value for nature conservation on an international, national or local basis. The Proposals Map identifies all Sites of Nature Conservation Interest (SNCIs), which are of at least local citywide importance. Sites of Special Scientific Interest (SSSIs) and County Sites of Nature Conservation Importance are distinguished by additional notations. The weight to be attached in the application of the Policy will have regard to the relative significance of these international, national and local designations, following the clear guidance in PPG9.

3.4.25 The criteria for selecting sites in the Greater Bristol area that were not already designated either by English Nature as SSSIs or by the former Avon County Council as County Sites (SNCIs, Policy C4, Avon County Structure Plan, 3rd Alteration) are set out below and were drawn up jointly with English Nature and other interested organisations. There may be sites which have not been surveyed to date but which warrant SNCI status. There may also be other sites which will attain SNCI status in the future, following changes in management or community involvement. Site characteristics relate to a site's intrinsic value for nature conservation. The community factors consider the social context of a site.

#### 3.4.26 Site Characteristics

- (i) **Size:** Larger sites are usually more important than smaller sites and they are likely to accommodate more habitat variation. In the absence of large sites, small sites increase in value.
- (ii) **Diversity:** This refers to the range and diversity of wildlife species, habitats and/or geological features present on a site. Some habitats are naturally of low species diversity eg reedbeds.
- (iii) **Rarity:** This considers how common or uncommon the species, habitats or geological features present on the site are, for example, the features of interest may be rare on an international, national, county or local scale, and a species rare in Bristol may be common elsewhere in Britain.
- (iv) **Fragility:** Some sites are more vulnerable to change and damage by external influences. Particularly fragile areas require careful conservation to remain viable in the long term. For example, the quality and quantity of water passing into and out of a wetland area are important in the conservation of the wetland habitat.
- (v) **Irreplaceable:** Some areas, such as ancient woodland once lost or damaged cannot be re-created in hundreds of years, if at all. Many sites cannot be re-created elsewhere on account of technical difficulties, land availability, cost, community values and other ecological or social reasons.
- (vi) **Typical or Representative:** It is desirable to safeguard a sequence and range of habitat types and geological features. Particularly good examples of 'typical' or 'representative' features should be conserved, including those of a typically urban character eg canals, abandoned wharves and disused railway lines colonised by nature.
- (vii) **Geographical Position:** The geographical position of a site may enhance its value, for example because of its location in or adjacent to a wildlife corridor or its proximity to other habitats of wildlife value. The interest of a geological site may be as part of a sequence of geological features across Greater Bristol.
- (viii) **Important Populations of Species:** Some sites are important because they hold a large proportion of the Greater Bristol population of a species.
- (ix) **Age or Continuity of Land Use:** Some sites have ecological characteristics derived from their long standing such as ancient woodland and traditionally managed meadows. Old, relatively undisturbed environments tend to be rare and usually contain a large range and diversity of species.

#### 3.4.27 Community Factors

- (i) **Community or Amenity Value:** Sites are assessed in terms of their value to local people. For example, some sites are valued by the local community on account of their attractive flowers or their rural atmosphere away from the hubbub of urban life. Others are of particular significance to the local community because of their links with community history, such as canals, disused railway lines and old cemeteries.
- (ii) **Physical Access:** Physical access to sites is a valuable asset in urban areas. Sites with access for disabled people are particularly important.

- (iii) **Visual Access:** Visual access to sites is also an important consideration in urban areas. For example, although there may be no physical access to a site, the local community may be able to observe and enjoy wildlife there from outside the site's boundaries. Some sites can be seen by a large proportion of the urban population, eg on a prominent hillside.
- (iv) **Educational Value:** Some sites may be of particular value for formal and/or informal education by virtue of their proximity to educational establishments and/or having a range of robust habitats or facilities to aid study and interpretation.
- (v) **Landscape or Aesthetic Appeal:** This is difficult to assess objectively, but is often indicated by the number of people using or appreciating the site, and is therefore closely linked to (i) and (ii) above.
- (vi) **Situated in Area Lacking Natural Habitats:** The location of a site within an ecologically impoverished part of the conurbation may enhance its special conservation value.
- (vii) **Recorded History:** Some sites have been studied by amateurs and professionals for many years, or may be the location at which a specific discovery was made. These add to the conservation value of the site.

3.4.28 It is essential that nature conservation requirements are considered at the earliest possible stage of the planning process. Initial reference should be made to the Nature Conservation Officer of the city council. Proposals affecting any Site of Nature Conservation Interest will also be referred for comment to the relevant conservation organisations. The appropriate local body for consultation is the Wildlife Trust.

3.4.29 All currently known Sites of Nature Conservation Interest in the City of Bristol are delineated on the Proposals Map and listed in the Schedule to this Policy. A major review of the SNCIs identified in the Greater Bristol Nature Conservation Strategy was carried out in 1993, in conjunction with English Nature for the purposes of this Local Plan. A re-survey of over 20 sites was carried out in Summer 1994. It should be noted that all SNCIs will be subject to further regular review.

**NE5 (I) Sites of Nature Conservation Interest, set out in the Schedule and defined on the Proposals Map will be protected, having regard to the relative significance of their designation.**

**(II) Development which is likely to have an adverse effect on the nature conservation objectives or the integrity of a potential or classified Special Protection Area, a candidate or designated Special Area for Conservation or a Ramsar Site will not be permitted.**

**(III) Development affecting a site of Special Scientific Interest will not be permitted unless it can be made subject to conditions that will prevent damaging impacts on wildlife habitats or important physical features, or if other material factors outweigh the national nature conservation considerations.**

**(IV) Development which would harm the substantive nature conservation value of sites of citywide importance will not be permitted, except where the significance of the site for nature conservation is outweighed by the importance of the development.**

Implementation: Normal development control procedures. The appropriate conservation bodies must be consulted on development proposals at the earliest stage in the planning process.

### ***The Wildlife Network***

- 3.4.30 An effective network of wildlife habitats and corridors is crucial to the continuing success of wildlife in urban areas. The fragmentation of good wildlife habitats through the loss or reduction of individual sites, particularly as a result of development, is a major problem for nature conservation. Small, isolated sites may support fewer species than large areas, and are more vulnerable to the effects of disease or severe weather. However, if wildlife areas are linked, the problem can be reduced. Linear greenspace, especially if it consists of semi-natural habitats, can form wildlife corridors which connect existing and potential wildlife sites with each other and the open countryside. These links act as a wildlife network which provides routes by which animals may travel and plants may disperse and allow new 'colonists' to arrive. The European Habitats Directive (Article 10) indicates the importance of linear and continuous landscape features and those which function as stepping-stones, and requires that the management of such features should be encouraged (*see paragraphs 3.4.34–35*). PPG9 recognises that statutory and non-statutory sites, together with countryside features which provide wildlife corridors, links or stepping-stones from one habitat to another, all help to form a network which is necessary to ensure the maintenance of the current range and diversity of our wild plants and animals, geological and land-form features and the survival of important species.
- 3.4.31 The topography of Bristol and its pattern of development has resulted in an identifiable network of corridors which are now valuable to wildlife. These were designated in the Greater Bristol Nature Conservation Strategy 1991, and have subsequently been re-examined and revised for inclusion on the Proposals Map on a site-specific basis. All Sites of Nature Conservation Interest (SNCIs) are automatically part of the wildlife network. Other sites which together with the SNCIs form the network of wildlife corridors are designated as 'Wildlife Network Sites' and have been defined on the following basis:–
- (i) They are positioned along significant natural features.
  - (ii) They link SNCIs together or to the open countryside.
  - (iii) They are contiguous with an SNCI and provide a buffer of protection or added value to that site.
- 3.4.32 Wildlife corridors are also important for their physical effect in breaking up the urban area and acting as the city's 'green lungs'. Their links with major landscape features can bring the dual benefit of protecting the city's landscape for public amenity. Many are also capable of fulfilling recreational objectives such as 'greenways' (*see Chapter 10: Leisure: Policy L3*).
- 3.4.33 It is vital that the wildlife network is as continuous as possible and that no further breaks should occur; any severance can seriously reduce the nature conservation and landscape value of a corridor. It is therefore important to protect the integrity of the network by ensuring that any development does not cut across the open corridor or reduce it so as to create a narrow pinch-point and that there is no loss or damage of particular features which would seriously harm the value of the green space within the corridor. The effects of development should be minimised and its associated landscape treatment should reinforce and enhance the nature conservation value of the site and thereby the corridor and the wider network. Sensitive development may bring opportunities to strengthen the network through the creation of new habitats, spaces and links (*see also Policies NE11, NE12*). In the case of residential developments the arrangement of rear gardens may, when of sufficient size, configuration and openness contribute to the width and function of wildlife corridors.

- NE6 (I) The city's wildlife network will be protected and, where possible, enhanced.**  
**(II) Development on wildlife network sites, as defined on the Proposals Map, will not be permitted unless:–**

- (i) An open corridor is retained which maintains an effective link in the network;
  - (ii) An open buffer zone which gives effective added protection to any adjoining site of nature conservation interest is retained;
  - (iii) Habitats or features of identified importance to wildlife are retained and protected from any significant adverse effect.
  - (iv) The site is shown not to serve or support any substantive wildlife interest, including the necessary function of the wildlife network, as a result of further detailed site assessment.
- (III) Development which maintains the integrity of the wildlife network and includes measures to enhance the nature conservation value of remaining open land, will be permitted.

Implementation: Normal development control procedures. The appropriate conservation bodies must be consulted on the development proposals at the earliest stage in the planning process. Proposals may require detailed amendment to take account of nature conservation interests and appropriate conditions attached to planning permissions. Planning Obligations or other agreements may be used to achieve site enhancement.

### ***Management of Wildlife Habitats***

- 3.4.34 Without appropriate management, the existing value of some sites and habitats could be lost. Regulation 37 of the Habitats Regulations, 1994, reinforced by PPG9, makes clear that local planning policies should encourage the management of features of the landscape which are of major importance for wild flora and fauna. These features are linear, or continuous (such as hedgerow, rivers and riverbanks) or act as stepping stones (such as ponds or small woods), and are essential for migration, dispersal and genetic exchange of species. Bristol's Wildlife Network has been defined to follow and connect important linear landscape features and features which function as stepping stones (*see 3.4.30–3.4.33 and Policy NE6*), including sites of particular importance (*Policy NE5*). Local implementation of this element of the Habitats Regulations can therefore best be achieved by promoting the management of sites and features within the city's wildlife network.
- 3.4.35 The appropriate management and enhancement of landscape features which are of major importance for wildlife, including natural habitats and habitats of protected species, will be sought. Priority will be given to those features within the wildlife network, defined on the Proposals Map as Sites of Nature Conservation Interest and wildlife network sites.

### ***Local Nature Reserves***

- 3.4.36 Under the National Parks and Access to the Countryside Act, 1949, local authorities have statutory powers to set up and manage Local Nature Reserves, subject to consultation and agreement with English Nature. The following criteria apply:–
- (i) Sites should be of high intrinsic conservation value, or be important locally for formal education and research, or be used widely by the public for informal enjoyment of nature. Some sites may meet all three of these criteria.
  - (ii) Sites must either be owned or leased by the local authority and compulsory purchase powers can be used, but reserves may be managed by agreement with other organisations or the landowners. English Nature may support costs with grant aid, priority being given to reserves in urban areas. The local authority must submit a management plan before designation is confirmed.



3.4.37 The creation of Local Nature Reserves gives valuable sites extra protection within the planning system and ensures they are properly managed to maintain their value as a natural resource. It also increases public awareness of nature conservation and the importance of protecting local wildlife.

3.4.38 Many sites in Bristol meet the necessary criteria. The first four proposed are described below. All are owned by the city council. These sites represent a range of habitat types across the city:-

- (i) **Troopers Hill** – an acidic grassland site, identified as important for nature conservation.
- (ii) **Stockwood Open Space** – a diverse site of grassland and broadleaved woodland already managed for wildlife by the Wildlife Trust for Bristol, Bath and Avon.
- (iii) **Lawrence Weston Moor** – a very valuable wetland site, also managed by the Wildlife Trust.
- (iv) **Royate Hill Eastville** – a disused railway embankment with regenerating woodland habitat.

The establishment of Local Nature Reserves on these sites is supported by English Nature.

### **NE7 Local Nature Reserves are proposed on the sites listed below and defined on the Proposals Map:-**

- (i) Troopers Hill**
- (ii) Stockwood Open Space**
- (iii) Lawrence Weston Moor**
- (iv) Royate Hill**

Implementation: Management plans to be drawn up by Leisure Services officers in conjunction with English Nature.

### ***Protected Species***

3.4.39 Over 100 species of plants and wild creatures currently receive special protection under the Wildlife & Countryside Act 1981. The latest available list of protected animals and plants (which is subject to periodic review), is published by the Department of the Environment. Local authorities have powers to take action against anyone committing an offence under the Act. The Act also contains provisions for protecting birds. There are other species of animals which receive protection under separate legislation, including the badger, which is present in many parts of Bristol.

3.4.40 Development, including the reconstruction and re-use of derelict buildings, can displace creatures which either live on the site or use it, eg for foraging, roosting etc. On any site which may be supporting wildlife protected under national legislation, a site survey should be carried out by an expert on the relevant protected species. The survey should be a thorough investigation, with recommendations on how to mitigate the effects of development if this can be allowed without serious disruption to the creatures involved.

3.4.41 Failure to assess a site thoroughly can lead to serious problems if a protected species is present, and could result in prosecution. The cost of a survey and any necessary conservation measures should be met by the developer.

### **NE8 Development which would cause unacceptable harm to a species protected under national legislation, or its habitat, will not be permitted unless the adverse effect is capable of being overcome by measures to be carried out prior to or during development, as identified in a thorough site survey.**

Implementation: Through development control and consultation procedures.

### ***Historic Landscapes***

- 3.4.42 Bristol contains over 70 sites of significant historic landscape interest, ranging from important domestic gardens to garden squares, municipal parks, grounds of public institutions and major parkland estates. They have particular qualities, social significance or rarity value, and several were designed by well known landscape gardeners. Eight sites are included in the English Heritage Register of Parks and Gardens of Special Historic Interest. The former County Council in conjunction with Avon Gardens Trust, a local charitable organisation, has compiled a local Gazetteer of Historic Parks and Gardens in Avon (1991), which covers all currently known historic amenity landscapes of County or national significance. The Bristol section of this Gazetteer, showing English Heritage gradings where appropriate, appears as an Appendix to this Policy. The Local Plan proposes the protection of these sites on the basis of the information in the Gazetteer and the English Heritage Register. In the case of nationally important sites, the Proposals Map shows the boundaries as defined by English Heritage.
- 3.4.43 However, English Heritage recognition does not give statutory protection and, although many historic landscape sites are included in Conservation Areas or associated with Listed Buildings, monuments or archaeological features, all historically important designed gardens or landscapes are vulnerable to inappropriate development or treatment which may cause the loss of their remaining features and their particular character or interest. Moreover, the mature landscapes of long-established parks and gardens make a significant contribution to the character of many parts of the city. Even where sites have become degraded, restoration is often possible (*see Policy NE10*). It is therefore important to protect all known historic landscape sites from harmful development.

**NE9 Historic parks and gardens and other designed landscapes of national and local importance defined on the Proposals Map and described in the Appendix will be protected. Development which would adversely affect the character or appearance of historic landscapes and, in the case of nationally important sites, their settings, will not be permitted.**

Implementation: Development control, including consultation with English Heritage on registered sites and with Avon Gardens Trust on all sites in the Appendix.

### ***Landscape Restoration***

- 3.4.44 Historic landscape sites require sensitive management and in some cases restoration treatment. Several major historic landscapes in the city are in need of detailed restoration and conservation management in order to preserve their value for the future. Whilst the city council has no direct control over those sites which are not in its ownership, every effort will be made to encourage landowners and voluntary organisations to undertake appropriate conservation measures to ensure their continued survival. In some cases, development elsewhere on the site or on associated land may provide the best means of securing restoration and long-term management of the historic landscape area. In particular, the city council will give priority to promoting the restoration and conservation of the following landscapes, which are considered to be in greatest need of attention:-
- (i) Stoke Park
  - (ii) Brentry House garden
  - (iii) Kingsweston House and grounds
  - (iv) Blaise Castle Estate
  - (v) Arno's Vale Cemetery
  - (vi) Oldbury Court Estate, including the Frome Valley woods



These sites are of archaeological importance (*see Chapter 4: Built Environment: Policy B22*). Where sites are also of nature conservation importance, this should be taken into account in landscape restoration proposals, except where requirements on sites of national historic interest dictate otherwise, and no harm would be caused to a nationally protected species.

- 3.4.45 All of the above landscapes have suffered from varying degrees of abuse, neglect or insensitive treatment over a considerable period. Some have been threatened by damaging development proposals. Three – Stoke Park, Blaise and Oldbury Court, together with Ashton Court Estate, which lies just outside the city boundary – have been the subjects of detailed historic surveys and restoration plans, in which the city council has been a major partner with other authorities, landowners, voluntary organisations or public agencies. Probably the most challenging project is at Stoke Park, where a Restoration Masterplan for the whole of the undeveloped historic park, including areas in the former Northavon District, was commissioned by the Stoke Park Restoration Trust with financial support from Bristol City Council, the former Avon County Council, the former Northavon District Council, Frenchay Health Authority and the Countryside Commission. The Plan was approved by the city council in April 1992 as its policy for the area of the historic landscape within Bristol. Full restoration of the Park is heavily dependent on private sector involvement and monies from the redevelopment of Stoke Park Hospital which will close in March 1997. Progress on the redevelopment of the hospital would also facilitate a contribution to the Forest of Avon.

**NE10 Development which conserves the integrity of and restores historic parks, gardens and other designed landscapes of national and local importance will be permitted. Priority will be given to pursuing restoration of the following historic landscapes as defined on the Proposals Map:–**

- (i) Stoke Park
- (ii) Brentry House garden
- (iii) Kingsweston House grounds
- (iv) Blaise Castle Estate
- (v) Arnos Vale Cemetery
- (vi) Oldbury Court Estate and Frome Valley

Implementation: The city council will work with landowners, conservation organisations and the voluntary sector to draw up restoration programmes. Several sites in Bristol have received grant-aid from organisations such as the Countryside Commission. Grade I sites are dealt with directly by English Heritage.

***New Development: Natural Environment Considerations***

- 3.4.46 The integration of new buildings and their settings into the existing natural environment will require sympathetic treatment. Proposals on undeveloped land, or involving expansion of the built area of a site (but not householder applications), should have particular regard to the relationship between the built elements of the scheme and semi-natural vegetation on and around the site, including opportunities for enhancement. It is often possible to incorporate physical features such as rock exposures into new development without harming their nature conservation value. Where re-development of existing built-up sites is proposed, new green landscape can often be created, or existing space enhanced. This should be an important consideration in the city centre and inner areas which would especially benefit from a greener environment. Some additional public benefits relating to open space and access provisions which may be achieved through development proposals are covered in Policy NE12.

- 3.4.47 Development need not always be detrimental to wildlife. Sympathetic design of new development can have beneficial effects for nature conservation, particularly if open areas are planned as an integral part of the development scheme and used to enhance or create suitable wildlife habitats. Similarly, redevelopment can provide an opportunity to introduce wildlife to a site. This can bring the additional benefit of creating an environment which is equally attractive to the people who see or use it. PPG9 states that *“attractive environments, where attention is given to nature conservation, are essential to social and economic well-being. With careful planning and control, conservation and development can be compatible”*.
- 3.4.48 The existing and potential nature conservation value of a site should be taken into account at the earliest stage of development proposals. This is especially important on sites within or adjoining the city's wildlife network but should also be applied throughout the city to ensure that the value of the natural environment as a whole can be maintained and, where possible, enhanced. Landscape treatments and materials are discussed in Chapter 4: Built Environment: Policy B7.

**NE11 In determining planning applications, account will be taken of the retention and protection of existing natural features and habitats, and, where appropriate, the benefits of new landscape treatment which:-**

- (i) Compensates for any unavoidable loss of existing features or habitats;
- (ii) Incorporates the greatest possible proportion of appropriate native vegetation (unless special circumstances dictate otherwise);
- (iii) Incorporates the maximum possible area of permeable ground surface;
- (iv) Includes habitat features attractive to local wildlife species, (both in the design of the buildings and the landscape elements);
- (v) Respects the local landscape character;
- (vi) Enhances the landscape quality of the site;
- (vii) Is included in management plans for the whole site;
- (viii) Is well integrated with the buildings and existing landscape features on and surrounding the site.

Implementation: Normal development control procedures. In many cases, a site survey will be essential to establish the importance of existing features, habitat value/potential and which wildlife species are present. Developers will be required to take into account current advice on good practice and to submit detailed landscape schemes, including habitat creation/enhancement as appropriate. Planning Obligations may be used to achieve compensation.

***Open Space: Creation and Enhancement***

- 3.4.49 Although the potential to create new public open space in a densely-developed urban environment is clearly limited, some significant opportunities do exist, particularly to bring into public use areas of undeveloped land on or near the outer edge of the city for various types of informal recreation (consistent with Community Forest objectives), and to make public amenity spaces on small, unused sites in the inner city and other largely built-up areas. Such sites may be capable of accommodating outdoor uses which help meet the demand of local communities (eg for children's play facilities, nature gardens, quiet sitting areas, etc).
- 3.4.50 Development proposals may also provide opportunities for creating new, high quality open space on the same site, which can be made available for public use, in addition to the normal amenity requirements for users of the development. Particular regard should be paid to this matter where proposals would cause a loss of existing greenspace, whether public or private (*see Policy NE1*).

- 3.4.51 Sites suitable for new public open space will be identified in the Landscape, Open Space and Recreation Strategy. Initial survey work has revealed one important opportunity:- a possible linear park in and around the railway corridor between Horfield and Lockleaze, linked with the provision of a greenway route leading northwards out of the city through this area (*see Chapter 10: Policy L3*). Small sites in inner areas suitable for community open space have been identified in the Easton Renewal Area Strategy and other opportunities are known to exist, eg in Barton Hill, Hotwells and Clifton Wood. Sites in these areas and in other parts of the city lacking local public open space of high amenity or recreational value will be subject to detailed proposals as resources allow, but the city council will rely to a large extent on a partnership approach with community groups and other agencies for implementation. In a few cases, small scale development on part of a site may provide the best means of securing the remaining area as open space for community benefit (and can be consistent with the aims of Policy NE1).
- 3.4.52 Bristol's urban fringe continues to face pressures and problems typical of land on urban/rural margins. The poor quality of many parts of the city's urban fringe environment, coupled with a lack of public access and appropriate recreational opportunities, was recognised in the late 1970s, and a series of projects was subsequently set up to achieve improvements to a total of seven urban fringe areas around the city through reclamation of tipped land, landscape restoration, countryside management tasks and improved access, particularly on land in public ownership. Considerable improvements were achieved throughout the 1980s, but work at several sites continues, and further enhancement is planned or taking place (eg at Lawrence Weston) to achieve many of the original long-term objectives.
- 3.4.53 Whilst the city council's resources are extremely limited, the Community Forest initiative may offer a valuable opportunity to realise the full potential of these areas for public recreation as they lie close to several of the city's outer housing estates. In particular, Structure Plan policy recognises the need for major landscape enhancement in the Avonmouth/Sevenside industrial area and on the southern and south-eastern fringes of the city. The Community Forest Plan includes proposals for these areas, and will help to implement long-standing policies of the city council (*see also Chapter 10: Leisure: Policy L6 on the promotion of sites for outdoor recreation*).
- 3.4.54 Despite Bristol's heritage of high quality open spaces, the enjoyment of many of them by the public could be significantly enhanced by improvements to access and on-site facilities and by changes in their management. Moreover, large areas of public open space, including some neighbourhood parks, are in need of detailed landscape treatment and other improvements to bring them up to an equivalent or appropriate level of amenity, depending on their character and type of use. Some sites, particularly amenity areas in housing estates, are already being targeted for improvement, involving the city council and other agencies. Many open spaces could be improved in nature conservation terms by changes in management and the creation of new habitats. Others require a much greater level of investment. Proposals for the city's Heritage Estates are being drawn up by the Director of Leisure Services (*see also Policy NE10*). Development proposals elsewhere may provide opportunities to enhance neighbouring open spaces as an alternative to, or complementary to, on-site provision. Contributions to open space improvements would bring additional benefits to users or occupiers of the development, as well as users of the existing open space. The Leisure Services Strategies, together with the Community Forest Plan, will help to identify appropriate opportunities (*see also NE3*).
- 3.4.55 Management of the city council's own land is already increasingly aimed at nature conservation, and it is intended that this should be further encouraged and put into practice through specification, as appropriate, in maintenance contracts. Management policies for the city council's woodlands and open spaces should be drawn up and reviewed with nature conservation as a major objective, in line with public expectations and concerns which have been widely expressed in recent years. The interests of nature conservation, landscape treatment, public amenity and commercial concerns will need to be carefully balanced, with a firm emphasis on conserving and

enhancing the natural environment. Community and voluntary sector initiatives and other sources of financial support will be of vital importance in putting greenspace enhancement schemes into practice, bearing in mind the city council's limited resources.

**NE12 In determining planning applications, account will be taken of the benefits of creating new or enhancing existing open spaces, particularly in the urban fringe, outer housing estates and inner city areas lacking publicly accessible open space of high amenity, landscape or recreational value, or nature conservation interest.**

Implementation: By the Leisure Services Directorate and through the involvement of public, private and voluntary sector agencies and local community initiatives. Also through development control, including the use of Planning Obligations or other agreements related to developments.

***Green Belt: Boundary***

3.4.56 Green Belts have five purposes:–

- (i) To check the unrestricted sprawl of large, built-up areas.
- (ii) To assist in safeguarding the countryside from encroachment.
- (iii) To prevent neighbouring towns from merging into one another.
- (iv) To preserve the setting and special character of historic towns.
- (v) To assist in urban regeneration by encouraging the recycling of derelict and other urban land.

3.4.57 In Bristol, the Green Belt is important in maintaining a clear distinction between the built-up areas of the city and the open countryside beyond. PPG 2 explains that Green Belts have a positive role in providing access to open countryside for the urban population, either for active outdoor sports or for passive recreation. The city council's long-established policies for urban fringe open space and outdoor leisure activities accord with this and with the strict control of development in the Green Belt, by seeking to manage and enhance the undeveloped land on the edge of the city as amenity countryside and by promoting access to the countryside around Bristol through the development of 'greenways' and other initiatives (*see Policy NE12, and Chapter 10: Leisure: Policy L6*). This approach is embraced by the Community Forest concept (3.4.15–3.4.18).

3.4.58 Once determined, Green Belt boundaries are intended to remain fixed unless there are exceptional reasons for alteration; similarly development control policies in the Green Belt should be constant.

3.4.59 The Green Belt around Bristol was defined in the South West Avon Green Belt Local Plan which was adopted in December 1988. With the exception of land at Stoke Park/Purdown, the proposed inclusion of which was not supported by the Structure Plan, the city council does not believe that any further changes have become necessary, and that the current boundary should remain unchanged. Therefore, the existing Green Belt boundary, as shown on the Proposals Map, is adopted.

**NE13 An inner boundary for the Green Belt in Bristol is defined on the Proposals Map so as to follow generally the limits of the existing development.**

Implementation: Through development control.

***Green Belt: Development Control***

3.4.60 The relationship of the Green Belt to the urban edge of Bristol and the attractive, rural character of much of the Green Belt land, particularly around the south of the city, make stringent development control policies all the more important. It is acknowledged that landscape quality and rural character are not material considerations in Green Belt designation or protection, but it should be recognised that a lack of firm development control policies directly related to Green Belt

designation on the edge of Bristol could result in a steady urbanisation of visually attractive countryside, much of which is still remarkably rural in character despite its proximity to city suburbs. This is largely due to geographical factors and transportation policies, and the likely effects of future transport policy in particular will need to be weighed carefully against Green Belt and other objectives.

- 3.4.61 As a large urban area with considerable pressures for development, Bristol's circumstances differ greatly from those of rural settlements in the Green Belt. These pressures come not only from outward expansion of the city by large-scale developments, but also from demands made on Green Belt land and its existing buildings for new or more intensive uses. Developments which intensify the use of land or buildings in the countryside may often be accommodated without harming the rural character or creating an obtrusively urban environment; but similar proposals on the edge of Bristol can have a significant impact because of the proximity of the built-up area, producing the same effect as urban expansion.
- 3.4.62 The following policy, incorporating existing Structure Plan policy, continues to protect the essential open character of Bristol's Green Belt while recognising its increasingly important role in providing for recreational activities in the countryside. However, as urban pressures increase and recreational facilities become more accessible and more popular, there is a real danger that urban fringe green belt areas will become urban in character rather than green, particularly as a result of car-orientated leisure uses. Skilful design and control of any development which may be considered appropriate in the Green Belt is therefore essential to maintain its rural appearance. PPG2 makes it clear that there is a presumption against inappropriate development in the Green Belt.

**NE14 (I) The open character of the Green Belt will be protected.**

**(II) Within the Green Belt, the construction of new buildings will not be permitted, except in very special circumstances, unless it is for the purposes of:– agriculture, forestry, essential facilities for outdoor sport and outdoor recreation, cemeteries, other uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land in it; and for limited extension, alteration or replacement of existing dwellings, provided that any such development does not have any materially greater impact on the openness of the Green Belt.**

**(III) Changes of use of existing buildings in the Green Belt will be permitted, provided that:–**

**(i) The new use and other changes associated with it, including limited extension and/or external alteration or replacement floorspace, will not have a materially greater impact on the openness of the Green Belt than the existing use.**

**(ii) The new use will not conflict with the purposes of including land in the Green Belt.**

**(iii) The building is of permanent and substantial construction and its form, bulk and general design are in keeping with its surroundings.**

**(IV) Engineering and other operations and changes of use of land in the Green Belt will not be permitted unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.**

Implementation: Through normal development control procedures.



## SCHEDULE TO POLICY NE5

### SITES OF NATURE CONSERVATION INTEREST – OCTOBER 1994

The following is the latest list of all SNCIs in Bristol, including site numbers used in Appendix 2 of the Greater Bristol Nature Conservation Strategy 1991, where these correspond in whole or part to the revised designations.

SITE	MAP REFERENCE
Airport Road (GBNCS 1)	ST 594 693
Arnos Vale Cemetery (GBNCS 3)	ST 607 714
Boiling Wells (GBNCS 4)	ST 603 754
Ashton Court Estate (GBNCS 124)	ST 559 716
Ashton Vale Fields	ST 562 705
River Avon	ST 523 764–ST 635 707
Avon Gorge (GBNCS 5)	ST 558 748–ST 566 729
Avonmouth Railway Sidings (GBNCS 6)	ST 518 797
Avonmouth Sewage Works and Hoar Gout (GBNCS 7, 44)	ST 530 798
Badocks Wood (GBNCS 10)	ST 580 777
Bamfield and Briery Leaze Road (GBNCS 11)	ST 601 680
Birch Wood (GBNCS 13)	ST 626 721
Blackswarth Road Wood (GBNCS 8)	ST 623 733
Blaise Castle Estate (GBNCS 9, 14, 45, 50, 77)	ST 555 782
Bower Ashton Mineral Railway (disused) (GBNCS 19)	ST 568 702–ST 566 724
Brandon Hill (GBNCS 15)	ST 579 727
Brentry Meadows and Woodland (GBNCS 16)	ST 577 788
Brislington Meadows (GBNCS 17)	ST 625 708
Callington Road Allotments	ST 613 704
Castle Park (GBNCS 18)	ST 592 731
Clifton and Durdham Downs (GBNCS 20,33)	ST 570 750
Clifton Wood (GBNCS 21)	ST 574 726
Colliter's Brook (GBNCS 22)	ST 563 698
Conham Vale and Dundridge Farm Woodland (GBNCS 23, 30)	ST 631 723
Coombe Brook Valley (GBNCS 24)	ST 632 747
Crabtree Slipwood (GBNCS 25)	ST 744 767
Crews Hole Woodland (GBNCS 27)	ST 627 732
Crox Bottom (GBNCS 28)	ST 581 688
East Dundry Slopes (GBNCS 32, 40)	ST 568 674–ST 600 671
Easton–Staple Hill Disused Railway (GBNCS 29)	ST 604 733–ST 644 757
Eastwood Farm (GBNCS 34)	ST 632 717
East Wood and Fox's Wood (GBNCS 35)	ST 633 712
Feeder Side (GBNCS 36)	ST 599 723–ST 617 727

SITE	MAP REFERENCE
Filton Golf Course (GBNCS 37)	ST 593 795
Glyn Vale (GBNCS 38)	ST 593 704
Greenhill Plantation (GBNCS 39)	ST 551 784
Hawkfield Meadows (GBNCS 41)	ST 595 679
Henbury Golf Course (GBNCS 42)	ST 563 778
Henleaze Lake	ST 582 775
Highridge Common (GBNCS 43)	ST 564 684
Knowle Golf Course (GBNCS 46)	ST 620 696
Lamplighter's Marsh (GBNCS 48)	ST 523 767
Lawrence Weston Moor (GBNCS 49)	ST 547 893
Fields above Lawrence Weston Moor	ST 553 791
Lawrence Weston Road Rhine	ST 540 793
The Lido (GBNCS 2)	ST 625 752
Fields along M5, Hallen	ST 546 794
Magpie Bottom (GBNCS 51)	ST 640 729
Malago Valley (GBNCS 52)	ST 575 694
Moorgrove Wood and Fields (GBNCS 54,78)	ST 555 789
Moorhouse Farm Rhine	ST 544 801
Muller Road–Bonnington Walk railway corridor (two sites)	ST 602 760–606 775
Narrowways Junction (GBNCS 55)	ST 600 750
Novers Common (GBNCS 56)	ST 586 703
Oldbury Court Estate and Frome Valley (GBNCS 57)	ST 613 756–ST 643 773
Penpole Wood and Quarry (GBNCS 58, 59)	ST 536 773
Phoenix Wharf (GBNCS 60)	ST 589 724
Pigeonhouse Stream and adjacent Meadows (GBNCS 53)	ST 582 695
Quarry Steps, Durdham Down	ST 573 747
Redcliffe Caves (GBNCS 61)	ST 589 723
Rodbourn Gout (GBNCS 62)	ST 537 807
Royate Hill (GBNCS 29)	ST 618 748
St Anne's Valley (GBNCS 72)	ST 622 718
St Anne's Wood (GBNCS 73)	ST 622 725
Salt Rhine and Moorhouse Rhine	ST 528 809–ST 545 792
Sea Mills Wood (GBNCS 63)	ST 555 759
Severn Estuary (GBNCS 64)	ST 495 781–ST 535 830
Sheep Wood (GBNCS 66)	ST 570 784
Shirehampton Park Golf Course (GBNCS 67)	ST 542 770
Sneyd Park (GBNCS 68)	ST 553 754
Stockwood Open Space (GBNCS 69)	ST 625 692
Stoke Park (GBNCS 70) (including land at South Hayes)	ST 612 765



Strawberry Lane and Malago Fields (GBNCS 32)	ST 562 673
Sturminster Road (GBNCS 71)	ST 615 685
Thirty Acre Woodland (GBNCS 74)	ST 546 779
Three Acre Covert and Portway Gardens (GBNCS 75)	ST 547 765
Troopers Hill (GBNCS 76)	ST 628 731
Trym Valley (GBNCS 77)	ST 554 767
The Tump	ST 539 777
Wedmore Vale	ST 596 705
Wills Hall Field, Stoke Bishop	ST 568 758

## APPENDIX TO POLICY NE9

### HISTORIC PARKS AND GARDENS

The following is a list of all sites in the Bristol section of the Gazetteer of Historic Parks and Gardens in the County of Avon (1991), indicating those which appear in the National English Heritage Register. For full descriptions, refer to the latest edition of the Gazetteer.

SITE	MAP REF	SUMMARISED DESCRIPTION	ENGLISH HERITAGE REGISTER
Ashton Court	ST 559 716	(Mainly outside city boundary)	—
Arlington Villas, Clifton	ST 575 737	Communal garden mid C19	—
Arno's Court, Brislington	ST 612 715	Remains of mid C18 landscape park for William Reeve	—
Arno's Vale Cemetery	ST 607 715	Garden cemetery 1837, later extended. Arcadian layout with serpentine walks on steep site	Grade II
Bellevue, Clifton	ST 576 729	Communal garden east and west 1789–early C19 on steep slope	—
Berkeley Sq, Clifton	ST 578 732	Communal garden 1787 by Thomas Paty on sloping site	—
Bishop's House, Clifton	ST 574 729	Garden to first major house in Clifton	—
Bishop's Knoll, Sneyd Park	ST 555 754	Remains of C19 garden	—
Bishopsworth Manor, Bishopsworth	ST 570 680	Garden on early C18 formal garden	—
Blaise Castle, Henbury	ST 56 78	C18 picturesque landscape park by Humphry Repton 1795	Grade II*
Blaise Hamlet, Henbury	ST 559 788	Picturesque village by John Nash with George and John Adey Repton	Grade II*

SITE	MAP REF	SUMMARISED DESCRIPTION	ENGLISH HERITAGE REGISTER
Brandon Hill, City Centre	ST 576 729	Bristol's earliest public park, granted to Corporation 1174 by Robert Earl of Gloucester	—
Brentry Hospital, Westbury-on-Trym	ST 576 787	Landscape park 1802 by Humphry Repton for William Payne, extended c1817–25 for John Cave	Grade II
Brislington House, Brislington	ST 633 703	C19 landscape garden to former private asylum in the style of classical mansion	—
Bristol Homeopathic Hospital, Cotham	ST 582 738	Hospital garden 1926–27 in memory of Harold Edgar Melville Wills (d.1925)	—
Bristol Grammar School, Tyndall's Park	ST 582 737	C19 school grounds on site of late C18 Tyndall's Park to Royal Fort House	—
Bristol Zoological Garden, Clifton	ST 568 740	Zoological garden 1835 by Richard Forest of Millers Nursery	—
Brunswick Square, City Centre	ST 593 737	Communal garden 1788, altered 1953–54	—
Canford Park, Westbury-on-Trym	ST 567 773	Municipal Park 1874 bought from Rev HA Daniel by Clifton Urban Sanitary Society	—
Canynge Square, Clifton	ST 568 736	Communal garden early C19	—
Castle Park, City Centre	ST 593 732	Municipal park on site of Bristol Castle	—
Clifton College, Clifton	ST 570 738	C19 school grounds	—
Clifton Down and Durdham Down, Clifton	ST 57 75	Municipal open space 1861 on traditional site: extensive field archaeology, especially lead working and quarries	—
Clifton Hill House, Clifton	ST 575 729	Semi-formal garden 1747, layout intact	—
Council House, College Green, City Centre	ST 584 727	Cathedral Green leased to Bristol Corporation 1894, laid out 1950–54 by city council as foreground to Council House	—
Colston's School, Stapleton	ST 615 758	School grounds on C18 parkland	—
Cornwallis Crescent, Clifton	ST 568 728	Communal garden 1790–1827 bisected by public footpath on steep slope	—
Cornwallis House & Grove House, Clifton	ST 735 570	Communal garden formerly garden of 'La Retraite' private school	—

SITE	MAP REF	SUMMARISED DESCRIPTION	ENGLISH HERITAGE REGISTER
Cote, Clifton	ST 570 761	Early C19 garden, now partly built over, on early C18 site	—
Cotham Gardens, Cotham <b>See Redland Court</b>			
Dowry Square, Hotwells Durdham Down, Clifton <b>See Clifton Down and Durdham Down</b>	ST 572 726	Communal garden 1721 by George Tully	—
Eastville Park, Eastville	ST 615 753	Municipal park 1889–94 on estate land of Heath House (qv) and Ridgeway House (demolished)	—
Fishponds Park, Fishponds	ST 634 758	Municipal park by Stapleton Urban District Council 1887–88 on site contiguous with St Mary's Churchyard	—
Fremantle Square, Kingsdown	ST 590 741	Communal garden 1840s, owned by Bristol City Council since 1952	—
Friends Garden for the Blind, Redcliffe	ST 590 723	Enclosed sheltered garden 1954–55 on site of Quaker Friends Burial Ground 1665	—
Gaunt's Ham Park, Barton Hill	ST 607 733	Municipal park 1888–91	—
Glenside Hospital & Manor Park Hospital, Stapleton	ST 652 763	Grounds of two contiguous hospitals: C19 parkland with mature specimen trees	—
Goldney House, Clifton	ST 572 728	Semi-formal town garden 1732–1768 by Thomas Goldney, partly built over 1969 for Bristol University residential blocks	Grade II*
Greenbank Cemetery, Greenbank	ST 617 746	C19 garden cemetery: Arcadian landscape with mature trees and winding walks	—
Greville Smyth Park  Grove House, Clifton <b>See Cornwallis House</b> Grove Park, Redland <b>See Redland Court</b>	ST 570 717	Municipal park 1883 on land donated by Greville and Lady Smyth	—
Heath House, Stapleton	ST 607 757	C18 walled garden within larger walled enclosure on C15 site; prominent ridge-top site contiguous with Stoke Park, (qv)	—

SITE	MAP REF	SUMMARISED DESCRIPTION	ENGLISH HERITAGE REGISTER
The Holmes, Henleaze	ST 566 757	Naturalistic garden and plant collection 1872 by Hiatt Cowles Baker	—
Holmwood House, Westbury-on-Trym	ST 577 775	Edwardian garden by Dr Stanley Badock 1905–10, partly built over	—
King's Square, City Centre	ST 589 736	Communal garden 1755	—
Kingsweston House, Shirehampton	ST 543 775	C18 landscape park, partly built over, on C17 formal layout	Grade II
Manor Park, Stapleton <b>See Glenside Hospital &amp; Manor Park Hospital</b>			
Mina Road Park, Oldbury Court, Fishponds	ST 601 744	Municipal park 1884–90 C18 landscape park on C16/C17 royal forest site. Improved c1800 by Humphry Repton for Thomas Graeme; municipal park since 1937	— Grade II
Park Place, Clifton	ST 577 734	Communal garden early C19, municipally owned since 1953	—
Perrett Park, Knowle	ST 600 713	Municipal park c1900	—
The Polygon, Clifton	ST 571 727	Communal garden 1790–1820 comprising small private gardens and shared area	—
Portland Square	ST 595 737	Communal garden in Georgian square 1790 by Daniel Hague	—
Purdown Hospital, Stapleton	ST 614 761	Hospital grounds on C18 landscape park, formerly Stapleton Grove and Stapleton Park, now substantially built over	—
Queen Square, City Centre	ST 587 725	Public communal garden 1700	—
Redland Court, Redland, including Cotham Gardens, Grove Park, Redland Green <b>See Redland Court</b>	ST 584 748	Remnants of C18 landscape park substantially built over from mid to late C19, 1732–35 for John Cossins, on site of C17 Court with walled and terraced formal gardens	—
Red Lodge, Clifton	ST 584 732	Reconstruction of Tudor privy garden on remaining one of formerly eight walled gardens of The Great House 1589 for Sir John Yonge on site of Colston Hall	—
Royal Fort House Tyndall's Park	ST 584 734	Informal garden on site of Windmill Fort (demolished 1655) by Humphry Repton 1799 for Colonel Thomas Tyndall	—

Royal York Crescent, Clifton	ST 568 729	Communal garden 1790–1815 on different levels of steep slope	—
St Agnes Park, St Paul's	ST 598 742	Municipal park 1884	—
St Andrew's Park, St Andrew's	ST 593 751	Municipal park 1890–95	—
St George's Park, St George	ST 6520 738	Municipal park by St George Local Board late C19	—
St James' Park, City Centre	ST 588 735	Municipal park 1825, layout altered 1949–50, on site of 'retreat' with paths of levelled tombstones, formerly St James' Churchyard, Bristol's oldest church	—
St Matthias College, Fishponds	ST 634 763	Semi-formal gardens	—
St Matthias Park, City Centre	ST 597 734	Municipal park 1884	—
Saville Place, Clifton	ST 573 729	Communal garden 1789–1838	—
Somerset Square, Redcliffe	ST 592 721	Former communal garden 1756 to surrounding Georgian houses (now gone)	—
Southmead Manor, Westbury-on-Trym	ST 582 774	C19 and mid C20 garden on C17 site	—
Sparke Evans Park, St Philip's Marsh	ST 610 720	Municipal park 1902 on land presented to Bristol Corporation by PF Sparke Evans and Jonathan Evans	—
Stoke Park, Stapleton	ST 623 775	C18 landscape park on an older site, an important example of the work of Thomas Wright	Grade II*
Victoria Park, Bedminster	ST 594 715	Municipal park also known as Windmill Hill, 1888–91	—
Victoria Square, Clifton	ST 575 735	Communal garden 1835–1855 on site of Georgian garden	—
Vine House, Henbury	ST 563 788	Informal plantsman's garden, post 1945, on early C18 site	—
Vyvyan Terrace, Clifton	ST 573 735	Communal garden 1835 by RS Pope	—
West Mall, Clifton	ST 567 737	Communal garden 1788–1840s	—
Windmill Hill, Bedminster			
<b>See Victoria Park</b>			
Worcester Terrace, Clifton	ST 573 736	Communal garden 1856 by George Underwood	—

## CHAPTER 4 THE BUILT ENVIRONMENT

*“TO RECOGNISE THE QUALITY AND SPECIAL CHARACTER OF DIFFERENT PARTS OF BRISTOL AND WELCOME NEW DEVELOPMENT THAT IMPROVES THE EXISTING ENVIRONMENT THROUGH GOOD URBAN DESIGN”*

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## 4.1 INTRODUCTION

- 4.1.1 This Plan intends to promote a well designed, co-ordinated and maintained built environment that will positively reflect the city's culture and traditions; remind us of its past; accommodate the needs of all its population in terms of places to live, work and enjoy; and raise the quality of life and feelings of well-being for those who experience it.
- 4.1.2 Bristol is an outstanding historic city, originally based on its commercial importance within the South West as a seaport and world trading centre. Its role has changed many times over the centuries, leaving a rich mosaic of places and buildings set within a dramatic topography.
- 4.1.3 This historical context contributes greatly towards the city's overall townscape quality and character. For centuries Bristol's built character evolved as successive generations developed and redeveloped on the street patterns and plots of the past, and extended the city boundaries in a way that blended the architectural style of the time with local building traditions and materials. Of particular significance within the existing context are the grand Georgian residential developments, the Victorian suburbs and industrial heritage, the impressive civic Edwardian contributions, and the extensive areas of interwar public housing that reflect the values and ideas of the Garden City Movement.
- 4.1.4 In the Post War period specific areas of poor quality housing were targeted for clearance and replacement. The resulting townscape was largely unsympathetic to Bristol's traditions and context. In the last quarter of this century there has been a re-evaluation of the vital importance of Bristol's environment. Initially this came about from an awareness of the needless loss of historic buildings and areas. It led to a major programme of conservation and refurbishment in the Central Area.
- 4.1.5 Since 1977 the city council, in conjunction with English Heritage, have invested considerable sums of money in conserving Bristol's historic fabric. This joint initiative, actively involving amenity and conservation groups, has been extremely successful both in stimulating private investment in derelict run-down inner city areas and in providing Bristol people with an appreciation of their city's wealth of historic buildings.
- 4.1.6 The increasing awareness of the importance of local historic context led to the designation of major areas of the city as Conservation Areas. The lessons learnt within Conservation Areas have broadened to a wider reassessment of urban design values applicable over the whole of the city. This Plan seeks to ensure that new developments respond to the qualities and character that need to be built upon in any urban area to create a successful and distinctive local built environment.

## 4.2 POLICY CONTEXT

- 4.2.1 The Town and Country Planning Act 1990, together with the Planning (Listed Buildings and Conservation Areas) Act 1990, provide powers for the designation, protection and enhancement of Conservation Areas, the preservation of Listed Buildings, and the making of tree preservation orders. Furthermore, the Disabled Persons Act 1981 makes issues of accessibility material considerations in assessing planning applications.
- 4.2.2 Central government advice in the form of Planning Policy Guidance Notes have defined a role for local planning authorities in the area of aesthetic control. PPG1 General Policy and Principles (Annex A) outlines the role of local planning authorities concerning broad design issues, and including relationship to surroundings, access, layout, scale, density, height, massing, crime prevention and the promotion of good design. PPG12 Development Plans and Regional Planning Guidance (1992) highlights the importance of policies concerning the improvement of the physical environment within the scope and extent of local plans. PPG15 Planning and Historic Environment (1994) provides a full statement of Government policies for the identification and protection of historic buildings, Conservation Areas, and other elements of the historic



environment. More specific issues having design implications are raised in PPG13 Highway Considerations in Development Control (1988), PPG16 Archaeology and Planning (1990) and PPG19 Outdoor Advertisement Control (1992).

- 4.2.3 The Avon County Structure Plan sets out strategic policies for the built environment. In particular, Structure Plan policies BE1 to BE4 relate to the encouragement of high standards of design in new developments, and the protection and enhancement of Conservation Areas, Listed Buildings and sites, structures and areas of archaeological significance.
- 4.2.4 The city council's policies for the built environment have been brought together in this Plan. Further information and related design guidance prepared by the city council can be found in separately published documents. These include the Conservation Area Enhancement Statements, the Residential Guidelines, and Policy Advice Notes relating to accessibility, safety and security, public art, house extensions and alterations, shopfronts, archaeology, and off-street parking in Conservation Areas.

### 4.3 OBJECTIVES

- 4.3.1 To reinforce the attractive and varied qualities of Bristol's built environment in order to create a positive image and identity for the city and enhance the quality of life for its inhabitants.*
- 4.3.2 To promote development and investment in the built environment for areas of the city which will benefit most from such action.*
- 4.3.3 To secure a high standard of design for all development, ensuring that it is sympathetically integrated within the local and city context and respects principal views across the city.*
- 4.3.4 To remove unnecessary barriers both to movement within, and the enjoyment of, the built environment by all Bristol people and visitors.*
- 4.3.5 To promote an environment which is accessible, safe and attractive at all times of day and night.*
- 4.3.6 To promote a quality of new development which enhances the environment generally and meets the 'green' agenda described in Chapter 2: Management of the Environment: 2.1.1–2.1.4.*
- 4.3.7 To raise public awareness and values in respect of existing buildings, structures, public spaces and other townscape features and the benefits flowing from Public Art which contribute towards the identity and character of Bristol.*
- 4.3.8 To preserve or enhance the character and appearance of Conservation Areas and other areas of special interest and character.*
- 4.3.9 To protect and safeguard buildings and structures of architectural or historic interest together with their settings.*
- 4.3.10 To identify, protect and manage sites of archaeological interest.*

### 4.4 POLICIES

#### ***Development: Design Criteria and Guidance***

- 4.4.1 One of the aims of the Bristol Local Plan is to ensure that good quality design is given a high priority. In order to achieve this successfully, the city council will pursue, through negotiation and publication of supplementary guidance, a high standard of design in all new buildings and alterations to existing buildings. Policy B1, together with subsequent policies, outlines the broad principles and issues that will be taken into account in determining applications. Policies contained within Chapter 2 'Management of the Environment' should also be considered with regard to the design of buildings.

4.4.2 The design principles are developed further as supplementary planning guidance in the form of 'Policy Advice Notes' and 'Site Briefs' which offer design guidance and seek to clarify the expectations of the city council. In setting out criteria and offering guidance, the city council does not intend to establish rigid design principles, or to stifle architectural or artistic expression. It does, however, propose to safeguard basic amenity standards, while at the same time promoting sensitive design which respects and contributes to its surroundings.

**B1 In determining applications, account will be taken of the following design issues:-**

- (i) The local context
- (ii) Accessibility
- (iii) Safety and security
- (iv) Layout and form
- (v) Building exteriors and elevations
- (vi) Landscape treatment and environmental works
- (vii) Environmental impact

Implementation: By use of planning guidance in the process of Development Control. Additional guidance may be produced as necessary.

***Development: Local Context***

4.4.3 In order successfully to integrate new development into the environment, it is necessary to have a knowledge and understanding of its local context, ie the visual and functional characteristics of that area. Bristol is not a city of uniform character. It is made up of areas which have distinct identities. Such character is derived from the uses; the height, scale, bulk and design of buildings; colour, materials and texture; topography; landscape; and landmarks.

4.4.4 In an established urban area such as Bristol, it is likely that large development sites will either abut older areas of specific character, or involve the redevelopment of an area with its own traditions of built form. In either case, there is a local context which the designer needs to respond to in order to achieve a degree of integration and thus reinforce local identity.

SCALE OF DEVELOPMENT	IMPORTANT CHARACTERISTICS OF LOCAL CONTEXT
Estate/Large Site	Density, open space, long distance views, road layout.
Street	Plot size, building heights, landscape treatment.
Infill	Building organisation, rhythms, roof form, materials (general).
Extension	Detailed form and materials, details of roof covering, window and door details, architectural mouldings.

Figure 4.1: Local context

4.4.5 The important contextual characteristics depend on the scale of development intended and the level of integration required. More extensive proposals need to have regard to local context in a different way to single infill development where, for example, there is a need to respond to the street in which it is located and within which it will be seen as a part. Figure 4.1 outlines the types of characteristic which should be addressed, in terms of a response to the local context, by different scales of development.

4.4.6 Not all new developments should be designed as individual set pieces. In townscape terms, buildings may be categorised as either 'background' or 'landmark' buildings. Cities are composed predominantly of 'background' buildings which are designed to conform to the scale, rhythms and

materials of adjacent buildings, but which work together in combination to define spaces of a certain character and make a rich and interesting urban townscape.

- 4.4.7 If 'landmark' buildings are to contribute to local distinctiveness and function effectively as pointers to guide people around the city, their numbers should be limited and they must be deliberately located within the townscape. 'Landmark' buildings will be most appropriate at important junctions as a focus to a specific view, or to highlight a building of a specific use.
- 4.4.8 Local identity is often achieved by accommodating views to natural or man made features. This is especially true in Bristol where the topography enables extensive views across the city or out to the surrounding countryside. New developments should not be allowed to block important views, or to loom behind features and mar their backcloth. In this context the protection of skylines and distant ridges is particularly important. Opportunities may exist to enhance views by using new development to frame them thus creating vistas and focusing attention on important landmarks.
- 4.4.9 The re-use of material from demolition work carried out in the process of redevelopment will also be encouraged and negotiated by the city council in the interests of maintaining local character and identity within new proposals.

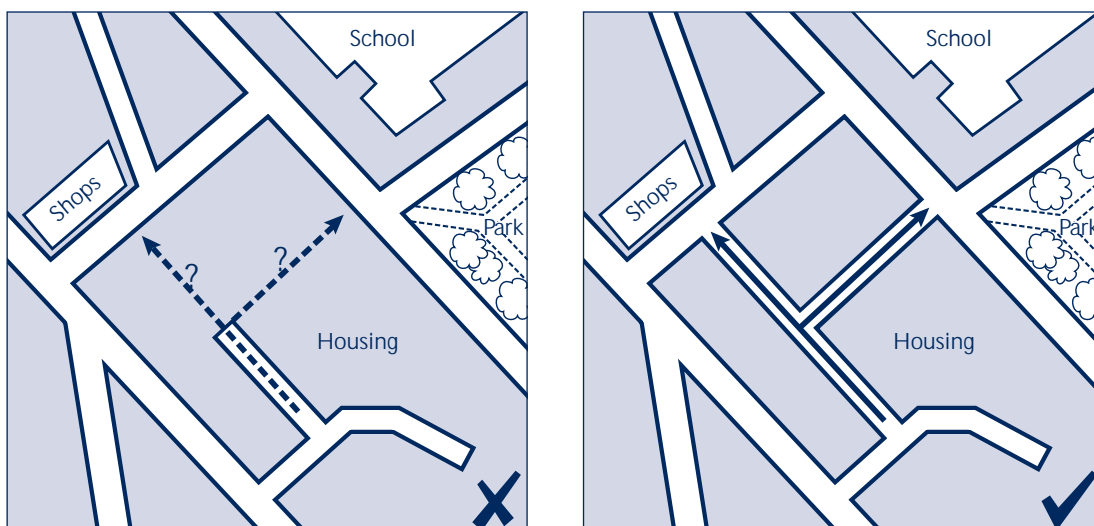
**B2 Development should be designed with regard to the local context. Proposals which would cause unacceptable harm to the character and/or appearance of an area, or to the visual impact of historic buildings, views or landmarks, will not be permitted. In determining applications account will be taken of the following:–**

- (i) The existing landforms and natural features.
- (ii) The scale and proportion of existing buildings, building lines and heights within the street scene;
- (iii) The detailed design of the existing buildings where ancillary buildings, extensions and alterations are proposed;
- (iv) The retention and enhancement of existing urban spaces, traditional local materials and townscape or historical features which contribute to the character of an area. The creation of townscape features should be considered in relation to their surroundings.

Implementation: Through the preparation of Site Briefs where appropriate and the Development Control process.

### ***Development: Accessibility***

- 4.4.10 There are two major design issues related to public access which any new development should address. First, consideration should be given to access as it concerns public routes and spaces on the edges or within a development site. Second, there is the issue of the use of buildings and their immediate surrounding by disabled people.
- 4.4.11 One of the ingredients in a good quality environment is the choice of safe and convenient public routes (non-vehicular) through it to streets, spaces, facilities and amenities. In assessing the permeability of an area applicants should be aware of desirable public routes through or around sites, and take opportunities to provide safe, attractive routes especially where they can contribute to the wider aspirations of greenways, cycleways or footpath systems. Any proposal which would result in the complete loss of a public route will be unacceptable unless a satisfactory alternative, linked to existing facilities and adjoining public spaces, can be provided. Care should be taken to avoid creating routes which are segregated from their surroundings and secluded as they are likely to be unsafe and prone to vandalism. In determining applications, the benefits of providing new routes and linkages will be taken into account.



A permeable environment allows convenient access to local facilities

Figure 4.2: Permeability

4.4.12 The city council will encourage satisfactory provision for full and appropriate access arrangements for disabled people. It should be noted that the term ‘disabled’ can cover a wide range of conditions and can include people who use wheelchairs, those with heart or respiratory conditions, rheumatism and arthritis, impaired sight or hearing, or mental impairments, with the degree of incapacity ranging from slight to very severe. If we further consider those individuals who are temporarily impaired by accident or ill health, together with pregnant women, elderly people and those with young children and pushchairs, the scale of disadvantage created by inconsiderate design can be better appreciated. Further information and detailed design guidance can be found in Policy Advice Note 11 ‘*Creating an Accessible Environment*’.

- B3**
- (I) Development should incorporate the retention or provision of important routes and linkages which contribute to the permeability of an area. Development which results in the unacceptable loss of existing links will not be permitted.
  - (II) Material alterations to publicly accessible buildings and new site layouts will be permitted where they accommodate access and facilities for disabled people. In determining applications, account will be taken of the relationship of the proposed development with car parking and public transport facilities, clear delineation of routes and unencumbered entrances and circulation. In the case of refurbishments, access for disabled people should be provided unless practical considerations dictate otherwise.

Implementation: By use of Policy Advice Note 11: ‘*Creating an Accessible Environment*’ and through the Development Control process.

### ***Development: Safety and Security***

4.4.13 Within an urban environment such as Bristol, city life can hold a number of dangers for its inhabitants. Planners and designers should be aware of such dangers and aim to help create environments that are safe, secure and free from unnecessary hazards. Such dangers may be categorised within two main areas:-

- (i) Accidents caused by physical hazards.
- (ii) Situations as a result of criminal activity.

Further information and detailed design guidance will be contained in Policy Advice Note 14 – ‘Safety and Security’.

**B4 Developments should aim to provide safe and secure environments. In determining applications account will be taken of the following:–**

- (i) Traffic conflicts between vehicles, pedestrians and cyclists.
- (ii) Surface treatments and the location of street furniture.
- (iii) Safe and secure public routes which seek to minimise both actual and perceived opportunities for criminal activity.
- (iv) Opportunities for self-policing and surveillance.

Implementation: By negotiation in the Development Control process

***Development: Layout and Form***

- 4.4.14 Successful developments which respond to local context, safeguard amenity and help to create a built environment which is attractive and popular, are derived at an initial stage from an appropriate layout and form.
- 4.4.15 There are a number of established principles associated with layout and form which help to create successful environments. Most relevant to urban areas is the way in which buildings, together with appropriate landscape treatments, define the perimeters of streets, squares, alleys and courts. In all cases the layout and form of new development should clearly define areas of public and private use.
- 4.4.16 Layout, in terms of having regard to established building lines, is an important concept within the urban environment, and one that helps to reinforce the edge of public spaces. Variations to the building line should only be used where they can denote important or public buildings, create well defined spaces that are both usable and pedestrian friendly, or where they serve a townscape function such as marking a junction or a particular view.
- 4.4.17 In order to provide an interesting and stimulating city environment, development should create streets and spaces varied in character. Contrast, variety and identity can be achieved by varying enclosure, scale and form. Drama and interest can be provided by the incorporation of townscape qualities such as landmarks, focal points, changes in level, projection and deflection. Visual links can be established between streets and spaces through the use of vistas and framed views.
- 4.4.18 The location of public spaces should help people to find their way around the city by reinforcing intersections of traffic and pedestrian routes. Public spaces can also reinforce significance of culturally and socially significant buildings as well as the setting of buildings of architectural and historic interest. They can also provide a setting for active and passive recreation. Public spaces should take advantage of views and aspect, and designers should have regard to the availability of sunlight, together with the provision of shade and shelter. The massing and siting of buildings together with structural planting can have an effect on local climatic conditions and energy consumption. Where building forms could give rise to adverse conditions applicants should be able to demonstrate how they have addressed potential problems.

**B5 The layout and form of development should seek to reinforce or create attractive and distinctive identity, and establish a scale appropriate to its locality and use. In determining applications, account will be taken of the following:–**

- (i) Townscape opportunities and the creation of public spaces;
- (ii) Location of buildings and the way in which spaces are defined and connected;

- (iii) The clear distinction of public and private areas;
- (iv) Enclosure and height, scale and massing of development;
- (v) Localised climatic conditions.

Implementation: Through the Development Control process.

### ***Development: Building Exteriors and Elevations***

- 4.4.19 The design of buildings is central to the quality of the built environment. Proposals for new developments should assess how a building will be viewed, and be designed in such a way that close to, medium and long distance views are taken into account in order to provide visual interest. Building surfaces should be well detailed at both small and large scales. Small scale detail is very important at ground floor level to create interest for pedestrians. Large scale details and modulation provide interest at longer viewing distances. In this respect the treatment of the skyline is important.
- 4.4.20 Choice of materials and the use of architectural features play a large part in establishing local character and identity. It is essential when formulating proposals for a new development, to acquire some knowledge of the predominant colours, materials, patterns and features, either existing or proposed, in the vicinity of the site.
- 4.4.21 Building design can contribute toward a built environment that is easily understood by all. New developments should consider how the use of a building can be expressed in its design. Entrances or front doors should be obvious and any signage or advertisements that may be required should be designed as an integral part, even where a precise user has not been determined. Likewise, consideration should be given to the siting of external additions such as communication equipment, so that they are less obtrusive from the street.

### **B6 Building exteriors and elevations which are designed to a high standard and provide visual interest, particularly adjacent to public routes, will be welcomed. In determining applications, account will be taken of the following:-**

- (i) The impact of development from both distant and close views.
- (ii) Existing skylines and the creation of new skylines.
- (iii) The appropriate use of materials.

Implementation: Through the Development Control process.

### ***Development: Landscape Treatments and Environmental Works***

- 4.4.22 The quality of the built environment can be greatly enhanced by considered site planning and the integrated use of hard and soft landscape treatments. Landscape criteria need to be fully considered at an early stage in the design process in relation to the arrangement of space together with use, access, safety and circulation considerations as well as the overall location of the scheme. A Policy Advice Note will be prepared to advise on design solutions for hard and soft treatments.

### **B7 Where buildings require the creation or improvement of a setting in order to assimilate them into a street or wider context, developments will be required to include a suitable landscape treatment which:-**

- (i) Is planned as an integral part of the development;
- (ii) Reflects the character of the locality and surrounding buildings and the way in which the area will be used;



**(iii) Retains and/or replaces existing amenity and habitat features including trees.**

Implementation: Through the Development Control process in liaison with the Leisure Services Directorate.

***Development: Criteria for New Housing***

- 4.4.23 Residential developments should provide environments which create 'a sense of place' and that are attractive, safe and secure. They must also provide a standard of amenities and facilities which will improve the quality of housing areas and dwellings in the interests of meeting the existing and future needs of Bristolians.
- 4.4.24 Due to the extent and impact that residential land uses have on the city, the city council has prepared detailed design guidance on many of the issues that are raised when developing housing sites. These range from the creation of an identifiable character whilst relating to the broader local context, to the encouragement of housing that is fully accessible for all people and that pays due consideration to wider environmental concerns. Developers will be encouraged to consider the efficient use of energy in buildings. In determining planning applications account will be taken of the benefits arising from the type, orientation and location of houses. Further information and guidance can be found in the city council's Policy Advice Note – '*Residential Guidelines*'.

**B8 In determining applications for residential developments, account will be taken of the following:–**

- (i) The effects of the proposed development upon the townscape, character and identity of the area within which it would be located;**
- (ii) Environmental considerations, including energy conservation and the effects of pollution;**
- (iii) Highway considerations;**
- (iv) The provision and visual impact of parking;**
- (v) Privacy and overlooking;**
- (vi) Safety and security;**
- (vii) The provision of public open space;**
- (viii) Access and facilities for disabled people;**
- (ix) The need for and provision of landscape treatments;**
- (x) Building design and materials;**
- (xi) The servicing of dwellings.**

Implementation: By the use of the Policy Advice Note on Residential Development to encourage good standards of new development, and through the Development Control process.

***Development: House Extensions and Alterations***

- 4.4.25 Poor house extensions and alterations can have a detrimental effect on a neighbourhood and the residential amenity of nearby occupiers. The city council is seeking to ensure good design that retains the architectural integrity of the property and is sensitive to the character of its local area. Where possible significant alterations and extensions should be confined to the rear and minor façades. Care should be taken to ensure that any extension does not result in a significant loss of sunlight, daylight or overshadowing to the property or its neighbours. Furthermore, extensions should not be overbearing, or result in unacceptable overlooking or loss of privacy.

- 4.4.26 Normally any alteration or extension should respect the style and appearance of the existing property and should pay attention to materials, roof pitches, window and door details and characteristic features such as mouldings, stone detailing and brick patterning. In particular, dormers and roof conversions should be set within and be subservient to the original roof form. Further information and detailed design guidance can be found in Policy Advice Note – ‘A Householders Guide to Extending and Improving your Home’.

**B9 House extensions and alterations will be permitted provided they:–**

- (i) Respect the form, siting, materials, details and character of the original property and its curtilage;
- (ii) Respect the characteristics of the wider area, particularly where the property forms part of a semi-detached pair, a terrace or a formal street pattern;
- (iii) Would not cause unacceptable harm to the amenities of neighbouring occupiers;
- (iv) Retain adequate car parking within the site.

Implementation: By the use of the Policy Advice Note 5, ‘A Householders Guide to Extending and Improving Your Home’ and through the Development Control Process.

***Development: Shopfronts Guidelines***

- 4.4.27 Shopfronts are an essential element of the commercial activity of the city and there is constant pressure to update and modify them. If the visual quality of the city’s shopping streets is to be enhanced, well designed shopfronts using good quality materials are essential. It is important that the design, proportion and scale of the shopfront relates to both the building of which it is a part, and to adjoining buildings. Corporate styles may clash with the style and character of individual buildings and their surroundings. In sensitive locations such as Conservation Areas, corporate styles may be unacceptable.
- 4.4.28 The increased use of standardised aluminium shopfronts, unsympathetic plastic canopies, poorly proportioned illuminated signs and solid external security shutters, is considered detrimental to the majority of street scenes. There is now a growing awareness of the merits of traditional shopfront designs with a variety and richness of period details. The city council will therefore give a greater emphasis to the preservation of period shopfronts where they exist.
- 4.4.29 The design of new shopfronts needs to address a wide range of issues. These include not only attracting customers, and fitting into the streetscene and its architectural context, but also to make shops accessible to all members of the public, with particular regard for disabled people. It is also important to recognise that the successful use of upper floors (*see Policy H8*) usually requires separate access from street level. Thus any proposals involving the alteration or construction of shopfronts will be expected to retain or provide separate accesses to upper floors which are safe and easily accessible. In addition, designers should address the possible need to incorporate appropriate security measures that are effective without compromising the visual amenity of an area. Further information and detailed design guidance can be found in Policy Advice Note 3: ‘Shopfront Security’ and Policy Advice Note 8: ‘Shopfront Guidelines’.

**B10 Shopfronts that harm the appearance of an area through inappropriate design or the use of unsympathetic security measures will not be permitted. In determining applications, account will be taken of the following:–**

- (i) The scale, proportion and overall design of a shopfront with regard to the building of which it forms a part;

- (ii) Any contribution and visual impact on the surrounding townscape and the street scene;
- (iii) Safe and convenient access for all people, including disabled people;
- (iv) The retention or provision of independent ground floor front access to the upper floors, except where a safe and convenient rear or side access is available or is provided as part of the development.

Implementation: By the use of Policy Advice Notes 3 and 8 on Shopfronts and the Development Control process.

### ***Advertisements: Illuminated Signs***

- 4.4.30 Illuminated signs and commercial displays can, if well designed, be used to brighten and enliven the city's commercial centres. Care should be taken however to relate their scale, siting and design to the buildings or spaces with which they are associated. Furthermore, in the interests of public safety, illuminated displays should not confuse, conflict or obscure any functional signage or traffic signals.
- 4.4.31 In particularly sensitive areas such as Conservation Areas or residential areas, internally illuminated box fascias and projecting box signs can be obtrusive and can harm the appearance of a traditional shop, the character of a street or the residential amenity. This type of sign is not generally suitable in Conservation Areas or on traditional buildings where it is preferable to illuminate fascia signboards and projecting signs with unobtrusive external spotlights. Alternatively individually illuminated letters or symbols on an opaque signboard may be considered. No more than one fascia sign and one projecting or hanging sign should normally be installed on any building.
- 4.4.32 In considering proposals for illuminated signs and advertising, the city council will restrict the siting to minimise their impact upon historic environments of the city. Further information and detailed design guidance can be found in the Policy Advice Note 8: 'Shopfront Guidelines'.

### **B11 The introduction or replacement of illuminated signs will be permitted where:-**

- (i) The design adopts a scale, detail and siting appropriate to the character and detail of the buildings.
- (ii) The design or siting does not constitute a traffic hazard.

Implementation: Through the Development Control process.

### ***Advertisements: Hoardings***

- 4.4.33 Large poster displays can have a considerable impact on the overall appearance of the urban area. In predominantly commercial areas or along major transport routes hoardings may be acceptable but should be in keeping with the scale of adjacent buildings, with consideration given to the use of appropriate landscape and boundary treatments to lessen any adverse impact on the surrounding area. Hoardings usually appear out of scale and out of place in residential areas or in sensitive historical locations.
- 4.4.34 Proposals to locate poster display panels on existing buildings should be of an appropriate scale, preferably restricted to flank walls or blank elevations where they do not cut across or compromise any architectural features. Where necessary the city council will take steps to remove inappropriate advertisements in order to remedy injury to the local amenity or remove a danger to members of the public.

## **B12 Outdoor advertisement hoardings will be permitted where they:-**

- (i) Are well designed, together with additional landscape treatment where appropriate, and respect the scale and character of the surrounding area, and the architectural composition of any building to which they might be attached;**
- (ii) Do not have an unacceptable impact on visual amenity or public safety;**
- (iii) Are located in commercial or mixed use areas.**

Implementation: Through the Development Control process.

### ***Conservation Areas and Listed Buildings: General Principles***

- 4.4.35 The Local Plan aims to ensure that historic buildings and areas in Bristol are adequately protected, sensitively restored where necessary, and that new buildings within a historic context are well designed, following common sense rules of scale, alignment, massing and proportion, and that they utilise materials appropriate to the locality.
- 4.4.36 Successful conservation relies on change as well as preservation. Its aim is not to create museum pieces but to recognise the substantial contribution made by old buildings and their settings to the local scene, and to integrate new development which responds to this character while giving new interest and variety.
- 4.4.37 There are some circumstances when it is right to 'conserve as found'. There are probably more occasions when our architectural heritage needs to be able to accommodate change in order to survive, either in terms of a new use or a new building nearby. Old buildings have to respond to new uses, whilst inappropriate buildings or gaps in the historic townscape may need to be replaced or filled. It is essential that these new buildings are sensitive and responsive to the character of their locality. In this way old buildings will not be set apart from their neighbours but woven into the fabric of a new living and working environment in which past and present each has its place.

## **B13 Development should preserve Listed Buildings, their features and settings, and preserve or enhance the character or appearance of the city's designated Conservation Areas, as defined on the Proposals Map. Development which conflicts with these objectives will not be permitted.**

Implementation: Through the Development Control process and liaison with the Conservation Advisory Panel, and through the promotion and development of Policy Advice Notes relating to conservation issues.

### ***Conservation: Criteria for designating and review of Conservation Areas***

- 4.4.38 To date, the city council has designated 30 Conservation Areas where the architectural quality, history of the townscape, distinctive character and appearance merit preservation and enhancement. The precise boundaries of the city's designated Conservation Areas are shown on the Proposals map. The city council will review existing Conservation Areas and designate new Conservation Areas in consultation with local residents, businesses and other local interests, (eg amenity groups).
- 4.4.39 Each Conservation Area is quite distinct in character and warrants individual policy considerations in order to preserve and enhance that character. A brief description of the characteristics and key issues for each Conservation Area can be found in Policy Advice Note No. 2 – *Conservation Area Enhancement Statements*, which are separately available from the Planning Directorate. These may be developed into full enhancement studies as appropriate.

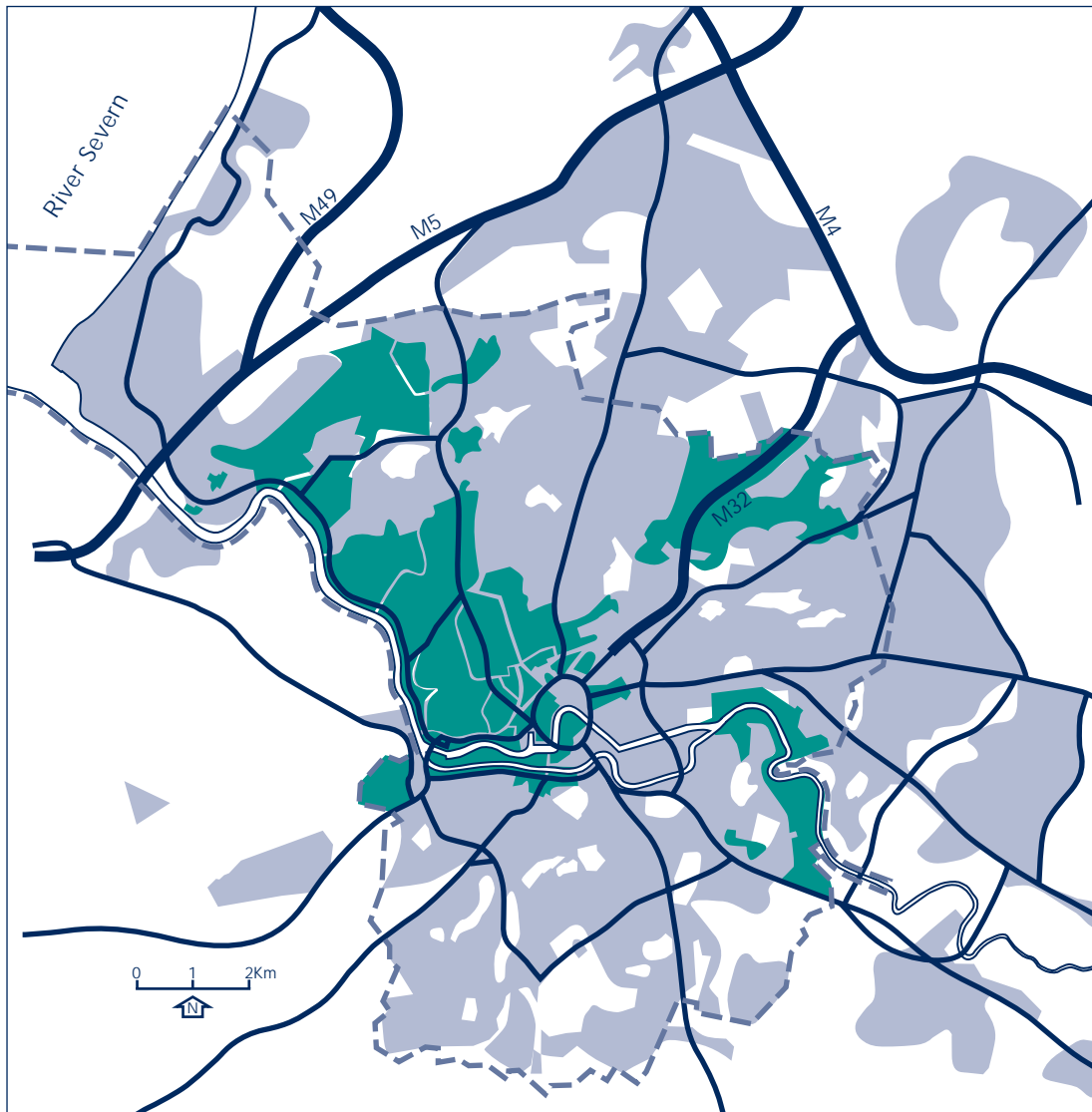


Figure 4.3: Conservation Area Map

4.4.40 The city council seeks to encourage good design and sympathetic development within Conservation Areas. As a last resort, Bristol City Council will refuse permission on aesthetic grounds for badly conceived or inappropriate development proposals within Conservation Areas. Within Conservation Areas, the city council will normally require that all planning applications include detailed plans and drawings of the proposed development, including elevations which show the new development in its setting.

**B14 In assessing an area for Conservation Area status the following factors will be taken into account:-**

- (i) The desirability of preserving or enhancing the character or appearance of the area;
- (ii) The level of architectural or historic interest;
- (iii) The quality and special character of the area within its local and regional context;
- (iv) The degree of threat to the character or appearance of the area;



- (v) The amount of alteration and development, detrimental to the character or appearance of the area, that has occurred;
- (vi) Other controls on development such as planning restrictions and other designations.

Implementation: In consultation with local people to identify areas to be considered for designation as Conservation Areas and to negotiate enhancement.

### *Conservation Areas: Streets and Open Spaces*



Figure 4.4: Cambridge Park

- 4.4.41 The distinct character of any Conservation Area will not only depend on the buildings that it contains, but also on the open space, areas of planting, floorscape, street furniture and other external features such as walls, railings, gates and advertisements. The present conservation legislation offers special protection for all trees in Conservation Areas (*Section 211, Town and Country Planning Act 1990*), and can be used to strengthen advertisement control (*Section 221, Town and Country Planning Act 1990*). The protection of many other features, however, rely on effective co-operation between the local planning authority and landowners, householders, statutory undertakers, developers, and other local authority departments amongst others.
- 4.4.42 The loss of private planting, the removal of boundary walls and railings, the introduction of car parking into traditional front garden areas, and the loss or replacement of traditional signage, street lighting, paving and street furniture can all adversely affect the quality and character of the historic environment and will generally not be acceptable. Further information and detailed design guidance can be found in Policy Advice Note 6: '*Off Street Residential Parking in Conservation Areas*'.

**B15 (I) Townscape and landscape features that contribute to the character or appearance of streets and open spaces within Conservation Areas should be preserved or enhanced.**



(II) Development will not be permitted where it would unacceptably harm landscapes, open spaces and gardens that contribute to the character of the area.

(III) The introduction of car parking into areas historically used as gardens and forecourts will not be permitted where it erodes either the character of the street and/or the setting of historic buildings.

Implementation: Through the Development Control process in liaison with the Conservation Advisory Panel.

### ***Conservation Areas: New Buildings***

- 4.4.43 The city council will seek to maintain and strengthen the traditional form of individual streets and ensure that new development is in keeping with its surroundings both in character and appearance. As with traditional buildings within the historic street scene, new schemes should contain both the individuality of the designer and the need to respond to context. The best solutions are based on a knowledge of the locality together with attention to detail and craft tradition.
- 4.4.44 Bristol has suffered badly due to bombing and post-war clearance. Many of its best squares and terraces still contain gaps or ill suited infill buildings. In such formal architectural settings such as the Georgian squares and their approaches, the re-establishment of architectural unity is an essential objective. The design should therefore recreate the form of the building and reflect the architectural detail. The exact degree of reconstruction should depend upon the importance of the architectural group. However, attention to detail in respect of materials and imperial sizes giving accuracy of reconstruction is essential.
- 4.4.45 Where building groups are less formal or of lesser architectural merit, building forms other than replicas are appropriate provided they compliment and contribute to the character of the area. The special architectural features of the surrounding buildings need to be analysed and their details reflected in the new proposals. In particular, the design of new buildings in Conservation Areas should consider the height, scale, proportion and alignment of the surrounding traditional buildings, and have regard to the existing density and patterns of development. Special attention should also be given to features such as walls, fencing, landscape treatment and street furniture which will further help to assimilate new buildings appropriately into a Conservation Area.
- 4.4.46 Careful study of the elements of neighbouring historic buildings is essential to evolve a satisfactory elevation treatment which responds to the Conservation Area. Elements such as base plinths, windows, roofs, pilasters and string courses, all contribute to a design with variety and interest compatible with its traditional context. Special regard should be given to:-
- (i) **Roofs** – Bristol's hilly topography with corresponding long views and vistas emphasises the need to respect the local pattern of slate and clay tile roofs. Roofs are therefore seen as a key element in the design of new buildings.
  - (ii) **Walls and Facing Materials** – The facing materials of older buildings are usually a well established and limited range, reflecting the traditional skill and natural materials of the locality.
  - (iii) **Architectural Features** – Certain localities have a distinctive style or are characterised by the repeated use of particular architectural features or local building traditions. For example, the stepped keystone arch to window heads. Such elements provide a robust framework for Bristol's historic townscapes. The echoing of such features, particularly when proposing new background buildings, can be used to reinforce local character.
  - (iv) **Windows** – Different periods of construction have produced a wide range of window forms. Double casements, sashes and glazing patterns all vary from area to area. Of particular

importance is the size of new windows which frequently lack scale or vertical emphasis. The fenestration pattern and the proportion of wall area to openings is a key feature in producing a well integrated design.

**B16** In a group of historic buildings, where a formal and unified design forms an essential part of the character, new buildings which reproduce the appearance of these architectural elements that contribute to the overall design of the group will be permitted. In determining applications for new buildings within formal groups, account will be taken of the following:-

- (i) The height in relation to surrounding properties. Where existing heights are varied, new development should remain within the range of heights of historic neighbouring properties;
- (ii) The rhythm, scale and proportion of neighbouring properties;
- (iii) Established building lines, where they form an essential part of the character of the area;
- (iv) The provision of a suitably designed means of enclosure, reflecting the character and traditions of the area, where it helps to assimilate new buildings into the Conservation Area;
- (v) Roof forms complementing those that contribute to the character of the area;
- (vi) The use of materials that respect, retain and strengthen those that are predominant and form a fundamental component of the character of the area;
- (vii) The incorporation of locally distinctive patterns and features used on historic building façades which give a special identity to Bristol;
- (viii) The scale, proportion and hierarchy of windows that complement the historic context and are in balance with the design as a whole.

Implementation: Through the Development Control process and in liaison with the Conservation Advisory Panel.

### ***Conservation Areas: Extensions to Buildings***

- 4.4.47 In some circumstances there may be scope for a small scale sympathetic extension, usually to the side or rear of a building. Such extensions need to respond to the architectural style of the period and should not dilute or impair the character of the building. It should normally be set back from principal elevations to create distinct visual breaks.
- 4.4.48 There is a fine balance to be struck between the scale, material and location of an extension. When these variables contrast too strongly with the original building the extension becomes incompatible or over dominant.
- 4.4.49 Applications for extensions will be encouraged to consider the restoration or reinstatement of the original building and its features as part of an overall package of works. Applications which involve the removal of unsympathetic additions or alterations to traditional buildings will be encouraged.

**B17** Extensions to buildings that contribute to the character of a Conservation Area should not dominate the original building by virtue of their scale, materials or

**location. Large, unsightly or bulky extensions which would conflict with the form, or harm the appearance of the building and would fail to preserve or enhance the character or appearance of the Conservation Area, will not be permitted.**

Implementation: Through the Development Control process and liaison with the Conservation Advisory Panel.

### ***Alterations to Unlisted Buildings that Contribute to the Character of Conservation Areas***

- 4.4.50 Conservation Areas exist so that their strong character may be enjoyed by all. They are areas of high visual quality where an attractive mature landscape has evolved over many years. Such landscapes are vulnerable to present day development pressures and inadvertent alterations which do not compliment the street scene. Small alterations can occur over a short period and cumulatively erase the visual attraction of a whole street.
- 4.4.51 In Bristol, a wide variety of urban landscapes exist. The character of Conservation Areas may be varied and informal, such as the village development of Montpelier, or more formal such as the spacious suburbs of Sea Mills. The essential character lies not in the individual merit of each building, but in their contribution to the character of the area, including landscaping, traditional boundary walls and other attractive details. Poorly conceived alterations to individual buildings can therefore have a profound effect on the character of a Conservation Area. Additions such as satellite dishes, security alarm boxes and solar heating panels will, when requiring planning permission, be resisted in prominent positions.
- 4.4.52 Traditional urban and suburban streets are in the main composed of pleasing buildings that combine to form a whole of distinct character and charm. Alterations to their principal façades need to be carefully considered so as not to dilute or detract from their historic detail, and may involve reinstatement of damaged or missing features.
- 4.4.53 Alterations to historic buildings should pay particular attention to the use and restoration of traditional local materials especially on principal elevations and roofs. This is not always possible, however, and it is recognised that some modern materials provide sympathetic alternatives, providing that their profile and colour approximate to the original. Major elements such as parapets, dormers, chimneys, windows and ornamentation add the visual interest that many modern developments lack, and should be retained or reinstated in a way that is sympathetic to the character of the building.

### **B18 Alterations to buildings, requiring planning permission, that contribute to the character of a Conservation Area will be permitted where:–**

- (i) Traditional materials are retained, repaired and where necessary replaced, and not covered with paints or cladding which would be harmful to the appearance of the Conservation Area;**
- (ii) The original form, pitch, cladding and ornament of the roof is retained. Where this is not possible, replacement materials should approximate to the original as closely as possible in terms of size, texture, quality, colour and weathering properties;**
- (iii) New dormers respect the appropriate scale and form of the period involved and are in balance with the external appearance of the property;**
- (iv) Chimney stacks and pots are retained, repaired or rebuilt where they are a significant feature of the property. This is applicable even if they are no longer functionally necessary;**

- (v) **Prominent original windows are retained and repaired. Where this is not possible, replacement windows should be constructed to match the original in terms of style, proportions, colour and materials. Proposed new window openings should not disturb a balanced or composed elevation and should respect the size, proportion, material and decoration of existing windows;**
- (vi) **Modern additions, such as security devices or communications equipment, are sensitively located to minimise their impact on the historic environment.**

Implementation: Through the Development Control process and liaison with the Conservation Advisory Panel.

### ***Listed Buildings: Alterations***

- 4.4.54 Bristol has over 3,600 Listed Buildings. They record the development of the city over 1,000 years, its architectural and social history, and are its living past. Care of this heritage is part of the responsibility of the city council. The wealth of historic buildings in Bristol cover a variety of styles and periods. A large proportion of the city's Listed Buildings date from the Georgian period, although many Mediaeval Churches and Victorian buildings and structures are also represented. Along with Listed Buildings the Secretary of State for the Environment produces a list of Scheduled Ancient Monuments warranting special protection and covered by detailed legislation and procedures. The current list of Scheduled Ancient Monuments can be found in Appendix 1.
- 4.4.55 Once a building is included in the statutory List, it is an offence to carry out unauthorised works for its demolition or part demolition. Listed Building Consent is necessary for any works or alterations which would affect the character of the building. Special architectural skills are often needed, and it is strongly recommended that an experienced architect is appointed if significant works are proposed.
- 4.4.56 Particular attention should be given to the overall composition, as well as the retention of detailed period features such as materials, doors, windows, roof forms and any boundary features such as walls or railings. It is frequently assumed that the interiors of Listed Buildings are relatively unimportant and may be altered without Listed Building Consent. This is not the case, and any proposals that involve the removal of period features or the alteration of internal layout should first be brought to the attention of the Planning, Transport and Development Services Directorate of the city council.

### **B19 Applications for planning permission involving material alterations to a Listed Building or its curtilage that fail to preserve the building, its features or setting will not be permitted.**

Implementation: Through the Development Control process and liaison with the Conservation Advisory Panel.

### ***Listed Buildings: Urgent Repairs and demolition***

- 4.4.57 The preservation of Listed Buildings is one of the primary planning responsibilities of the city council under the Planning (Listed Buildings and Conservation Areas) Act 1990. Bristol has a large number of Listed Buildings which add to its character, and the loss of such buildings together with lack of maintenance, can have a dramatic effect upon its attractiveness as a major historic city. Generally, the loss of Listed Buildings is seldom necessary but is more often the result of neglect, or failure to adapt them for new uses or incorporate them into new developments.

4.4.58 The city council will not grant planning permission for development involving substantial or total demolition unless:-

- (i) The applicant can demonstrate that all practical attempts to save and refurbish the building have been taken and that no suitable alternative use can be found.
- (ii) The demolition is an essential part of a scheme for conservation or improvement which will ensure the continued viability of the main building.
- (iii) The character of the main building will be enhanced or unaffected by the demolition.
- (iv) The cost of repairing a particular feature would be an unreasonable proportion of the overall contract sum taking into account any available grants.

4.4.59 Where it appears that reasonable steps are not being taken to maintain a Listed Building, the city council will initially seek the co-operation of the owner to undertake satisfactory repairs with the aid of grants where appropriate. In cases where the co-operation of the owner is not forthcoming the city council will consider carrying out essential repairs itself and recovering costs, or acquiring the property with the intention of securing its refurbishment by another party. In either case where dangers can be removed through the use of scaffolding or other forms of shoring, this should be considered only as a short-term measure whilst more appropriate repair works to the defective structure are pursued.

4.4.60 Where there is no alternative to partial demolition as a means of removing an imminent danger, the city council will only support the removal of the minimum part of the structure required to ensure public safety. The amount of the structure to be removed must be determined by consultation with the Chief Building Surveyor of the Planning, Transport and Development Services Directorate or his or her representatives, if it constitutes a public danger.

## **B20 Applications for planning permission which involve the demolition of Listed Buildings will not be permitted without clear and convincing evidence that:-**

- (i) All reasonable efforts have been made to sustain an existing use or find new uses, including preservation through some form of charitable or community use;
- (ii) Redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition.

**In all cases demolition should be assessed on the importance and condition of the building, and minimised with the aim of retaining those parts of the building that are of particular historical or architectural interest including interiors.**

Implementation: By negotiation with the owners of the Listed Buildings that have fallen into disrepair.

### ***Buildings in Conservation Areas: Demolition***

4.4.61 The circumstances whereby demolition of buildings, which can include walls and other minor structures (*see Circular 10/95 'Planning Controls over Demolition'*), that contribute to the character of a Conservation Area may be acceptable are essentially the same as these for Listed Buildings, although the prime consideration is the effect on the wider character and appearance of the Conservation Area. The other main distinction is that the interiors of unlisted buildings are only of relevance where they have a material impact on the external appearance of the building. It should be noted that Conservation Area Consent for demolition will normally be conditional upon:-

- (i) The granting of approval for a detailed scheme for the future development of the site; and
- (ii) the existence of a signed building contract relating to the approved scheme.



**B21 Applications for planning permission which would involve the demolition of buildings, walls and other minor structures which make a positive contribution to the character of a Conservation Area will not be permitted unless there are overriding environmental, economic or practical reasons. Consent will only be granted where there is a valid permission for a detailed redevelopment scheme.**

Implementation: By negotiation in the Development Control process.

***Sites of Archaeological Significance***

- 4.4.62 Palaeolithic artefacts have been recovered from the gravel terraces at Shirehampton; Roman and prehistoric landscapes are preserved under alluvial levels at Avonmouth; at Sea Mills there is a Roman town and the visible remains of Iron Age hillforts and Roman villas and farms are scattered throughout the area. Mediaeval village centres such as Westbury, Henbury, Clifton, Easton and Bedminster are of archaeological significance in their own right, but have now been agglomerated into the city, while the historic core of Bristol is acknowledged to be of international importance. Starting from a relatively small nucleus in the late Saxon period, it quickly grew into a major seaport and manufacturing centre. Elements of Bristol's industrial base survive from the 18th Century and some of the finest examples of Victorian engineering and building may be found in Bristol.
- 4.4.63 This rich heritage is a non-renewable resource and the city council wishes to ensure that buried and standing remains are protected and managed adequately and sympathetically within new developments. Government guidance, contained in Planning Policy Guidance Note 16 (DoE 1990), encourages early consultation between potential applicants and planning authorities in order to minimise the risk of conflict. The city council fully endorses this view and the City Archaeologist within Planning, Transport and Development Services is willing to advise potential applicants of likely archaeological constraints and procedures before an application is made. Preservation in-situ of important archaeological remains is the preferred option, and accurate information on the survival and significance of sites is essential for proper decision making. Applicants will therefore be expected to supply sufficient information at an early stage in order to assess the effect of development on the site's archaeological potential. The results of such assessments must be provided as part of an application for planning permission. Information may be gathered in several stages:-
- (i) A desktop study should be undertaken to look at existing information.
  - (ii) Depending on the nature of the site a geophysical survey of the site might also be commissioned.
  - (iii) A field evaluation of the site might be necessary to provide first-hand information on the surviving state of the archaeological resource.
- 4.4.64 As part of the assessment of the archaeological potential of a site, applicants should indicate options for minimising damage to identified archaeological remains. These might take the form of a redesign of foundations to avoid archaeological features, or, as a last resort, excavation of the remains prior to destruction ('preservation by record'). In the latter case, developers will be expected to meet the costs of excavation, preservation of the artifacts, and preparation and publication of any reports. Since buildings also form part of the archaeological resource, developers will be expected to ensure that, where preservation cannot be achieved, the specialist recording of architectural features which will be altered or destroyed during development will be carried out. A major archaeological database covering the city centre has been established. It will be used to compile a detailed assessment of the archaeological resource leading to an agreed strategy for the management of that resource. The strategy will form the basis of a Supplementary Planning Guidance Note to the Local Plan. Further information is contained within the Policy Advice Note – 'Archaeology and Development'.



- B22** (I) There will be a presumption in favour of preserving any archaeological features or sites of national importance, whether scheduled or not.
- (II) Development which could adversely affect sites, structures, landscapes or buildings of archaeological interest and their settings will require an assessment of the archaeological resource through a desk-top study, and where appropriate a field evaluation. Where there is evidence of archaeological remains, development will not be permitted except where it can be demonstrated that the archaeological features of the site will be satisfactorily preserved in situ, or a suitable strategy has been put forward to mitigate the impact of development proposals upon important archaeological remains and their settings; or, if this is not possible and the sites are not scheduled or of national importance, provision for adequately recording the site prior to destruction is made, preferably by negotiating a planning agreement to ensure that access, time and financial resources are available to allow essential recording and publication to take place.

Implementation: Through the Development Control process, on sites identified in the Avon or Bristol Sites and Monuments Record, the Bristol Urban Archaeological Database or by the city council Archaeologist.

## APPENDIX 1

### SCHEDULED ANCIENT MONUMENTS: CURRENT LIST

#### *District: Bristol City*

PARISH	COUNTY NUMBER	MONUMENT TITLE	GRID REF
Bristol	7	Fairbairn Crane, Bristol Harbour	ST 583 722
Bristol	26	Earth circle and avenue, Purdown	ST 605 756
Bristol	27	Round barrow 261m E of school sports ground N of River Trym, Southmead	ST 579 779
Bristol	28	Druid Stoke burial chamber, Stoke Bishop	ST 560 762
Bristol	29	Clifton Down camp, Clifton	ST 564 733
Bristol	53	King's Weston Hill camp, Henbury	ST 556 781
Bristol	87	Roman buildings at Long Cross	ST 534 775
Bristol	88	Roman road on Durdham Down	ST 569 750
Bristol	102	Dominican Friars (Quaker's Friars)	ST 592 733
Bristol	103	Hermitage in Quaker burial ground near St Mary Redcliffe	ST 590 723
Bristol	104	St Mary le Port church tower	ST 589 731
Bristol	106	Temple Church	ST 578 720
Bristol	116	Bristol Castle vaulted chambers	ST 592 734
Bristol	117	City wall N of Baldwin Street	ST 588 729
Bristol	118	Civil War earthworks on Brandon Hill	ST 579 726
			ST 579 728
			ST 579 729
Bristol	119	Section of City Wall, King Street	ST 589 728
Bristol	129	Bristol Nails, Corn Street	ST 589 730
Bristol	135	7, 12, 14, 16, 18, 23 Great George Street	ST 582 729
Bristol	136	Vault in High Street	ST 588 730
Bristol	158	Bristol Bridge	ST 590 729
Bristol	163	Mediaeval vaults N of St Peter's Church	ST 591 731
Bristol	183	Blaise Castle, Iron Age hillfort, Roman and mediaeval remains and post-mediaeval garden	ST 558 783
Bristol	184	Anti-aircraft gun site, Purdown	ST 612 764
Bristol	27988	The Mere Bank, Avonmouth	ST 532 793
Bristol	8	Underfall Yard, Bristol Docks	ST 572 721

## CHAPTER 5 MOVEMENT

*"TO PROMOTE A MORE SUSTAINABLE AND ENVIRONMENTALLY FRIENDLY  
TRANSPORT SYSTEM"*

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## 5.1 INTRODUCTION

- 5.1.1 Movement into and within the City of Bristol is becoming increasingly difficult and, in many cases, unpleasant and unsafe. The problem of congestion affects every aspect of transport from the movements of goods, commuting, cycling and walking, to getting about with wheelchairs or pushchairs and children. It is also affecting the social and physical fabric of many areas of the city and, in a potentially more significant context, vehicle emissions are increasingly a major source of environmental pollution. A resolution to these problems is essential if the health, vitality, economy and attractiveness of Bristol is to be maintained and enhanced.

### *Who Does What*

- 5.1.2 The Department of Transport (DoT) is responsible for national transportation policy along with major infrastructure proposals, such as the Second Severn Crossing and associated roads. It is also the highway authority for the National Primary Route Network of motorways and trunk roads. The main operative aspect of national transport policy is fiscal by way of grants and subsidies. A large proportion of these are targeted towards highways in one form or another and this has been the main emphasis in the last 40 years. More recently the TSG system has been changed to a 'package' approach with greater emphasis placed on public transport. Section 56 grants made under the 1968 Transport Act, have provided some funding for Light Rail Transit proposals elsewhere in the country. This is potentially a very substantial source of Government funding for local transport.
- 5.1.3 In April 1996, the city council became the Highway and Transport Authority following abolition of the former Avon County Council. A Key Policy document previously produced by Avon, which is still relevant to transport planning in the city, is the County Structure Plan. This sets the broad 'strategic' policy framework. Also of relevance is the annual Transport Policies and Programme (TPP) co-ordinated by the Joint Committee on Strategic Planning for the four Unitary Authorities in the former Avon area. In addition, the County Council prepared a Transport Plan for the Avon Area as a forerunner to a more thorough review of the Structure Plan aimed at providing an integrated transportation document. The TPP provides detailed policy and proposals and a programme of implementation together with a bid for grant. The TPP provides the main means by which many of the Policies and proposals within this Chapter can be implemented.
- 5.1.4 In recent Government advice (PPG12), District Councils have been required through Development Plans to include, where appropriate, land use policies and proposals related to the management of traffic. This includes, for example, bus priority measures, the control of car and lorry parking and the improvement of cyclist and pedestrian safety. However both the Structure Plan and the Local Plan have a key role in the determining of the distribution of land uses which has a profound impact on demands for travel, the importance of which is highlighted in PPG13.
- 5.1.5 Central and local government are not the only 'players' in the field of transport. A range of other organisations play a part in transport provision serving Bristol. These include rail service providers, various bus and coach companies, haulage operators, taxis services, waterborne transport providers and a number of community transport initiatives.

### *The Existing Transport Network*

- 5.1.6 Bristol's transport network is shown in Figure 5.1. Bristol has its origins as a port and a river crossing at the confluence of the Rivers Avon and Frome. These historical functions are major determinants of the shape and character of Bristol and its highway network, with the centre of the city and the three main river crossings, the focus of a highly radial road network with limited opportunities for cross town movement between the radials. The lack of river crossings has historically accounted for impediments to cross city movements and exacerbated peak period congestion. The primary route network consisting of national primary routes and county primary routes is defined in the Structure Plan (see paragraph 5.4.40 and Figure 5.5).

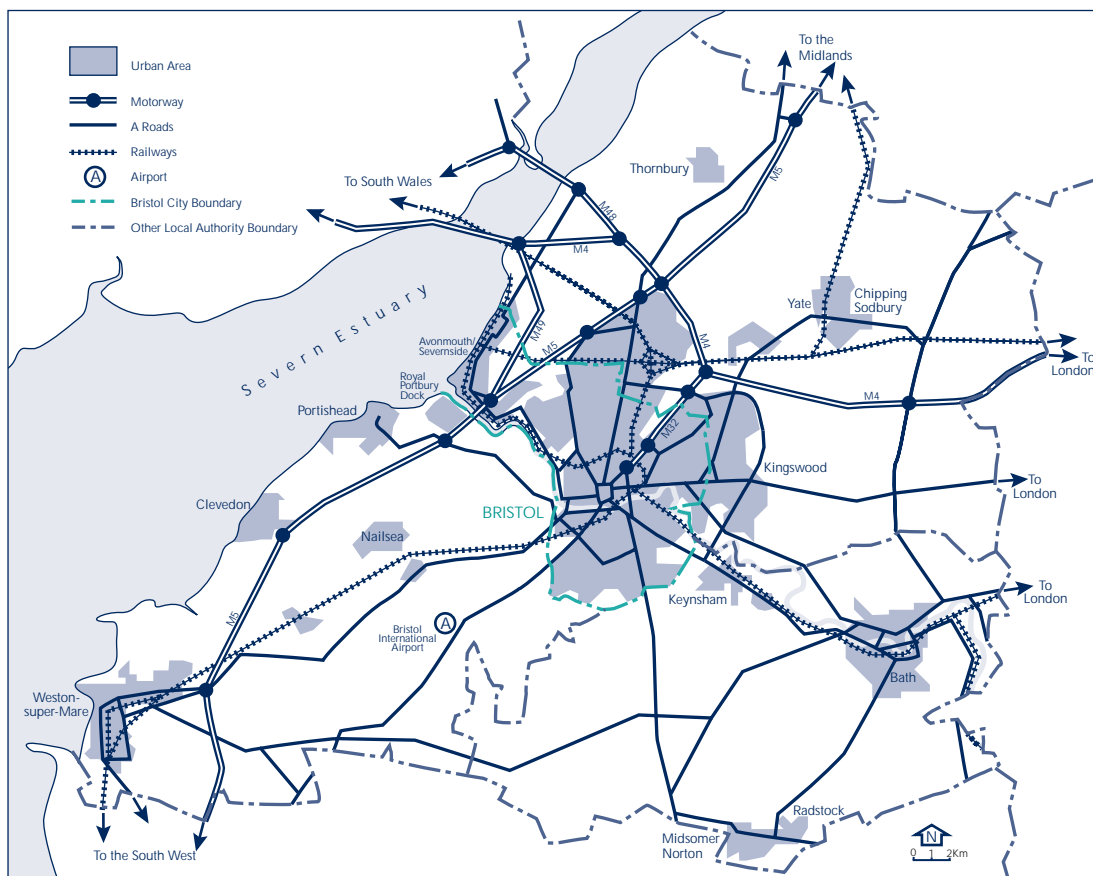


Figure 5.1 Transport Structure

5.1.7 Options for movement around or through the city are substantially constrained, with the net result that the M4 and M5, the main inter-regional routes around the north and west of the city, are heavily used by local traffic. In addition those parts of the national primary road network intended to provide access to the city centre, including the M32, are also used as through routes. This places additional traffic on routes, which now pass through Conservation Areas, district shopping centres and dense residential suburbs, to their detriment. At the same time and uniquely, Bristol suburbs contained little of the low quality housing and obsolete heavy industries whose clearance led to the provision of a widened road system in many other British cities of similar size.

5.1.8 In the Bristol area, no true citywide passenger railway has evolved. Temple Meads, the main railway station, is located off-centre in respect of the commercial heart of the city and many of its more populous suburbs. Trams and later buses, have provided the great bulk of public transport locally. Travel by public transport has declined substantially over the past 40 years although there is evidence that this has been arrested in Bristol in recent years.

### ***Traffic, Pollution, and Congestion***

5.1.9 The Government's 1989 National Road Traffic Forecasts of between 83% and 142% growth in traffic between 1988 and 2025 highlight in a dramatic way that these problems are set to escalate, unless action is taken to reverse the current trends. From analysis of such figures it follows logically that even with significant and potentially disruptive new road building, demand for journeys could not be satisfied, and as a consequence some form of restraint and/or demand management, coupled with promotion of alternative modes is required.

5.1.10 The ability of people to gain easy access to employment and a whole range of facilities, from hospitals and shops to pubs and theatres are important aspects affecting quality of life. Ease of

access is equally important to commerce and industry and good road and rail accessibility has been a major element in Bristol's recent economic success. This success and the high level of car ownership in the former Avon area has meant that the city has had to cope with increased amounts of traffic. During the latter half of the 1980s traffic congestion was recognised as being a major problem in Bristol with increased journey times on many routes during the peak period and on some routes throughout the day. Coupled with this issue, the city has also seen an increase in the levels of pollution arising from road traffic.

5.1.11 A number of post war trends have contributed towards a high level of demand for motorised journeys:

- (i) Dispersion of population from Bristol to the surrounding towns and villages.
- (ii) Increases in the number of smaller households.
- (iii) Continued growth of Bristol as the major regional focus of employment.
- (iv) Increased leisure time and opportunities for recreation.
- (v) Greater levels of personal mobility coupled with the use of cars for even short journeys.
- (vi) The long period of decline and apparent unattractiveness of public transport.
- (vii) Reduced availability of local services previously accessible on foot.
- (viii) Reduction of local rail services post-Beeching.
- (ix) Development of shops and offices in peripheral locations.

5.1.12 1990 saw two keynote reports; The Bristol Traffic Pollution Study Group Report prepared by the city council and the Traffic Congestion in Urban Areas Report by the former Avon County Council. Both reports highlighted the car-borne commuter as a major factor in both airborne pollution and traffic congestion. Whilst in recent years the split by mode for journeys to work has seen a modest increase in the number of cyclists, and bus usage there has also been a substantial increase in traffic with between 1979 and 1988 a 47% growth in traffic entering Bristol and a 12% growth in traffic entering the city centre.

5.1.13 However, these figures and others showing overall high levels of car ownership disguise the fact that for some areas of the city, particularly in the south and to the immediate north and east of the city centre, car ownership levels are low (1991 Census) and the public transport service is perceived to be poor. For these communities, lack of access, particularly to jobs and training, is a major contributor to their continued deprived state.

5.1.14 Recent hot summers have highlighted the problems arising from the creation of ozone by the action of sunlight on exhaust fumes. Ozone and oxides of nitrogen have been implicated as factors in triggering asthmatic attacks or in sensitising people to such attacks. Air pollution and in particular pollutants which can be attributed to road traffic, have been linked to respiratory and other illnesses in children and recent evidence suggests links with hay fever.

5.1.15 Increased use of catalytic converters may in the medium term reduce emissions of some exhaust pollutants but, unfortunately, at the expense of creating further quantities of the greenhouse gas carbon dioxide. It is also important to note that they are not efficient on short trips of less than five miles, that they are a relatively expensive, 'hi-tech' means of reducing some emissions and that other means of control are available. The Transport sector accounted for 25% of all CO<sub>2</sub> emissions in the U.K. in 1987 but the proportion is rising and may outstrip other sources by 2025. The UK Government has set itself the overall target of returning CO<sub>2</sub> emissions to their 1990 levels by the year 2000.

## 5.2 POLICY CONTEXT

5.2.1 The 1994 Government Document "*Sustainable Development – The UK Strategy*" highlighted the issues of traffic, pollution and congestion and pointed out the need for policies to:-



- (i) Influence the rate of traffic growth.
  - (ii) Provide a framework for individual choice in transport which meets environment objectives.
  - (iii) Increase the economic efficiency of transport decisions.
  - (iv) Improve the design of vehicles to minimise pollution and CO<sub>2</sub> emissions.
- 5.2.2 PPG13 emphasises the need to co-ordinate policies for transport and other forms of development, to reduce the need to travel especially by car and to give people the choice of using more environmentally friendly means of transport than the car. This environmentally sensitive PPG is welcomed as being indicative of the way forward for transportation planning.
- 5.2.3 The Regional Planning Guidance for the South West (RPG 10, July 1994) includes guidance on transport matters up to the year 2011. While further road building to reduce the peripherality of the far South West is seen as inevitable, the guidance includes objectives particularly relevant to urban areas:
- “to reconcile the demand for travel with environmental concerns, including impacts on human health and climate change;*
- to reduce reliance on the motor vehicle by encouraging a shift from private to public transport, particularly in urban areas, and by making users more aware of the real costs of their transport choice;*
- to take into account the increasing economic and environmental costs of transport.”*
- Paragraph 9.6 of RPG10 amplifies the advice on changing the balance between public and private transport in urban areas:-
- “While there is some potential for road improvements to ease the effects of congestion in urban areas, further road building is not generally likely to provide a solution to the problem. In many cases this is physically impossible, the costs would be prohibitive and the environmental impacts unacceptable... Generally more weight should be placed on measures to manage demand, to make more efficient use of existing transport infrastructure and to encourage the provision of acceptable alternatives to the private car, including increasing the attractiveness of public transport. In the urban areas and elsewhere, policies to control parking provision and other management measures are necessary to reduce congestion.”*
- 5.2.4 The Structure Plan policies are concerned with achieving an acceptable balance between the competing demands of all transport users. The policies are set within the three key objectives of safety, environment and the movement of goods and people and are part of an integrated package which recognises that these issues cannot be considered in isolation.
- 5.2.5 The former County Council produced a major multi-modal study of the Bristol travel to work area (BRITES) in 1990. The aim was to assist with the long-term planning of transport investment in the Bristol area so as to deal effectively with problems of environmental degradation, increased congestion and worsening economic performance of transport. The second was the preparation of a new City Centre Traffic Model for detailed assessment of highway proposals in the central area.
- 5.2.6 The BRITES study tested five strategies for future transport investment and two land-use scenarios to the year 2015. The study concluded that measures were needed which, on the one hand encouraged alternatives to the car by investment in public transport facilities, and on the other directly discouraged car use by introducing restraint through management and cost measures. The value of a strategic transport model is that it can be adapted as a base for a range of further studies which can be fed into an overall reassessment of transport strategy.
- 5.2.7 The Transport Plan for the Avon Area, which looks forward to 2013, provides an integrated and balanced view of future transport requirements set in the context of key objectives of safety, environment, accessibility, economic development and security. Its overall strategy, which seeks to develop attractive and viable alternatives to the car is developed in respect of five, 10 and 20 year time horizons. Whilst the Plan itself falls outside of the current Development Plan framework, it

identifies a range of targets and measures, many of which are also reflected in PPG13, which are essential if the Bristol sub region is to enter the next millennium as an attractive area for business and residents alike. The Transport strategy pursued in the Bristol Local Plan largely reflects that developed in the Transport Plan.

- 5.2.8 Building on from national and strategic policy, Bristol's strategy in this Plan is composed of complementary carrot and stick measures set in both the short and long term. If peak period (journey to work) congestion is to be challenged the main options available are walking, cycling and public transport. If these options are seen to be attractive and effective, then the necessary restraint measures on car journeys such as car parking supply or pricing will be more palatable. At every stage it will be important to recognise the fine balance between provision and restriction so as not to prejudice overall economic vitality and enhance it wherever possible.
- 5.2.9 In the short term it will be necessary to concentrate efforts upon measures to improve bus services through extension of bus lanes, development of park and ride and bus priority measures. There is also the need and potential to improve local rail services. Much can be done to improve the local rail network in the short term and complement the future development of rapid transit. This requires a long lead-time for route planning and investment, and the commitment of many organisations if the transport needs of the next millennium are to be met. In the longer term it may be necessary to consider other restraint measures such as road pricing.

### 5.3 OBJECTIVES

- 5.3.1 *Promoting and making available more attractive alternative modes of transport to the private car, in particular, public transport, for journeys to work, thereby improving accessibility for all sections of the community.*
- 5.3.2 *Making efficient use of existing transport assets, eg highways, railways, waterways, port and airports.*
- 5.3.3 *Promoting where appropriate, the use of parking policies as an essential ingredient in managing traffic demand.*
- 5.3.4 *Promoting measures to improve accessibility for all sections of the community.*
- 5.3.5 *Reducing environmental damage caused by noise, pollution, vibration and visual intrusion, and promoting environmental improvement.*
- 5.3.6 *To develop a network of safe and convenient routes for pedestrians and cyclists serving the city and district centres, and providing safe routes to local facilities.*
- 5.3.7 *Increasing safety and accessibility for all users of the Transport Network, particularly vulnerable groups such as cyclists, pedestrians, those with impaired mobility and those without access to private cars.*
- 5.3.8 *Promoting the provision of interchanges between various forms of transport particularly where these serve the city centre.*
- 5.3.9 *Ensuring that development contributes to and enhances the city's transport network.*
- 5.3.10 *Reducing the impact of commuter parking on residential areas.*
- 5.3.11 *Seeking opportunities to reinforce and improve local facilities, particularly shops thereby reducing demand for journeys.*
- 5.3.12 *Locating new major developments within easy access of the main transport corridors and interchanges, thereby ensuring efficient accessibility by public transport.*
- 5.3.13 *Undertaking, a range of traffic calming and traffic management schemes to ensure that the adverse impact of traffic on the city, district and local centres and residential areas is reduced, and overall quality of environment enhanced.*
- 5.3.14 *Seeking to control development, so that journeys to work by car are discouraged and those by other modes are encouraged.*

- 5.3.15 In support of the above objectives, the city council adopts the following targets:-
- (i) To stabilise average journey lengths by 2003 and reduce them by 5% by 2013.
  - (ii) To reduce the proportion of journeys made by car, including:-  
By 2013 car journeys to account for no more than 45% of all journeys and 40% of peak period journeys into Central Bristol
  - (iii) To reduce the time lost through delay on the highway network by 10% by 2003 and by 25% by 2013.
- 5.3.16 The city council will review these targets and consider appropriate air quality standards in the light of the Government's emerging National Air Quality Strategy and the prospects of the Traffic Reduction Bill. Although the setting of air quality and traffic reduction targets is desirable, the ability to meet them will depend substantially on awards of Government funding for public transport, cycling and other initiatives. Progress will also depend on the introduction of new legislation (eg to enable the introduction of congestion charging and taxation of private parking spaces) and powers available to local authorities.

## 5.4 POLICIES

### *Joint Working and Partnership*

- 5.4.1 The development of an integrated transport strategy poses fundamental questions in respect of the allocation of road space (for pedestrians, cyclists, buses, service vehicles, private cars, etc), the best use of the existing and potential transport corridors and the allocation of land for various forms of development and existing national policies and funding arrangements. The Plan seeks to strike a balance between these issues. The relationship between a city and its hinterland is vital to the economic well being of the whole area. An agreed strategy, such as that contained within the Transport Plan for the Avon Area is therefore vitally important if the issues are to be effectively addressed. The city council will therefore seek to act jointly with adjoining local authorities, where appropriate through the Joint Committee on Strategic Planning and Transportation (set up following Local Government Reorganisation). In addition the city council will seek to establish partnerships with public transport providers and private finance investors to deliver improved services and infrastructure consistent with the objectives of the Local Plan. The Local Plan sets out policies directly related to development, however following Local Government Reorganisation the city council is now the Highway Authority and can complement the Local Plan proposals with powers available under the Highways Acts. The Local Plan is only one element of an Integrated Transport Strategy.

### *Transport Development Control Criteria*

- 5.4.2 Historically, the power of new transport corridors as attractions of development has been substantial. The motorway network around north Bristol has had a major influence on development patterns over the past 30 years, and the extension of the ring road round East Bristol has provided opportunities for development at Emersons Green and may lead to pressures at other points along its route.
- 5.4.3 Unrestrained and unchannelled, such development would add to dispersion, demand for journeys and congestion with all its attendant problems. However, targeted development along or at the end of key transport corridors could give rise to more efficient use of existing corridors and benefit public transport. The city council believes that within the Local Plan period such opportunities as may exist are limited and would, with the exception of Avonmouth, fall primarily outside of the Plan area. Nevertheless it will seek via the medium of the Structure Plan a proper examination of this matter.
- 5.4.4 Even modest development creates demand for journeys or alters existing patterns of travel. In this context the city council and the former Avon County Council have historically sought developers' contributions towards a range of highway works, many undertaken as Planning Agreements. The

changing nature of transport problems has resulted in a reassessment of this policy and the city council's requirements on developers are set out in the Structure Plan and Transport Plan. The city council believes this broader approach to the problem is an essential component in ensuring good quality development and the effective management of the transport implications of development, whilst also enhancing the attractiveness of modes of transport other than the private car.

**M1 Development will be permitted provided that it meets the relevant criteria listed below, having regard to the particular nature of the development proposed:–**

- (i) It safeguards transport proposals, as shown on the Proposals Map;
- (ii) It provides safe and adequate access on to the existing highway network having regard to environmental considerations. Where the development has internal circulation areas for vehicles, it achieves a high standard of road safety;
- (iii) It avoids the introduction of traffic of excessive volume, size or weight on to unsuitable highways or into residential and other environmentally sensitive areas;
- (iv) It provides off-street parking, servicing and loading facilities in accordance with the standards set out in the schedule;
- (v) It provides facilities for cyclists and pedestrians;
- (vi) It provides traffic calming measures;
- (vii) It provides funding of appropriate transport improvements to overcome unsatisfactory transport conditions created or exacerbated as a direct result of the development;
- (viii) It does not increase the need to travel and does not encourage the unnecessary use of cars or lorries.
- (ix) It provides for access by disabled people within the external layout of buildings.
- (x) It does not involve the loss of rear access lanes and garage courts which provide valuable off-street parking, or makes alternative provision for any such loss.
- (xi) It avoids the introduction of unnecessary lorry traffic into the city centre or where environmental quality would be harmed or congestion increased.

***Development in Traffic Free Areas***

**M2 In the special circumstances where, for safety and environmental reasons, general traffic will be excluded, development will be permitted provided that a balance is struck between convenience, safety and environmental considerations, whilst still giving access for service and emergency vehicles.**

***Public Transport Provision for Large Scale Developments***

**M3 In developments whose scale, location or intensity is such that they will generate substantial numbers or concentrations of trips, facilities for public transport will be provided.**

Implementation: Developers and Bristol City Council via the Development Control process and planning obligations where appropriate.

### ***Public Transport: Buses***

- 5.4.5 If there is to be a fundamental change in the balance between the use of public and private transport, then further positive promotion of bus use will be required by the city council and the bus operators. This will need to consider the quality and comfort of vehicles, access to and connections between services and other modes of transport, the efficiency and reliability of the system as a whole, and the provision of more rapid ticketing, facilities at bus stops and enhanced passenger information, all of which are a major influence in the use of services.
- 5.4.6 It is essential that buses are given priority over other general traffic. The city council will continue promoting and implementing additional bus lanes and associated traffic management schemes will be brought forward during the lifetime of the Plan aimed at achieving further improvements in operating speed and reliability, particularly around the city centre and on the main radial roads. However there appears to be limited scope for extending bus priority facilities on the existing multi-user road pattern unless the level of traffic on the radial routes can be significantly reduced or capacity taken from general traffic and existing parking spaces or unless some road improvements are undertaken.

### ***Public Transport: Park and Ride***

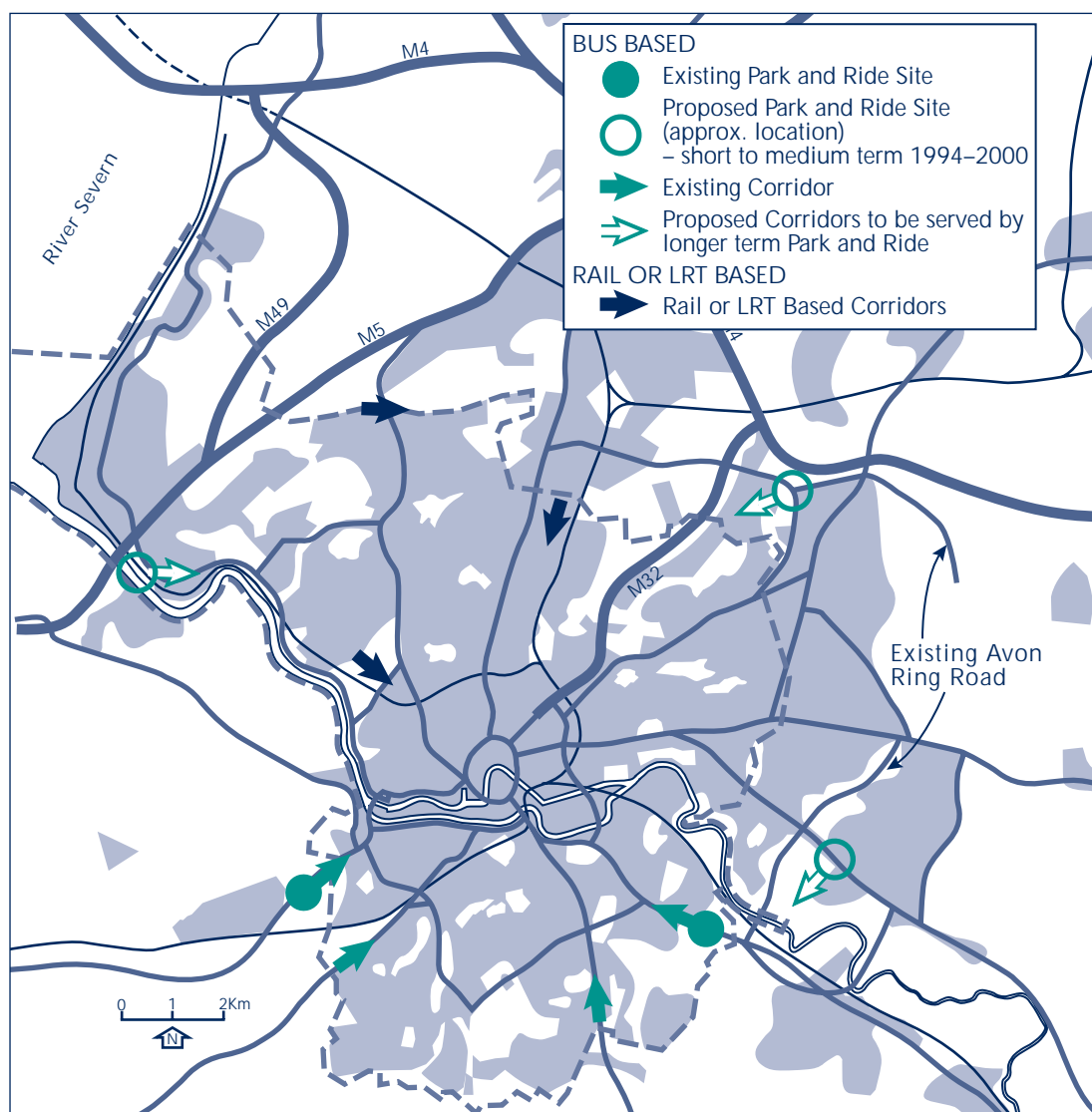


Figure 5.2: Park and Ride sites



- 5.4.7 During the latter part of the 1980s, bus and rail based park and ride has been heralded as a significant component in resolving urban traffic congestion. A number of cities, in particular Oxford, have had success with bus based park and ride, but this has been achieved in different circumstances to those which prevail in Bristol, where the size of the city and the length and nature of many of the corridors may militate against successful widespread implementation of bus based park and ride, without addressing the issues raised in 5.4.6. To be successful, park and ride must be seen as a cheap, comfortable, convenient and fast alternative, and passengers must be provided with good information and assured of secure car parks. The BRITE Study has highlighted the important role of Park and Ride, and in particular bus based Park and Ride in overcoming traffic congestion in central Bristol.
- 5.4.8 Park and Ride is seen as a complementary service to an improved network of public transport. The Transport Plan proposes a network of twelve sites to serve Bristol, some of which may be served at a later stage by Rapid Transit or rail (*see Figure 5.4*).
- 5.4.9 The first site opened at A4 Bath Road, Brislington in October 1993. Land at Ashton Vale to serve the A370 corridor is now operational. In the short term to 1998 land for Park and Ride is identified at Portway, Avonmouth to serve the A4 and Junction 18 of the M5. This site will need to be reviewed in the light of the emerging replacement Structure Plan. Sites to serve the M32 in the vicinity of Hambrook and at Longwell Green to serve the A431 could be established in the medium term to 2003. Other sites are proposed in the Transport Plan beyond this period.

**M4 (I) Park and Ride facilities will be permitted on the following corridors:-**

- (i) South western corridor A370
- (ii) North western corridor Portway/Avonmouth
- (iii) North eastern corridor: M32 and A432
- (iv) Eastern corridor: A420/A431

**(II) Provided that these, and any other Park and Ride proposals:-**

- (i) Are located so as to maximise their contribution to the relief of traffic congestion.
- (ii) Are not harmful to the conservation or ecological value of the site or the adjoining area.

**(III) In considering such proposals, account will be taken of their potential to be served by heavy rail or rapid transit, in addition to bus services.**

**M5 It is proposed to develop a Park and Ride site at the junction of Portway/West Town Road, as defined on the Proposals Map. The following mitigation measures will be incorporated into the design of the development:**

- (i) The retention and management of important features
- (ii) Safeguarding of protected species, including badgers
- (iii) Adequate provision to ensure protection of the adjacent SSSI and SNCI
- (iv) The provision of compensating habitat management in the wider SNCI
- (v) Extensive perimeter landscaping/planting to screen long views

Implementation: TPP (some commuted payments). Bristol City Council, other Unitary Councils and private sector interests as appropriate.



### ***Public Transport: Bus and Coach Station – Marlborough Street***

5.4.10 The Marlborough Street Bus Station – the terminus for country bus services and scheduled coach services is well located to serve the business and shopping areas of the city centre. It is a vital component of the public transport network, and makes a substantial contribution to the continued viability of the Broadmead shopping centre, which faces growing competition from out-of-town retailing. The retention of the terminus and interchange facilities on this site, particularly with regard to the operation of country bus services, is considered to be essential. However the present facilities are of a poor standard. Improvements are needed in the form of a better environment and supporting facilities, better vehicle circulation and enhanced appearance, not only to provide a better service to the public but also to create a more positive image of Central Bristol. Short term improvements in the site will be promoted, pending redevelopment to provide a new purpose-designed facility in conjunction with retail or office investment. The following Policy will apply to planning applications for minor changes, as well as those involving redevelopment.

- M6 (I) Development involving the loss of bus terminus or interchange facilities from the established site at Marlborough Street will not be permitted.**
- (II) In determining applications for development of the site, account will be taken of improvements to:**
- (i) The circulation, safety and security of users;**
  - (ii) Local traffic circulation;**
  - (iii) Visual appearance;**
  - (iv) Provision of ancillary services, including car parking;**
- (III) Account will also be taken of the provision of alternative coach facilities replacing any which may be displaced by development.**

Implementation: By the Badgerline bus company working jointly with the city council and other bus/coach operators. Opportunities should be explored for short term interim improvements and eventual comprehensive redevelopment allied to commercial uses.

### ***Public Transport: Alternative Coach Station***

5.4.11 As the result of development proposals by Badgerline, (the Country Bus service operator at Marlborough Street), National Express, the major inter-city coach operator, which currently shares the site, found it necessary to consider alternative locations for a coach station. Other regular service coach operators have in the past also explored the potential of various sites to provide a coach station. Whilst the city council would prefer to retain and enhance the facilities of the existing coach station at Marlborough Street, it recognises that other locations could prove suitable.

- M7 Development of coach stations will be permitted provided that they:-**
- (i) Are easily accessible for passengers.**
  - (ii) Provide good linkages with existing public transport networks with particular regard to major interchanges.**
  - (iii) Provide adequate short stay car parking and accommodation for taxis.**
  - (iv) Provide adequate and convenient access to the primary route network.**

Implementation: Development Control process. Coach operators.

### ***Public Transport: Coach Facilities***

- 5.4.12 Coach borne visitors for shopping, leisure and tourism are primarily attracted to the city centre and a range of further initiatives are proposed aimed at this important element of the trade (see *Chapter 11: City Centre: Policy CC8*). Outside the central area, visitor attractions are more limited but a number of new attractions are proposed along with the enhancement and improvement of existing facilities. The city council is anxious to encourage such trips as they both reduce the number of car-borne journeys into the city and support Bristol's growing tourist industry. Such trips pose a problem of suitable setting down points and coach parking facilities, whether they are associated with short stops, day visits or overnight stops and the city council is anxious to address these issues in a manner which ensures Bristol is an attractive destination for coach operators.

**M8 Development for leisure/tourist facilities will be permitted provided that adequate provision is made for coach borne visitors, having regard to the scale and nature of the proposed development. Where on site coach facilities cannot be provided and existing facilities are inadequate, contribution to the establishment of suitable alternative off site facilities may be sought.**

Implementation: Bristol City Council, developers and coach operators.

### ***Public Transport: Rail Services***

- 5.4.13 Although the rail network in the former County of Avon as a whole is sparse, all the routes in it serve Bristol. Six routes serve the city on three main corridors; those to Avonmouth, South Wales, Gloucester, Bath, Weston-super-Mare and the South-West serve Temple Meads, while the London-South Wales route passes north of the city with a station at Bristol Parkway. There are twelve rail stations in the city (*Figure 5.5*). The future of all the rail routes in Bristol is important, because of the role they play in providing access to the city centre free from road congestion.
- 5.4.14 Since 1989 new stations have been built at Yate and at Worle near Weston-super-Mare. These improvements enhanced the role of rail services, and have contributed to a 15% growth in rail passengers. The STAR (Strategic Avon Rail) Study of 1993 was commissioned jointly by the former Avon County, the Districts Councils and other transport agencies to evaluate options for further developing the local heavy rail network. It built upon the BRITES Report which pointed to the significant role that conventional rail should play in local travel, particularly commuting.
- 5.4.15 STARS recommended a phased low-cost heavy-rail strategy based upon station openings and service enhancements along three rail corridors serving the city centre. In the long term it suggested that a passenger route from Filton junction to Hallen, Henbury and Avonmouth could serve the major Severnside employment area. It also suggested that the existing rail routes to Severn Beach and Portishead may be more amenable to light rail than to heavy rail (see *Figure 5.3*). STARS identifies a role for Lawrence Hill as an interchange in the short term, to avoid congestion at the eastern approach to Temple Meads, and in the long term to take advantage of light rail connection to the city centre. The upgrading of Lawrence Hill station as a bus-heavy rail interchange in the short term and as a Rapid Transit/heavy rail interchange in the longer term will need to be more closely examined for its land use and transportation implications.

### ***Public Transport: Temple Meads***

- 5.4.16 The city council recognises the crucial need to reinforce the role of Temple Meads as the city's principal railway station for both commuter and inter-city services as an important gateway to the city and to make it more attractive and convenient to commuters. Direct pedestrian cycle and public transport links to Bristol Bridge and the city centre via Victoria Street are essential if the station is to be more closely integrated with the city centre. In the short term there is also a need for a dedicated bus link to the city centre with through ticketing. In the longer term this link could be provided by a rapid transit network.

**M9 Public transport interchange facilities are proposed at Temple Meads as defined on the Proposals Map. They will embrace the provision of direct pedestrian, cycle and bus links to Victoria Street with the aim of improving access to the city centre. They should include:**

- (i) Improvement of existing bus interchange facilities at the station approach**
- (ii) Provision for rapid transit interchange facilities on the safeguarded rapid transit route as defined on the Proposals Map and within a convenient distance of the station entrance.**

Implementation: In conjunction with commercial development on the former Temple Meads Goods Depot site, through joint working with English Partnerships and the site developers.

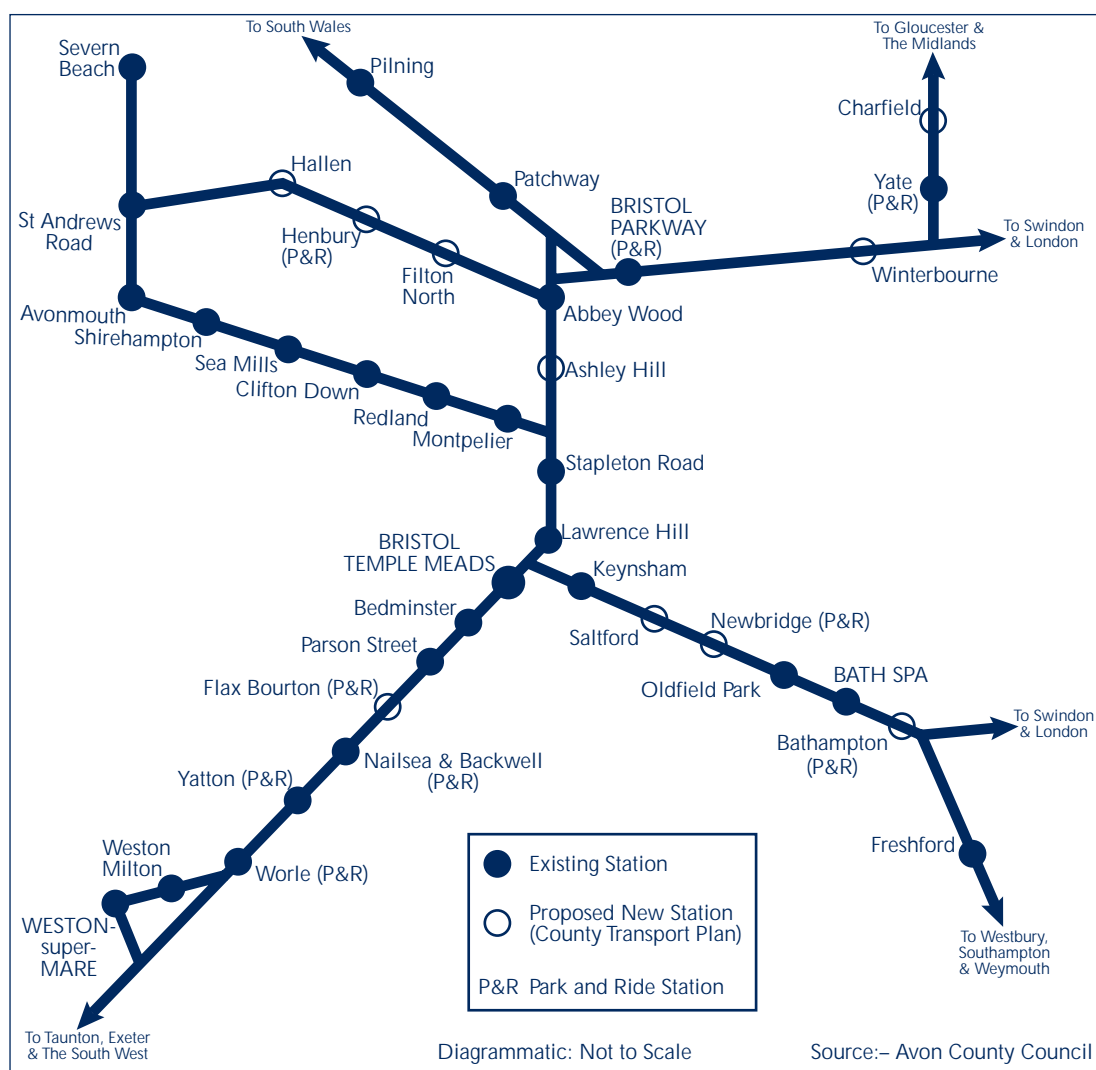


Figure 5.3: Rail Network

### ***Public Transport: Rail Improvements and Rail Stations***

5.4.17 There are suburban railway stations where the relationship of the platforms to the neighbourhood served is tenuous, unattractive or unsafe. The city council will work to enhance the connections between stations and centres of activity in order to achieve the full effectiveness of the rail network. In addition to the general improvement of stations and their accessibility, the re-opening or provision of

specific stations is proposed in line with STARS strategy (see paragraph 5.4.15). The potential of some of these stations to serve the proposed light rapid transit system is also being examined.

**M10 In determining applications for the provision, redevelopment or alteration of rail stations account will be taken of the benefits in terms of:**

- (i) Improved passenger facilities.
- (ii) Improving access.
- (iii) Improving signposting.
- (iv) Providing appropriate levels of car and cycle parking.
- (v) Ensuring accessibility by buses and taxis.
- (vi) Introducing advanced information and ticketing systems.
- (vii) Providing rail-based Park and Ride facilities where appropriate.

**M11 Subject to operational considerations, the re-opening or provision of stations is proposed at the following locations as defined on the Proposals Map:-**

- (i) Ashley Hill
- (ii) Horfield
- (iii) Hallen

Implementation: Negotiation with rail operators via the Development Control Process.

***Public Transport: Protection of Ex-Rail Corridors***

5.4.22 The city contains a number of ex-rail corridors. The old Midland Railway line in east Bristol has become a cycleway/walkway, part of the old line through Whitchurch is a walkway and considerable areas of ex-railway land have been developed. The lines to Bristol Parkway and South Wales from Temple Meads have been reduced from four tracks to two and the Severn Beach line is now single track with the exception of two passing loops at Clifton Down and Avonmouth. Because railway corridors have considerable potential for re-use for cycle routes, Rapid Transit, roads and walkways, as well as open space corridors, this potential will need to be assessed before uses which may eliminate the potential are considered (see Chapter 10: Leisure: Policy L3 and Chapter 3: The Natural Environment: Policy NE6). As a general guide the overall width requirement for various options is as follows:-

- (i) Cyclepath/walkway only – four metres minimum.
- (ii) Segregated two track Rapid Transit – nine metres minimum.
- (iii) Combined Rapid Transit and Cyclepath-walkway – 13 metres minimum.

**M12 Development will not be permitted on ex-railway corridors which may serve to provide cycle routes, pedestrian paths or rapid transit routes. Existing ex-railway corridors are defined as Greenways and/or safeguarded rapid transit routes on the Proposals Map.**

Implementation: Identification of alternative options will be developed in the context of the Transport Plan.

***Public Transport: Rapid Transit Safeguarded Routes***

5.4.19 The successful application of Rapid Transit to major urban centres, integrated with other forms of public transport is well documented in Europe and North America. The potential for Rapid

Transport in Bristol to provide rapid links on mainly segregated routes between residential areas, both new and established, centres of economic activity and the main shopping, cultural and recreational locations, is recognised as a vital objective in meeting the transportation and environmental goals defined in the BRITE Study.

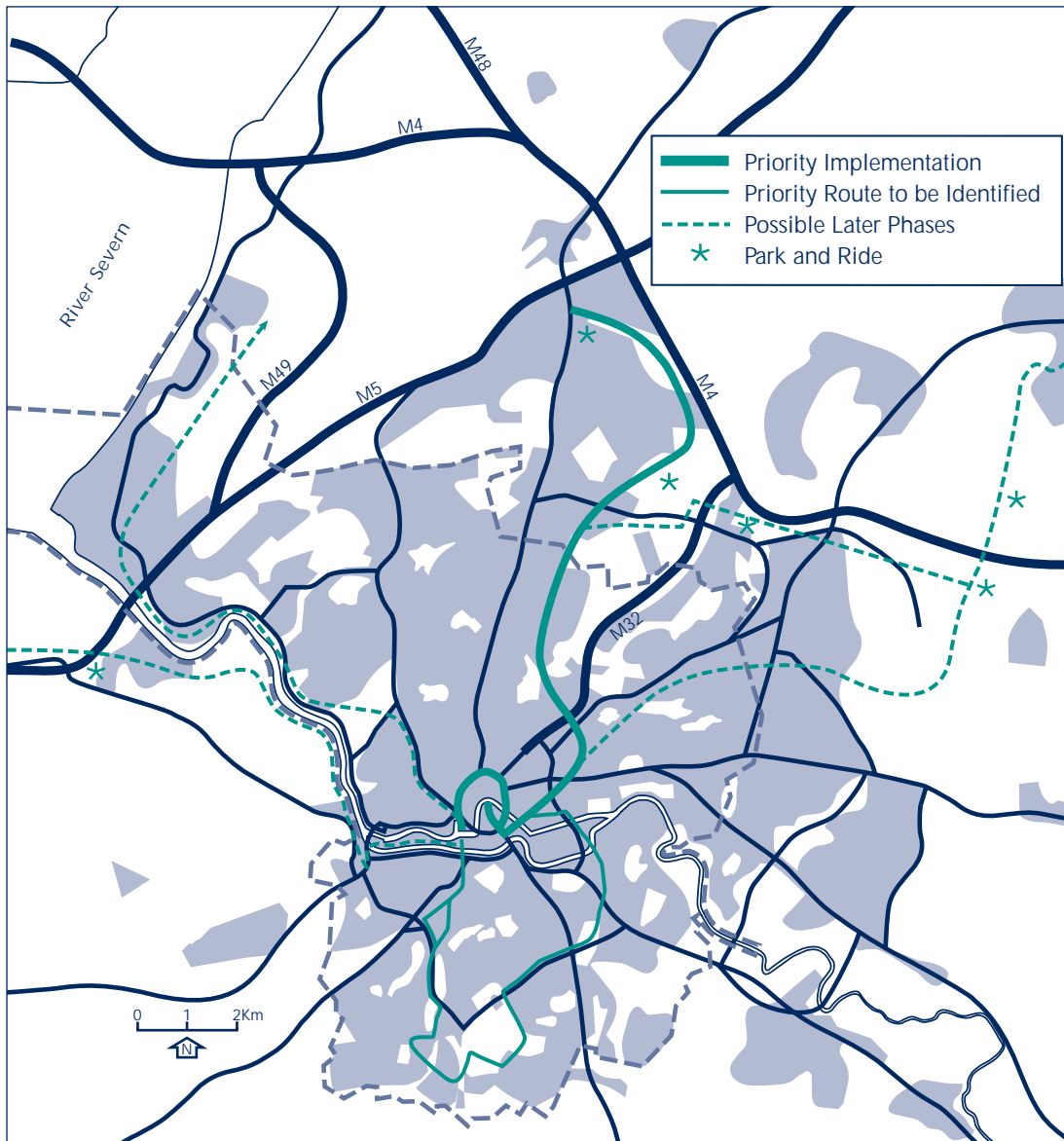


Figure 5.4 – Rapid Transit

5.4.20 Structure Plan Policy TR6 seeks to safeguard those Rapid Transit routes which have been identified. The Transport Plan for the Avon Area sets out a programme for route identification and implementation. These are routes serving Bradley Stoke and south Bristol. Possible further route options are extensions from Filton to the M32 Hambrook area (Park and Ride) and Lawrence Hill to Emersons Green and Yate. However, the city council is aware of the potential user conflicts and environmental weaknesses of utilising the Bristol/Bath Cycleway route and will insist that any further analysis addresses the issues of alternatives for cyclists, safeguarding of the open space and retention of the wildlife corridor, in consultation with local people and the users concerned. The Portishead to Wapping Wharf disused line and Severn Beach heavy rail passenger line will also be evaluated. Studies suggest that rapid transit will be viable, and provide scope for the financial involvement of the private sector in design and construction. In particular, work has been

undertaken to identify a route to serve South Bristol. Further refinement of options is necessary before a route can be identified and if appropriate safeguarded. Joint working between the city council and South Gloucestershire is seeking to progress Line 1 Bradley Stoke to city centre as a priority. Options to serve South Bristol can then be progressed to follow on.

**M13 The following corridors, as defined on the Proposals Map are safeguarded as Rapid Transit routes:–**

- (i) That part of the proposed rapid transit route between Wapping Wharf and Portishead, as set out in the Avon Light Rail Transit Act 1989, which falls within the city.**
- (ii) A horseshoe route within the city centre, including a spur running northward along Victoria Street to Bridge Street.**
- (iii) A route from Temple Meads to Lawrence Hill and then via the Parkway railway line to the city boundary.**
- (iv) The Bristol-Bath cycleway/walkway pending the evaluation of other routes to serve Yate and east Bristol.**

Implementation: The development of a Rapid Transit system serving the Bristol region is an expensive capital project which will rely heavily upon Central and European funding, and the city council will work to secure partners for such a project and to identify and secure capital and grant assistance.

***Parking: General***

- 5.4.21 Parking policy is an important element of urban transport planning. Parking measures, such as changes in the number and composition of the parking stock, cost structure, enforcement regime, and signing and information provision can have significant effects on travel demand, transport system performance and wider economic and social goals. Parking policy can also influence travel behaviour by affecting the choice of destination (PPG13) and thereby have a major impact on the perceived attractiveness of alternative locations to developers and investors. Structure Plan policies TR13, TR14 and TR15 provide the broad policy framework for car parking throughout the County and seek to deter commuter traffic, congestion and impact on residential areas.
- 5.4.22 During the morning peak period 50,000 cars enter central Bristol. Many of these vehicles spend the remainder of the day parked in or around the city centre either on or off the road. This pattern extends beyond the city centre along three key radials, Park Street/Whiteladies Road, Stokes Croft/Cheltenham Road and Bedminster Parade/East Street and reflects the concentration of commercial activity around these corridors. BRITES has identified the sheer volume of vehicles involved in accessing central area jobs as a major component in the city's congestion problems. Restraint on the availability of long stay commuter parking spaces both private and public, on-street or off-street, therefore has a significant role to play in containing the growth of peak period movements. Such restraint needs to be carefully weighed against the need for continued access for commercial and other purposes and the need to achieve regeneration particularly in the city centre.

***Parking: Commuter, Visitor and Short-Stay Parking***

- 5.4.23 In the Bristol Inner Parking Zone (as defined in the Schedule and on the Proposals Map) parking restraint measures will be applied in such a way as to avoid adverse effects on particular activities as far as possible. A strategy will be pursued aimed at achieving convenient access to shopping and leisure facilities and providing short stay access to meet the visitor and operational needs of business and public services. At the same time, restraints will be applied to contain the growth of employment related central area parking used by commuters, but not essential to the operation of



businesses. This approach is consistent with advice given in PPG 13 which states that local authorities should adopt reduced requirements for parking for locations which have good access to other forms of travel than the private car. These restraints will embrace limits on private commuter parking and on both on-street and off-street public commuter parking.

- 5.4.24 Within the Inner Parking Zone there are also a number of sites providing substantial areas of surface car parking for commuters: often as an interim basis pending development of the sites for other purposes. The early development of these sites for offices and other uses will assist the Local Plan objective of restraint aimed at reducing journeys to work by car. On such sites some flexibility in the application of parking standards will be appropriate provided that a substantial overall reduction in long stay parking results from the development as a whole. Incremental reductions in numbers of inner zone public long stay commuter spaces will be sought, closely matched to increases in the capacity of park and ride facilities and other alternatives to the private car, with the aim of achieving a balanced approach. A degree of restraint on employment related parking will be applied throughout the city in order to limit the growing congestion outside the city centre. This will help to safeguard capacity to enable city centre regeneration to proceed.
- 5.4.25 Replacement provision for existing public inner zone parking will be considered where this would better serve shopping and leisure uses, or would reduce the environmental impact of cars on sensitive areas. Pricing and timing mechanisms will be used to limit long stay commuter parking in public car parks and on-street. Long stay commuter parking is taken to be that which provides for stays in excess of four hours and is associated principally with journeys from home to work and back.

**M14 (I) Development for long stay commuter parking will be permitted provided that:**

- (i) It forms part of a new development and conforms to the parking standards set out in the schedule, or**
  - (ii) It is part of a Park and Ride scheme which is located so as to maximise its contribution to the relief of traffic congestion.**
- (II) Development for car parking to serve the needs of customers of leisure, shopping and public services premises within the Bristol Inner Parking Zone and to meet short stay business requirements within that area will be permitted provided that it is managed to deter long stay commuter parking.**

Implementation: Bristol City Council,, Developers and Park and Ride operators. Management of car parks to deter long-stay commuter parking will be secured through planning obligations.

***Parking: Commuted Payments***

- 5.4.26 Circular 1/97 and PPG13 make provision for local authorities to seek contributions from development towards Park and Ride, as part of an alternative car parking strategy, in lieu of central area parking. In view of the significant congestion evidenced in Central Bristol associated with peak period commuting, the significant benefits to be derived from the widespread implementation of Park and Ride (BRITES) make this a priority for implementation. Contributions will only be sought in those parts of Central Bristol which can be served efficiently by Park and Ride. The level of contributions, set out in the parking standards (*see Schedule to M1*) will also be considered in the context of other factors affecting development. Contributions so gained will be allocated to Park and Ride schemes identified in the TPP and the Four year Capital Programme.

**M15** In permitting developments for office use within the Bristol Inner Parking Zone, as defined on the Proposals Map, regard will be paid to the extent to which, through the operation of M1 and M14, the development does not provide for the needs of commuters who will be attracted to the development. Taking this into account, contributions towards Park and Ride will be sought based on the parking standards and the related explanatory notes set out in the schedule, and in the context of the following and any other factors affecting the development:

- (i) Exceptional development costs – eg costs arising from restoration of derelict historic buildings;
- (ii) Exceptional contributions to provide other benefits – eg exceptional contributions to environmental improvements;
- (iii) In office redevelopment schemes, the extent of existing parking provision;
- (iv) Phased construction which may justify phased release of commuted payments;
- (v) The extent to which the scheme includes housing within a mixed use development.

Implementation: Bristol City Council, Developers and where appropriate adjoining District Councils.

### ***Cyclists and Pedestrians***

- 5.4.27 During the 1980s the use of bicycles for recreational and non-recreational journeys has grown and at 2–3% (BRITES) of all journeys, cycling already plays a useful if modest role in transportation around the city. A survey of 2,000 cyclists carried out by the former County Council in October 1987 showed that within the inner areas of the city, such as Redland, Bishopston, Montpelier, Cotham, Hotwells and parts of Totterdown and Bedminster, over five per cent of the journeys to work are by bicycle. This represents a growth for the central area between 1980 and 1987 of 15%.
- 5.4.28 This is encouraging, as conditions are generally hostile to cycling particularly at peak times. The hilly topography of Bristol and the general lack of segregated facilities have tended to make cycling an unattractive transport alternative. Both the former Avon County Council and the city council have worked to provide facilities, the former County mainly on the existing highway and the city by way of off road routes such as the Ashton–Pill route, the city portion of the Bristol–Bath railway path, and work on the creation of a route through south Bristol, the Malago Greenway. These schemes have provided some encouragement to both leisure cyclists and those who cycle to work (*see Chapter 10: Leisure: Policy L3*).
- 5.4.29 The city council holds the view that cycling can make a useful and substantial contribution towards transport in the city. Structure Plan Policy TR11 seeks to support and encourage cycling and this has been amplified by a comprehensive range of cycling policies, adopted by the former Avon County Council aimed at encouraging cycling and creating a safer cycling environment backed up by a much augmented budget and programme of schemes.
- 5.4.30 The BRITE Study reveals that cycling as a means for journeys to work could, if the right circumstances are created, achieve a share of use rising from around 3% at present, to over 6%. The city council believes that this can only be achieved by ensuring the proper facilities are in place. In order to attract more people to cycling, particularly for journeys to work, it is essential to create a strategic network of safe cycle-routes which wherever possible are segregated from the main stream of traffic. On the basis of the BRITES projections the city council believes it would be prudent to provide a network which should be of sufficient capacity to accommodate up to a 10% share of peak period flows. In addition, a key requirement will be the provision of secure cycle parking and workplace facilities for the storage of cycle kit/wet weather gear etc along with changing rooms and showers (*see Policy M1*).

- 5.4.31 Walking constitutes the largest number of journeys made, with up to a third made over a distance of less than one mile. These journeys fall broadly into two types; those where walking is an accessory of another mode, ie train, bus or car and the journey is started and/or completed by walking and those where the trip is made exclusive on foot. Many of these latter journeys are made by people without access to cars. As well as trips to work, journeys on foot are frequently made to local facilities such as shops, schools, parks, etc.
- 5.4.32 The pedestrian environment is often poorly defined, disjointed and potentially dangerous. In the city centre there is no clear focus for routes across the centre. There is a lack of street events to reinforce pedestrian corridors. This is partly a legacy of a former approach which attempted to create 'streets in the air' separate from road traffic. It is now replaced by the provision of crossings, pelicans and pedestrian routes at street level with the aim of re-weaving historic street patterns and encouraging the return of retail and service facilities. A substantial programme of footways improvements with measures including dropped kerbs, more gentle gradients, better quality surfaces and safer crossing facilities is required. In some cases full pedestrianisation may be advantageous, particularly in the city centre. Whilst primarily aimed at disabled people, improvements can provide benefits for all pedestrians.

**M16 In determining planning applications account will be taken of opportunities to enhance the pedestrian and cycle networks. Development will be permitted when it incorporates measures to take advantage of such opportunities.**

Implementation: Bristol City Council and where appropriate, developers.

***Traffic Management***

- 5.4.33 Formerly concerned primarily with enabling the efficient flow of traffic, traffic management has come to encompass a broader range of objectives concerned with improving road safety, environmental improvements, information systems and provision of improved facilities for non-car transport modes. The city council is increasingly embracing new technology to support aspects of this work, examples include computer control of signals, real time information systems and variable message signing. Improving the accessibility and environmental quality of the city centre and improving road safety in residential areas will be priorities over the Plan period. Schemes will be drawn from the following categories:-
- (i) The provision of safe and convenient routes for cyclists, pedestrians, children, the older people and those with mobility impairments etc to local facilities. (This would build on the safe routes for schools project and adopt similar principles).
  - (ii) The establishment of bus priority measures on main corridors.
  - (iii) Traffic calming and management of many residential areas in order to reduce rat-running, reduce unnecessary intrusions by HGVs, improve safety and reduce speed, etc. This would link with (i) and the approach could be similar to the DoT guidance on 20 mph zones).
  - (iv) Traffic calming and management of the main shopping centres including those located on the arterial routes such as Whiteladies Road, Stapleton Road, Church Road, Fishponds Road and Gloucester Road to improve the environment for shopping and leisure.
  - (v) Traffic calming of environmentally sensitive areas, particularly key historic areas, settings of important Listed buildings and Conservation Areas.
- 5.4.34 Development proposals will be encouraged to complement and support small scale schemes in designing accessways and car parking facilities which abut public spaces.
- 5.4.35 Specific works are proposed for Avonmouth Village following completion of the Avonmouth Relief Road and M49, Second Severn Crossing works.

**M17 It is proposed to undertake traffic management measures at Avonmouth Village as defined on the Proposals Map.**

Implementation: Bristol City Council and private sector developments.

***Freight: Rail Freight Facilities***

- 5.4.36 The need to provide for the efficient movement of goods is essential for the economic health of the city. Recent years have seen a steady increase in the carriage of freight by road and a dramatic decline in freight carriage by rail, the latter to the extent that the rail-freight depot at South Liberty Lane, Bedminster has now closed. Structure Plan policy TR16 seeks to support the carriage of freight by rail and encourage new facilities and government announcements have lent support to this position. Within the Avonmouth area there are a number of private freight sidings and opportunities exist for the provision of further land for businesses requiring rail freight facilities. In addition there is a site which is suited for development as an intermodal freight depot. These issues and the importance of the port are dealt with in Chapter 12: Avonmouth.

**M18 It is proposed to develop a regional intermodal freight transfer facility at Avonmouth as defined on the Proposals Map.**

Implementation: Bristol City Council, Railfreight and private development interest.

***Highway Network: New Road – Environmental and Economic Effects***

- 5.4.37 A number of new roads are contained in the Plan. These are the subject of proposals by the Department of Transport, the County Council and the Bristol Development Corporation. On the evidence currently available the city council does not believe that substantial new road building is capable of meeting the demands of private motorists, or is compatible with the achievement of an improved environment and a city in which Bristolians would be happy to live.
- 5.4.38 The impact of a new road frequently spreads well beyond its immediate corridor and without appropriate action can affect traffic and communities at some distance. As a consequence 'meeting the demand' is an insufficient justification, and new roads must be justified by the fulfilment of the broader objectives of this Plan. In considering any such proposals the city council will seek to ensure that environmental and economic impacts are fully assessed along with alternative options. In so doing, the city council will have regard to national guidance indicating the types of project which may be subject to environmental assessment as set out in Circular 15/88. The city council will also ensure that adequate public consultation is undertaken on any proposals.
- 5.4.39 The following Policy will be applied to proposals for major roads which are not proposed in the Local Plan but emerge as proposals during its lifetime, to major new roads proposed for evaluation through Local Plan Policies and to detailed consideration of proposals the need for which has already been established through their inclusion in the policies of the Structure Plan. It will also be applied to any proposed provision of a new transport link across the River Avon at Avonmouth, whether by road or rail, and to any proposed increase in existing crossing capacity in that area.

**M19 (I) Major road proposals will be required to include and have regard to:–**

- (i) An appropriate assessment of their environmental implications.**
- (ii) A comparative evaluation of the proposals set against appropriate alternative options.**
- (iii) Consultation with members of the public and other interests potentially affected by the proposals.**

(II) In considering such proposals, account will be taken of:-

- (i) Their contribution to achieving the economic objectives of the Local Plan.
- (ii) The need to avoid enabling or encouraging commuting by car into congested areas.

Implementation: Assessment by scheme promoter.

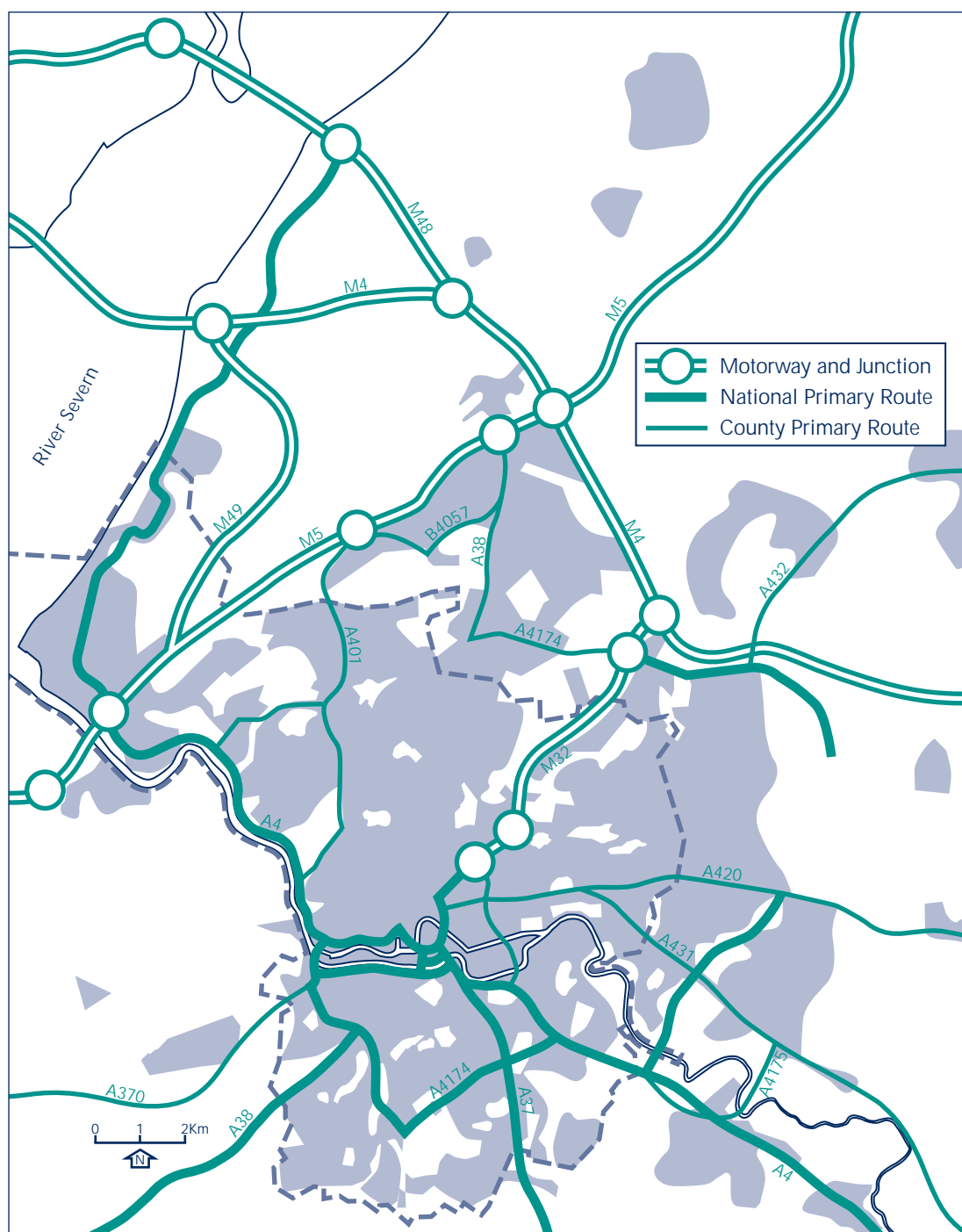


Figure 5.5: Primary Route Network 1997



### ***Highway Network: Improvements to the Primary Road Network***

5.4.40 Figure 5.5 indicates the current primary road network as it impacts on Bristol. The network consists of National and County Primary Roads which are intended to provide strategic routes between places of traffic importance. The provision and maintenance of an efficient network is essential to the city's economic well being. The City and County Councils believe that in general major new road construction is unlikely to address the city's current traffic problems. Moreover some parts of the network are unsuitable for their purpose because they pass through residential areas, affect significant buildings or do not meet present design criteria. Therefore other than the limited proposals set out in Structure Plan policies TR 25 and 26, significant highway construction is not proposed as a means of overcoming current problems. As details of the alignments of the schemes set out in the following Policy are not available, individual proposals are included in the same form in which they appear in the Structure Plan and are indicated on the Proposals Map in diagrammatic form only.

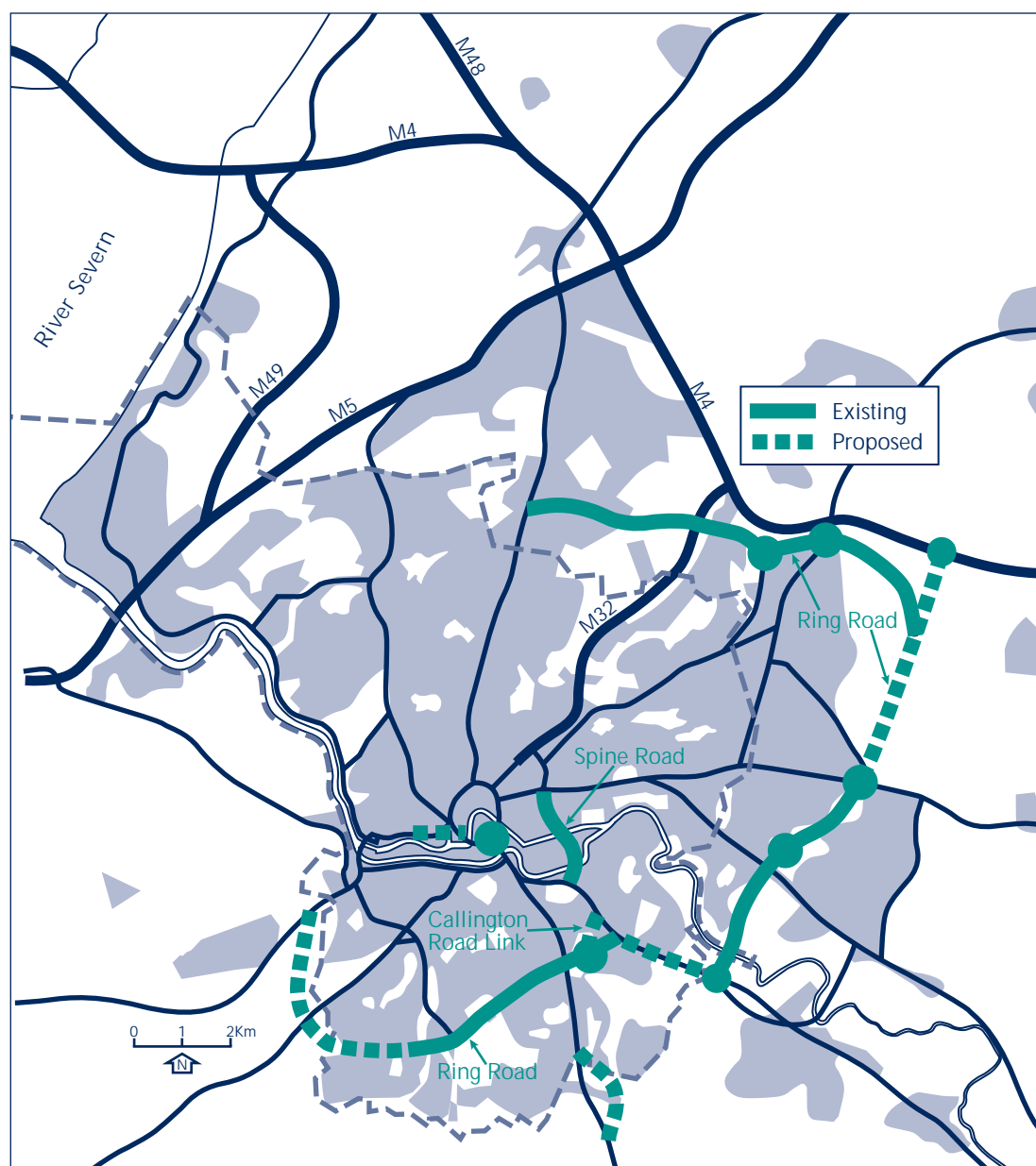


Figure 5.6: Improvements to the Primary Road Network



**M20 Improvements are proposed to the following roads forming part of the primary route network as defined on the Proposals Map.**

(I) The following will be programmed for construction in the period until 2001:–

(i) A4044 inner circuit road (Victoria Street junction and Redcliffe Way).

(ii) Anchor Road/Canons Road.

(iii) A4 Bath Road (West Town Lane to Keynsham bypass).

(v) A4 Bath Road/Callington Road link.

(vi) Avon Ring Road (A4–A370).

(vii) Closure of the inner circuit road forming the diagonal route through Queen Square.

(II) The following scheme is not likely to be commenced before 2001 but will be safeguarded:–

(i) A37 Whitchurch bypass.

Implementation: Via the TPP. Developers contribution will be sought where appropriate.

### ***Primary Route Network Amendments: Redcliffe Way***

5.4.41 The City Centre Chapter describes and illustrates proposals for the remodelling of the Redcliffe Way area to reduce traffic impact and create an improved setting for St Mary Redcliffe Church – a Grade I Listed Building of national importance. The proposals allow for Redcliffe Way to remain open as a vehicular route, but with a much reduced capacity consistent only with the need to provide local access. As such it could no longer perform its present role as a National Primary Route. However other parts of the primary route network in this area have sufficient capacity to accommodate displaced through movements.

**M21 Redcliffe Way will no longer form part of the primary route network.**

Implementation: The city council/Department of Transport.

### ***Highway Network: Avonmouth/Sevenside***

5.4.42 In March 1996 the location of an intermediate junction on the M49 motorway, lying just to the north of the Bristol boundary, in South Gloucestershire, was approved by the Highways Agency. This will enable the further development of the wider Avonmouth/Sevenside area. It will facilitate a comprehensive growth strategy for development, by releasing part of the land to the southern end of Avonmouth/Sevenside in the Avonmouth Regeneration Area, defined on the Proposals Map. Highway improvements to serve the Avonmouth Regeneration Area and provide links to the adjacent primary road network will include the diversion of the A403 coast road. This scheme is shown on the Proposals Map in diagrammatic form. Its precise alignment will be subject to further study.

5.4.43 It is also expected that a link from the A403 to Junction 18 of the M5 will be required to accommodate additional traffic without overloading the existing pattern of country lanes or drawing traffic through the residential suburbs of north-west Bristol.

**M22 Improvements are proposed to the highway network serving Avonmouth/Sevenside in the form of the realignment of the A403 as defined on the Proposals Map.**

Implementation: Bristol City Council and South Gloucestershire District Council. Contributions will be sought from development where appropriate.

### ***Highway Network: Minor Road Improvements***

5.4.44 The following schemes are modest in nature and local in impact and involve realignment, widening, junction improvements, footways, introduction of traffic control or measures to promote buses, cyclists, etc. As the final proposals for many of these schemes have not been determined they are not shown on the Proposals Map.

**M23 Improvements are proposed to the following roads, as defined on the Proposals Map, the details of which will be the subject of further consideration and public consultation.**

- (i) Houlton Street/Wade Street – accident reduction measures and possible closure to through traffic.
- (ii) Dean Lane/Catherine Mead Street – junction remodelling.
- (iii) Blackberry Hill/Small Lane – visibility improvement.
- (iv) Winterstoke Road – possible dualling between Ashton Gate and Ashton Vale.
- (v) Novers Hill – new footway.
- (vi) A370 York Road – (junction improvements) and St Lukes Road – (minor widening and cycle lane provision).
- (vii) Windmill Hill/Cotswold Road/Whitehouse Lane – traffic lights and junction improvements.
- (viii) Kingsweston Lane/Kingsweston Road – visibility improvement.
- (ix) Church Road/Blackswarth Road – traffic management at junction.
- (x) A4 Hotwell Road/Anchor Road – provision of footway/cycle lane.

Implementation: Mainly by Bristol City Council but where appropriate, developers or other agency funds.

### ***Highway Network: Highway Improvements/Abandonment of Old Road Improvement Lines***

5.4.45 In addition to the proposals set out in M19 and M22 there are a range of additional road improvement lines and highway proposals arising from the New Street Orders under Section 188 of the Highways Act 1980 (formerly under Section 30 of the Public Health Act 1925 and Section 159 of the Highways Act 1959) and other highways proposals, neither programmed nor in the Structure Plan, some of these are also contained within the Bristol Development Plan (Amendment No. 5) 1973.

5.4.46 Most of these cannot be considered as active proposals and in the majority of cases they could only be implemented if the properties they affected were the subject of development proposals. The city council has evaluated these proposals and has concluded that, within the context of the proposed transport strategy, the majority are no longer required. These are set out in the Schedule to M23 and M24.

**M24 The following highway improvement reservations, as defined on the Proposals Map, will be safeguarded pending further appraisal. All other schemes, as set out in the Schedule will be abandoned.**

**‘Section 30’ New Street Orders.**

- (i) Kingsweston Road – retain outside nos. 15 to 31.
- (ii) Passage Road (Charlton Road to Falcondale Road)

**The schemes for Henbury bypass and the Stockwood Tip link road have been abandoned.**

Implementation: Bristol City Council. Developers.

## SCHEDULE TO POLICIES M1, M14, M15

### REVISED PARKING STANDARDS EXPLANATORY NOTES

The Revised Car Park Standard for the City of Bristol seek to meet the general objectives of the former County's Transportation Policy which will eventually be contained in a new Transportation Plan, and the city council's aspirations set out in the movement Chapter of the Bristol Local Plan. The key requirements for the revised parking standards are to assist in achieving the following goals:

Reduce overall usage of private cars within the city, especially for journey to work.

Encourage the use of convenient public transport: bus, train, rapid transit.

Improve environment for pedestrians and encourage cyclists.

A comprehensive analysis of parking policy and requirements is set out in the Movement Chapter. For car parking purposes a distinction has been made between Inner and Outer Zones. The Inner Zone boundary is a composite one comprising the following features:-

- (i) An approximately ten minutes walking distance beyond the Inner Circuit Road which with appropriate stops, will be the route for bus park and ride shuttle services; (where appropriate the boundary has been extended to include large institutional uses falling partly within the area).
- (ii) A parking zone boundary which acknowledges a division in standard within a particular Use Class between the central area and the outer city. Such a use may be acceptable or desirable for economic, social or cultural reasons within the central area, and off-street parking requirements may be reduced having regard to constraints of townscape, conservation, availability of public parking and Local Plan goals to relieve traffic congestion. Within the outer city, and in primarily residential areas justification for such uses will usually be accompanied by the full standard of off-street parking.

The Zone boundary is shown as Map 1 and on the Proposals Map

The categories of uses in which differential policy standards between the inner and outer zones apply are as follows:-

Use Class B1: Business – offices other than A2.

Use Class C1: Hotels.

Use Class D1: Non-residential institutions. Non-residential education and training centre, ie Primary and Secondary schools, Art Galleries, Museums, Exhibition Halls, Community Halls.

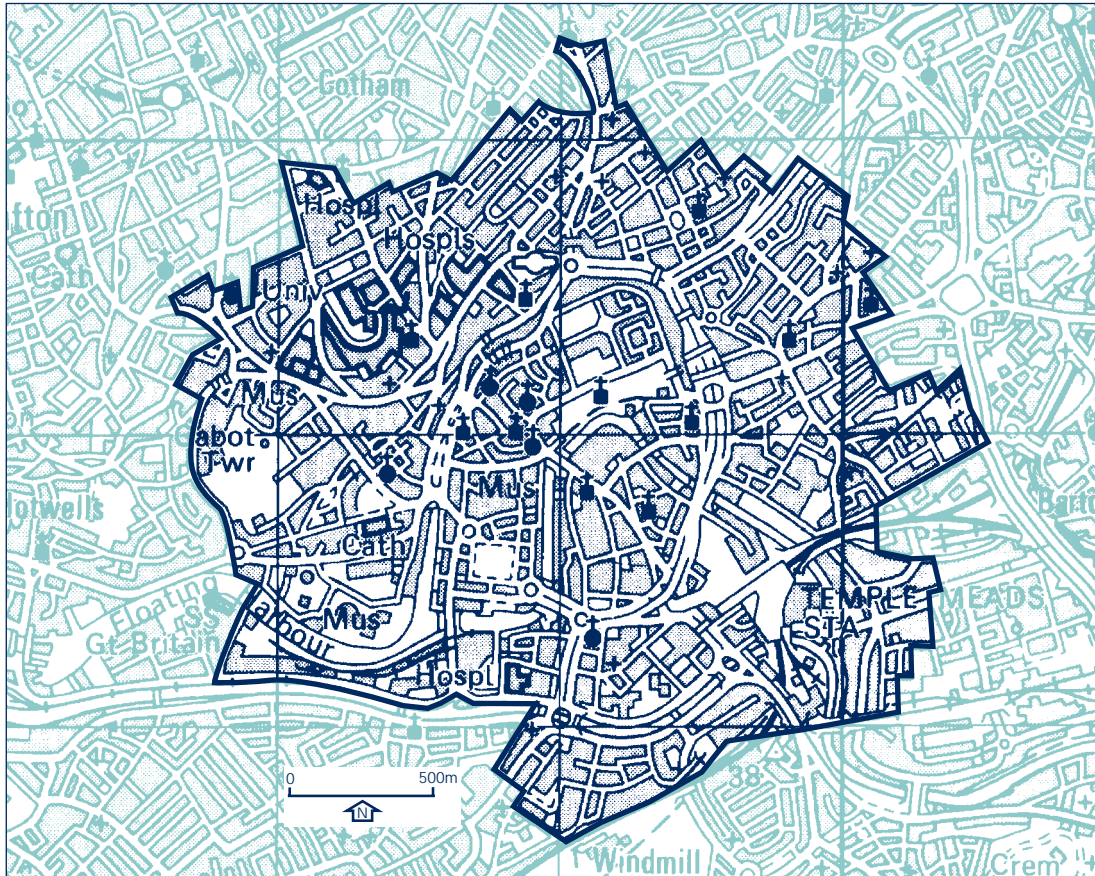
Use Class D2: Theatres, Cinemas, Concert Halls.

#### ***Class A1: Retail***

A balance has been attempted between what is realistically possible for small units in established developed areas and a standard of provision demanded by large stores where these are locationally acceptable. For the latter, it is desirable to manage change from non-food to food retailing because of the differential parking requirement between these uses.

#### ***Classes A2 and B1: Business – Offices***

In parking terms, the distinction between these categories has been made on the basis that A2 uses are likely to occupy smaller premises amongst retail centres, whereas B1 uses are likely to be more variable in size and location. Within the Inner Zone a restrictive standard for B1 is proposed which recognises the inability of the central area to cope with increased demand for road space and parking (*see Commuted Payments overleaf*).



Map 1: Inner Zone

### ***Classes B1c (Light Industrial) and B2-B8***

The former IDP Standard had a complicated sliding scale of parking provision, the presumption being a more generous provision for small units than for large. A global standard of one space per 50m<sup>2</sup> gross is now suggested in line with other similar Authorities. The apparent difference in the standard for offices in the central and outer zones reflects the city council's view, that it is inappropriate to meet the total demand for car borne trips to work and the way in which this matter can be dealt with in each zone.

### ***Class A3***

A comparatively low parking requirement of one space per 5m<sup>2</sup> is suggested for both public houses and restaurants, and no differentiation is made between inner and outer city. This standard is a basis for calculating Car Space Equivalents, and in the inner city, where car parking cannot be met on site and publicly available car parking is limited, applicants will be encouraged to make arrangements with existing car park operators for use out of hours, perhaps encouraging customers with a parking voucher system.

### ***Class C1, C2 and C3***

The proposed division between Inner and Outer city is utilised in respect of hotels (C1). Provision for hotels, hostels, hospitals and nursing homes is intended to reflect prevailing standards, including provision for staff on duty.

For residential schools, colleges and universities, adequate provision is included for duty staff, visitors and people with mobility problems. The major establishments of Further and Higher



Education will be encouraged to require students not to bring or use cars in Bristol, and the general standard reflects this.

**Use Class C3:** Houses, flats and maisonettes. This category poses a particularly difficult challenge. Initially it was considered that dwellings were a suitable use for a separation of standards between Inner and Outer city. Such an approach, however, tends to obscure variations in residential density and the historic 'grain' of former villages or suburban centres across the city.

The general aim is to reinforce existing urban form both in the central city and the outer area. For small dwellings have one bedroom only a standard of car parking not exceeding one space per dwelling will encourage the development of small sites or existing buildings which are closely related to local centres and acknowledge the existence or potential of nearby public transport services.

For dwellings having three bedrooms or more a general standard of at least two spaces per dwelling will be required. For two bedroom dwellings it will be necessary to make a judgement on an appropriate standard with one additional space per two, three or four dwellings, ie 150%, 133%, 125% provision.

If developments are well related to the central area or to a well-defined and close-knit suburban centre, a lower standard of off-street car parking will be expected.

There will be a presumption against the promotion of development on any sites in residential neighbourhoods which would involve the loss of off-street parking and lock-up garages.

### ***Class D1 and Class D2***

The idea of operational parking is replaced by that for staff on duty and a reasonable balance has been attempted between the demands of such staff and encouraging reduced journey to work by car.

The suggested standards are comparable with those elsewhere, though with due recognition of limited space and potentially good public transport access within a predominantly urban area.

### ***Commuted Payments***

Commuted payments, usually for the provision of car parking spaces, are an established procedure in Planning Control. Depending on circumstances they may be utilised as an alternative to the provision of central area parking or overcoming a shortfall in off-street parking, in respect of offices.

Currently the making of commuted payments is regulated by DoE Circular 1/97 '*Planning Obligations*', and PPG13 on Transport. Advice at present is that commuted payments are a contribution to parking policy. The definition and role of planning obligations or gain may change as time goes on and revisions to these standards will be made as appropriate.

To help reduce the amount of traffic generated by private cars in the city centre, particularly for journeys to work, the city council is developing a range of Park and Ride proposals. Contributions in the form of commuted payments, in lieu of any car parking 'requirement', will be sought only from office developments. As and when the Local Plan is reviewed other substantial employment uses which contribute to peak period congestion may also be included to contribute.

Commuted payments will be calculated on the basis of a reasonable assumption of the number of potential employees likely to travel to work by car. This figure indicates the total long stay parking requirement arising from a development. This will be made by providing up to the approved car parking standard within the curtilage of the development with the remainder paid in the form of a commuted payment, which reflects the capital cost of providing a park and ride car parking space.

In cases where for a variety of reasons car parking spaces cannot or will not be provided, the whole requirement can be made as a commuted payment.

### ***Calculation of Commuted Payments***

Each employee is assumed to occupy 20m<sup>2</sup> gross of floorspace. Based on the current mode share for a.m. peak car journeys into the inner area, and a 1.38 occupancy rate it can be assumed that 42% of employees will seek to travel to work in their own car. Consequently the total car parking requirement is calculated as 42% of the total employees. Commuted payments will be levied at a rate which reflects the capital cost of providing each park and ride car parking space. This figure will be subject to index linking.

#### **EXAMPLE: B1 PROPOSALS FOR 5000M<sup>2</sup>**

5000m <sup>2</sup>	gross floorspace	= 250 employees
20m <sup>2</sup>	floorpace per employee	
250 employees @ 42% in their own cars		= requirement for 105 car spaces
Car parking standard @ 1 per 200m <sup>2</sup>		= 25
Commuted payment		= (105-25) x £2,000
		= £160,000

Commuted payments will normally be received as part of a Section 106 Agreement. Payments will be:

- (i) Set to directly reflect the current cost of provision of car spaces at park and ride sites at the date when a payment is made, based on a cost of £2,000 per space at November 1993 index linked to subsequent changes in construction costs.
- (ii) Payable prior to the occupation of the relevant building(s).
- (iii) Refundable if not spent within three years of payment being made. Monies will be allocated to Park and Ride schemes as identified in the council's TPP and Four Year Capital Programme.

In determining the commuted sum payable account will be taken of exceptional circumstances, for example:-

- (i) Exceptional development costs giving rise to problems of non-viability – eg costs arising from restoration of derelict historic buildings.
- (ii) Exceptional contributions to provide other benefits, eg contributions to environmental improvements exceeding normal planning requirements.
- (iii) In office redevelopment schemes, some account will be taken of existing parking provision in setting new on-site parking levels. This will affect commuted payment calculations.
- (iv) The phased construction of schemes which may justify the phased release of commuted payments.

Monies will be allocated to Park and Ride schemes identified within the TPP and Four Year Capital Programme.

### ***Provision for Motorcycles***

It is necessary to recognise the motorcycle as a distinctive mode of travel throughout the city. Recent studies suggest that it accounts overall for about 3% of the modal share although this is not broken down into parts of the day such as peak periods.

For all developments provision should be made for motorcycle parking spaces equal to 5% of the number of car spaces normally required. An exception will be made for office developments within the Inner Parking Zone, where a ratio of one motorcycle space for 500m<sup>2</sup> gross floorspace will apply. Spaces should conform with the standard dimensions and security requirements set out below.



## ***Parking Provision for Disabled People***

It is recognised that at present public transport is inadequate to meet the transport needs of many disabled people. For car parking associated with shopping, leisure and recreation development and other uses requiring public access, the city council will require, where the form of development permits, 5% of capacity to be reserved for disabled people. A minimum provision of one parking space for disabled use is to be provided where the above calculation produces a figure of less than one whole space.

For car parking associated with employment development regard will be had to the minimum employment guideline of 3% of posts being filled by disabled people. In all proposals where more than 33 people may be employed, additional spaces will be required to meet the 3% target. These spaces are additional to the parking standard set out in the following tables.

Car parking spaces for disabled people should be clearly identified for orange badge holders only and should be located so as to allow easy access to the buildings they serve. In all car parks the use of these reserved spaces should be regularly monitored to confirm that the recommended proportion is appropriate.

## ***Provision for Bicycles***

The city council has produced cycle parking standards. They are included in this document so that all standards can be considered in a single parking document.

## ***Clarifications***

1. All figures expressed are also 'part thereof' eg, for Class C1, Hostels for Special Needs will require two spaces for a hostel containing 11 bed spaces.
2. The standards apply, unless otherwise stated, to all categories of Development for which Planning Permission is required ie new developments, conversions, material changes of use.
3. Good design principles will be expected for all off-street car park spaces, in the full range from the single dwelling to large parking areas associated with retail superstores or Park and Ride scheme. Advice in respect of residential parking is contained within the city council's 'Residential Guidelines'. Advice on parking layouts for other Use Classes is always available from the city council's Directorates of Planning, Transport and Development Services.

### **4. Standard Dimensions**

1 car space = 11.5m<sup>2</sup> (or 124 sq ft) 2.4m x 4.8m (or 7' 9" x 15' 6")

1 car space for vehicles used by disabled people. Bay dimensions (side by side) = 3.6m x 4.8m (11' 8" x 15' 6")

1 motorcycle space = 2.5m x 1.5m (or 8' 2" x 5')

NB: 2 standard spaces of 2.4m width can share extra width in centre of 1.2m (3' 11")

For bays in line (end to end parking) assuming access available from side = 2.4m x 6.6m (7' 9" x 21' 6")

Developments making specific provision for motorcycles should have regard to the need for security and incorporate appropriate proprietary anti-theft or tampering measures.

5. Gross floorspace is defined as the net lettable floorspace together with associated circulation and service areas (ie inclusive of reception and lift access, stairwells, toilets, etc). Areas for plant and car parking are excluded from this definition.

## CAR PARKING STANDARDS

All standards are a maximum unless otherwise stated.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
A1	Retail (includes cash and carry)	<p>Small retail (below 200m<sup>2</sup>). No specified standard.</p> <p>Between 200m<sup>2</sup> and 1000m<sup>2</sup>. 1 space per 100m<sup>2</sup>. 1,000m<sup>2</sup> and above.</p> <p>100m<sup>2</sup> and above: Non-food: 1 space per 20m<sup>2</sup>. Food: 1 space per 10m<sup>2</sup>. (This standard is a minimum requirement.)</p>	<p>Each small retail case assessed on merits.</p> <p>Notional standard for medium sized retail to provide for staff and a proportion of customers.</p> <p>Application of this standard dependent on location, size, proximity to public transport.</p> <p>1. Large non-food retail stores will be required to accept a planning condition precluding food sales within Class A1 unless an area of land sufficient to satisfy the higher food sales parking standard can be accommodated on site without compromising landscape setting or other amenities.</p> <p>2. For all retail discretion can be exercised depending on proximity to public transport.</p> <p>3. For car parks with over 75 spaces managed public access outside trading hours may be required.</p>
A2	Financial and Professional Services	As per small and medium retail.	
A3	Restaurants, Cafes, Public Houses	1 space per 5m <sup>2</sup> drinking or dining area.	Where public off-street parking is limited this standard may be utilised as basis for commuted payments for public parking or for achieving a parking voucher scheme giving access to NCP or other private car parks. Use must also satisfy access requirements of Policy Advice Note.
	Hot food takeaway	No specific standard.	Policy Advice Note requirements on local highway characteristics and opportunities for waiting and servicing of paramount importance.
	Transport Cafes	1 lorry space of 50m <sup>2</sup> per 5m <sup>2</sup> of dining area.	

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
B1	Offices	Inner zone: 1 space per 200m <sup>2</sup> gross floor area plus commuted payments. Outer Zone: 1 space per 50m <sup>2</sup> gross for all offices.	This new standard is introduced:– (a)in recognition of the need to attract new investment; (b)as representing a greater level of restraint over what has been achieved in recent built schemes; (c)in concert with a scheme of commuted payments for Park Ride as part of an overall parking strategy.  In applying the standards for Bristol Inner Zone redevelopment schemes involving existing offices, account will be taken of past levels of on-site car parking.
B1 & B2	Light Industrial, R & D, Laboratories, Studios General Industrial (Manufacturing)	1 space per 50m <sup>2</sup> gross. Office content of over 10% will be assessed as above.	The standard has been set to reflect shift working, delivery/despatch, health and safety and recognises that these uses are unlikely to be located at the focus of the public transport network.  For units in excess of 5,000m <sup>2</sup> parking will be assessed on individual merits having regard to location, operating patterns and proximity to public transport.
B3– B7	Special Industrial		To be assessed on individual merits.
B8	Storage, Distribution and Warehouse	1 space per 100m <sup>2</sup> .	It will be necessary to impose condition or agreement limiting warehouse/distribution function to 'trade only'/ Any element of general retail cash and carry – retail standards apply.  For units in excess of 5,000m <sup>2</sup> parking will be assessed on individual merits having regard to location, operating patterns and proximity to public transport.
C1	Hotels	Inner Zone: 1 space per 1.5 bedrooms but dependent on size of building, location, conference element and market.	Access for coaches will also need to be provided.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
		Outer Zone: 1 space per bedroom 1 coach per 30 bedrooms plus one space per 4 staff on duty.	Exceptions can be made depending on local circumstances. Particularly in respect of small conversions where there is no detriment to residential amenity.  NB: for public drinking/dining areas provision as per Class A3.
	Hostels Hostels for Special Needs	Less than 10 bed spaces. 1 space per 1 f/t staff on duty. Above 10 spaces 1 additional space per 10 bed spaces.	
	Hostels/Halls of Residence for Students (detached from education premises)	1 space per supervisory staff plus 1 space per 5 students. See also Class C2.	
C2	Hospitals & Nursing Homes	1 space per 3 beds (+ 1 space per 3 f/t duty staff).	For casualty and out-patient departments in Hospitals there will be need for additional parking spaces at standard under D1 Medical/Health.  Within the main hospital sites at Kingsdown and St Michael's Hill these standards will not apply. In recognition of environmental constraints and the need to limit central area traffic the city council will seek to maintain staff car parking provision at existing agreed levels.
	Boarding Schools	1 space per each duty staff plus 1 space per 30 pupils.	
	Residential Colleges, Training Centres, Polytechnic/ University	1 space per each duty staff plus 1 space per 5 students.	Standard of provision relies upon educational institutions discouraging use of cars by students except circumstances and people with mobility difficulties.  Within the University of Bristol area, these standards will not apply. In recognition of environmental constraints and the need to limit central area traffic, the city council will seek to maintain car parking at existing agreed levels.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
	Convalescent and Residential Care Homes	1 space per 2 f/t staff on duty including ancillary/maintenance staff. Over 6 bed spaces: 1 additional space per 6 bed spaces.	
C3	Houses/Flats/Maisonettes	1 bedroom: 1 space per dwelling. 2 bedrooms: 1 space per dwelling and communal parking of 1 additional space for between 2 and 4 dwellings depending on location and transport characteristics. 3 bedrooms and over: At least 2 spaces per dwelling.	Integral garages will only be considered subject to a condition ensuring their retention.  For houses, flats or conversions and especially in relation to the development of several units, this standard may be relaxed depending upon:– * topography/location of site; * proximity to existing public transport; * potential for improved public transport; * opportunities for retaining/enhancing significant buildings; * housing tenure such as social housing schemes or Housing Association development.
	Elderly Persons' Dwellings	Owner/occupied: one space per dwelling. Low cost rented and/or housing association controlled by condition or S106 agreement: one space per two dwellings, plus one space per warden (if applicable).	
	Sheltered Housing – Category I (active elderly)	One space per dwelling plus one space per warden (if applicable). In exceptional circumstances, for centrally located schemes, well served by facilities and public	

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
		transport, a reduction in parking requirement may be acceptable.	
	Sheltered Housing – Category II (elderly or frail elderly assisted by warden or emergency call system)	One space per 3 dwellings, plus 1 space for warden. This standard may increase on merit in the event that accommodation is not within reasonable walking distance of shops, other essential facilities, or not well located in relation to public transport.	
D1	Medical/Health Centres	1 space for each duty doctor, nurse or other medical. 1 space per 2 admin. clerical. 3 spaces per consulting room.	In applying the standards for medical/health centres account will be taken of the particular services provided and their expected traffic generation. The scope for overcoming parking and servicing problems through planning agreements and conditions will be examined where appropriate.
	Creche, Nursery, Day Centre	No specific allocation. Assessed on merits ensuring adequate space for picking up and setting down and staff.	
	Primary and Secondary Schools and Sixth Form Colleges	Inner Zone: 1 space per 2 members of staff plus 10% for casual parking. Outer city: 1 space per members of staff.	
	Colleges of Further Education, Polytechnic/ University, other Training Centres	Inner Zone: less than 1 space per duty staff. (nominated permit system)* Outer Zone: 1 space per duty staff, plus 1 space per 5 students.	
	Art Galleries, Museums, Exhibition Halls	Inner Zone: 1 space per 500m <sup>2</sup> gross. Outer Zone: no specific allocation.	In recognition of specialist nature of use, allocation of staff and public spaces to be decided on merits as well as need for coaches.



USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
	Community Halls, Places of Worship, Church Halls	1 space per 10 seats or 20m <sup>2</sup> .	
	Libraries	1 space per 100m <sup>2</sup> .	Allocation staff/public to be determined on site.
D2	Theatres, Cinemas, Concert Halls	Inner Zone: No fixed standard. Outer Zone: 1 space per 2 members of staff plus 1 space per 10 seats plus provision for coach space or set down point.	For each use reliance upon evening use of existing car park capacity.
	Bingo Hall/Casino Dance Halls/ Discos Sports Hall, Swimming Baths, Gymnasias	1 space per 10 seats 1 space per 5m <sup>2</sup> public floorspace. 1 space per 2 duty staff plus 1 space per 5 participants on normal hourly capacity + 20% changeover period.	Ancillary A3 facilities within sports hall require parking on basis of A3 floorspace.
Other	Petrol Filling Station Vehicle Repair Garages Display and Sales of Motor Vehicles	1 space per 25m <sup>2</sup> gross floorspace of sales kiosk and/or workshops plus 3 spaces per MOT Test Bay. 1 space per 50m <sup>2</sup> of sales display area.	In applying the standards for these uses account will be taken of the particular services provided and their expected traffic generation. The scope for overcoming parking and servicing problems, through planning conditions and agreements.

### ***Servicing and Turning Space***

1. It is essential that wherever possible, developments make adequate on-site provision for servicing, delivery and turning space to ensure that no obstruction or difficulty takes place on the public highway.
2. Provision for servicing and manoeuvring of delivery vehicles will be assessed on the merits of individual cases, which include whether development is new construction, redevelopment or change of use, and the location of such development, whether in the central or outer areas.
3. In much of the central area, and large parts of the earlier suburban areas, the development form of Bristol is fine grained and of high density. In order to achieve desirable refurbishment and employment generation through changes of use, a balance will be sought between the desirability of providing on-site servicing and avoidance of exacerbating on-street servicing and delivery activities.

As a general guide, the following standard will apply:-

USE CLASS	AREA	GROSS FLOORSPACE NOT EXCEEDING	MINIMUM SERVICING REQUIRED AREA (EXCLUDING MANOEUVRING AREA)
A1 Retail	Central Area	1,000m <sup>2</sup>	120m <sup>2</sup>
		2,000m <sup>2</sup>	150m <sup>2</sup>
		3,000m <sup>2</sup>	180m <sup>2</sup>
		4,000m <sup>2</sup>	210m <sup>2</sup>
		5,000m <sup>2</sup>	225m <sup>2</sup>
	Outer Areas	500m <sup>2</sup>	70m <sup>2</sup>
		1,000m <sup>2</sup>	135m <sup>2</sup>
		2,000m <sup>2</sup>	165m <sup>2</sup>
Developments which exceed the above floorspace figures will be treated on their merits.			
USE CLASS	AREA	GROSS FLOORSPACE NOT EXCEEDING	MINIMUM SERVICING REQUIRED AREA (EXCLUDING MANOEUVRING AREA)
B1 Offices	All Areas	Minimum provision of 30m <sup>2</sup> excluding manoeuvring areas. Maximum of 12m <sup>2</sup> per 500m <sup>2</sup> gross floor area.	
B2 General	Central Area	Each case to be considered on its merits	
	Outer Areas	500m <sup>2</sup>	70m <sup>2</sup>
		1,000m <sup>2</sup>	135m <sup>2</sup>
		2,000m <sup>2</sup>	165m <sup>2</sup>
Developments which exceed the above floorspace figures will be treated on their merits.			
B8 Warehousing	Central Area	Each case to be considered on its merits	
	Outer Areas	250m <sup>2</sup>	70m <sup>2</sup>
		500m <sup>2</sup>	135m <sup>2</sup>
		1,000m <sup>2</sup>	165m <sup>2</sup>
Developments which exceed the above floorspace figures will be treated on their merits.			

## CYCLE PARKING STANDARDS

1. The lack of specific cycle facilities and the theft of bicycles particularly in urban areas acts as a significant deterrent to cycling. Although many cycle parking sites have been introduced on the public highway the numbers are still very small and not enough to encourage cycling. Many new developments have taken place which are placing increasing pressure on the public highway making cycling more unattractive. If cycle facilities could be provided the situation could be considerably relieved. In order to achieve this a specific Cycle Facility Policy has been established.
2. These standards are based upon 10% of non-operational car parking spaces, with a minimum of four spaces in the case of small developments.
3. As part of these standards all cycle parking facilities must be located in a safe, secure and convenient location within the curtilage of the development. However, if it is not possible to provide facilities within the site itself then the developer will be expected to make a payment in lieu of the city council equivalent to the cost of cycle stands as well as 10% for maintenance. The city council will then pool funds from various developments within a locality to create a cycle park in the vicinity.

4. Sheffield racks (one of which is suitable to two cycle parking spaces) are considered appropriate for most types of development. However, on occasions, for example within Conservation Areas, special design requirements may apply. This will be left to the discretion of the Development Control Officer and should be considered as part of a planning application. The standards will remain the same. In certain circumstances it has been considered appropriate to distinguish between short and long stay needs; short stay needs being those required by visitors or customers to a building, and which should be provided as close to the entrances of a building as possible and long stay parking, which is aimed at employee needs and may be more appropriately provided to the side or rear of a building. Where no differentiation is made it is expected that the racks will be located so as to provide for both staff and visitors.
5. The importance of internal facilities, particularly for employees, such as changing rooms, lockers, showers, etc, cannot be under-estimated in encouraging more cyclists and such facilities will be sought in appropriate circumstances.
6. The minimum requirement in all cases is four spaces, all figures expressed are also 'part thereof'.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
A1/A2	Retail/ Financial and Professional Services	Up to 1000m <sup>2</sup> – Long Stay: 1 space per 200m <sup>2</sup> Short Stay: 1 space per 200m <sup>2</sup> . Up to 5,000m <sup>2</sup> – Long Stay: 1 space per 400m <sup>2</sup> Short Stay: 1 space per 400m <sup>2</sup> . Over 5,000m <sup>2</sup> – Long Stay: 1 space per 2,500m <sup>2</sup> Short Stay: 1 space per 2,500m <sup>2</sup> .	1. Shopping Malls will assessed on the basis of the individual unit size. 2. A2 uses above 1,000m <sup>2</sup> may be required to provide additional long stay spaces because of higher staff/ floorspace ratios of A2 over A1.
A3	Restaurants/Cafes Public Houses	1 long stay space: 20 seats. 1 short stay space: 10 seats.	The standards are based seating capacity of each type of sub-use.
B1	Offices/Light Industrial	Long Stay: 1 space: 200m <sup>2</sup> . Short Stay: 1 space: 1,000m <sup>2</sup> .	See Note 12 for A1/A2.
B2	General Industry	1 space: 250m <sup>2</sup> up to 1000m <sup>2</sup> . 1 space: 500m <sup>2</sup> thereafter.	These standards are designed to reflect the different intensity of use between small workshops and large industrial premises.
B8	Warehousing Storage and Distribution	1 space: 800m <sup>2</sup> .	This standards applies where a minimum of 70% of the floor area is used for storage, otherwise assessed as B2.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
C1	Hotels	1 space per 10 bed spaces.	These standards are offered as guidance – the requirement for will be dependent on the nature of the proposed Hostel, eg Special Needs, Mother & Baby, alcohol abuse etc.
	Hostels	1 space per 6 bed spaces for Hostels for the homeless. 1 space per 4 bed space for Hostels for young people/students etc.	
C2	Hospitals/Nursing Homes and Residential Care Homes	1 space per 10 bed spaces.	Combined standard for staff and visitors.
	Residential Colleges	1 space per 5 students.	
C3	Houses	The property must be accessible by bicycle.	1. The minimum standard of 4 spaces does not apply to this class. 2. Garages may be considered as an acceptable secure cycle parking space. 3. Within the inner residential areas, where for other policy objectives off-street parking space is not provided, secure cycle parking must be provided.
	Flats/Maisonettes	Minimum of 1 secure space per unit to be provided within the curtilage of the development.	
	Elderly Persons Dwellings	No specific requirement. To be assessed on merits.	
D1	Clinics/Dentists	1 space: 2 consulting rooms.	1. Current practice is to deter cycling to primary and some secondary schools on grounds of safety. 2. For all schools the standard is advisory and dependent on the school cycling policy.
	Primary Schools	1 space: 50 pupils	
	Secondary Schools, CFEs etc	1 space: 5 pupils/students.	
	Places of Worship/Community Halls/Youth Clubs, Libraries and other Cultural Centres	1 space: 50 fixed seats or 1 space: 100m <sup>2</sup> .	
D2	Theatres/Cinemas	1 long stage space: 300 seats. 1 short stay space: 30 seats.	1. These standards are provided as guidance. It is recognised that there will be considerable differences between central and peripheral locations.

USE CLASS	DESCRIPTION OF USE	PARKING PROVISION	NOTES
	Dance Halls/Discos	1 long stay space: 400m <sup>2</sup> . 1 short stay space: 200m <sup>2</sup> .	2. In central area locations spaces may be provided as a commuted payment.
	Sports Centres/ Swimming Pools	1 space: 10 staff. 1 space: 10 participants on normal hourly capacity + 20% changeover provision.	
	Other Uses	Transport Uses a. Railway Stations b. Bus/Coach Station c. Park & Ride	3 spaces per stopped carriage during the peak period. 1 space per bus stand. 1 space per 50 car parking facilities spaces.

## SCHEDULE TO POLICIES M23 AND M24

Arising from Policy M24 and the review of road improvement lines, the following are proposed for abandonment.

FORMER SECTION 30 NEW STREET ORDERS	
Air Balloon Road, St George	Crow Lane, Henbury
Albert Place, Westbury	Deans Drive, St George
Barracks Lane, Shirehampton	Dingle, The, Westbury-on-Trym
Beachley Walk, Shirehampton	Dingle Road, Coombe Dingle
Begbrook Drive, Stapleton	Duncombe Lane, Speedwell
Blackberry Hill, Stapleton	Duncombe Road, St George
Blackswarth Road, St George	East Dundry Road, Whitchurch
Brentry Lane, Southmead	Eastmead Lane, Stoke Bishop
Chapel Road, Bishopsworth	Falcon Close, Westbury-on-Trym
Charlton Road, Brentry	Fernhill Lane, Henbury
Charlton Lane, Henbury	Fir Tree Lane, St George
Charlton Road, Tow Mile Hill	Fishponds Road, Fishponds
Chestnuts Lane, Brislington	Frenchay Park Road, Stapleton
Chock Lane, Westbury-on-Trym	Furber Road, St George
Clay Bottom, St George	Gillingham Hill, St George
Clay Hill, St George	Glenfrome Road, Eastville
Clifford Garden, Shirehampton	Green, The, Shirehampton
Clifton Down Road, Clifton	Grove Avenue, Coombe Dingle
Clouds Hill Road, St George	Grove Road, Coombe Dingle
College Road, Fishponds	Half Acre Close, Whitchurch
Crews Hole Road, St George	Hallen Close, Henbury

Hallen Road, Henbury  
 Ham Lane, Frenchay  
 Headley Lane, Bedminster  
 Henbury Road, Westbury-on-Trym  
 Hillside Avenue, St George  
 Hudds Vale Road, St George  
 Jeffries Hill Bottom, St George  
 Jockey Lane, St George  
 John Wesley Road, St George  
 Kennard Road, St George  
 Kingsway, St George  
 Kingsweston Lane, Shirehampton  
 Kingsweston Road, Shirehampton  
 Kingsway, St George  
 Lawrence Weston Road, Henbury  
 Little Stoke Road, Stoke Bishop  
 Lower High Street, Shirehampton  
 Manor Road, Fishponds  
 Mariners Drive, Stoke Bishop  
 Marling Road, St George  
 Magpie Bottom Lane, St George  
 Nags Head Hill, St George  
 Niblett's Hill, Conham  
 Nicholas Lane, St George  
 Novers Hill, Knowle  
 Old Barrow Hill, Shirehampton  
 Old Farm Lane, Bristol 5  
 Old West Town Lane, Brislington  
 Orchard Road, Conham  
 Park Hill, Shirehampton  
 Parklands Road, Bower Ashton  
 Passage Road, Westbury-on-Trym  
 (except both sides of the road between  
 Charlton Road and Falcondale Road)

Pembroke Road, Shirehampton  
 Penpole Lane, Shirehampton  
 Polly Barnes Hill, Conham  
 Poplar Road, Conham  
 Pound Lane, Fishponds  
 Raeburn Road, St George  
 Rock, The, Brislington  
 Rodney Road, St George  
 Rossiters Lane, St George  
 St Anne's Terrace, St Anne's  
 Sir John's Lane, Eastville  
 South Liberty Lane, Bedminster  
 Station Road, Fishponds  
 Station Road, Henbury  
 Station Road, Shirehampton  
 Stevens Crescent, Totterdown  
 Stibbs Hill, Fishponds  
 Stockwood Road, Stockwood  
 Talbot Road, Knowle  
 Troopers Hill Road, St George  
 Two Mile Hill Road, St George  
 Water Lane, Brislington  
 Waters Lane, Westbury-on-Trym  
 Westbury Hill, Westbury-on-Trym  
 Westbury Lane, Westbury-on-Trym  
 Whitchurch Lane, Hartcliffe  
 Whitefield Avenue, St George  
 Whiteway Road, St George  
 Whites Hill Road, Bristol  
 Wick Road, Brislington  
 Windmill Lane, Henbury  
 Woodwell Road, Shirehampton

#### FORMER SECTION 159 NEW STREET ORDERS

Crews Hole Road, St George  
 Clay Bottom St George  
 Dubbers Lane, St George  
 Foundry Lane, St George  
 Firtree Lane, Conham  
 Niblett's Hill, Conham

Poplar Road, Conham  
 Rodney Road, St George  
 Smoke Lane, Avonmouth  
 The Rock, Brislington  
 Trym Road, Westbury-on-Trym  
 Victoria Park, Kingswood



## CHAPTER 6 ECONOMY

*"TO PROMOTE THE GROWTH, PROSPERITY AND ECONOMIC VITALITY OF  
THE CITY SO AS TO SATISFY ITS SOCIAL AND ENVIRONMENTAL NEEDS"*

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## 6.1 INTRODUCTION

- 6.1.1 Bristol is the regional capital and major economic centre of the South-West and will remain an attractive location for business and investment. The recession has affected most areas of the U.K. including Bristol and it is now essential for the city to work in partnership with the business sector and adjacent authorities to provide the right environment for renewed growth and regeneration. The opportunity must be taken to promote 'excellence' and build on the existing economic base to bring benefits across the city. However there is also a need for careful control of peripheral development causing urban sprawl and detracting from city centre investment which is vital to regeneration and the quality of urban life.
- 6.1.2 Retaining existing jobs and creating new employment opportunities are principal priorities of the Local Plan. Local businesses, by providing employment and income for residents, contribute directly to the prosperity of the city. A healthy economy is reflected in the environment and vitality of the city and contributes to the quality of life of those who live and work here. The city council is particularly concerned that there should be a wide range of employment opportunities to meet the needs and aspirations of the resident workforce. The city council also recognises the vital role that Bristol plays as an employment centre for the wider Bristol Travel to Work Area.
- 6.1.3 It is acknowledged that *"no development takes place unless the market and other considerations persuade owners and developers to come forward with proposals"* (PPG 12 paragraph 1.1). Accordingly, it is important for the Local Authority to work closely with development interests and the community sector if an active economy is to be maintained, a broad range of employment opportunities provided, and urban regeneration carried out. However, there can be less attractive consequences of an active economy. Traffic congestion, pollution, unattractive development, loss of open spaces, noise and disturbance are all problems that can arise to varying degrees. So, while jobs are important, so is the need for positive and effective planning control.
- 6.1.4 The local economy is in a constant state of flux, with some sectors declining while others are showing signs of growth. The rate and nature of these changes have caused some imbalances creating shortages of certain types of employment while in some growth areas there has been a shortage of suitable employees. However, change is inevitable and new employment opportunities are to be welcomed.

### ***Restructuring of the Bristol Economy***

- 6.1.5 In the last 20 years, Bristol's economy has witnessed dramatic changes in common with much of the UK. The principal feature has been a major decline in manufacturing and other industrial employment and significant growth in service sector employment including finance and banking.
- 6.1.6 Employment growth in the service sector was rapid during the 1980s and is projected to continue but at a lesser pace during the 1990s following the setbacks and job losses associated with the recession.

#### **(i) Financial and Business Services**

The expansion and consolidation of the city as a major administrative centre has been boosted by the decisions of a number of major banking, insurance and finance companies to move their head office here.

Jobs in the banking, insurance and finance sector more than doubled (to 54,075) in the three years from 1986 to 1989. Whilst most of this growth occurred in the city centre, expansion has continued on the North Fringe of Bristol with decentralisation of offices from the centre and new developments. Many professional services have expanded or established in Bristol to support this growth.

(ii) Tourism and Leisure

The city council recognises the essential role leisure and tourism development has in the economic vitality of the city. As is illustrated in Chapter 10: Leisure, there has been an increase in the number of jobs, (many of which are part-time and semi-skilled or unskilled) available in this very diverse sector of the economy. It includes hotels and catering, the exhibition and conference trade, tourist attractions and events, cultural activities and specialist retailing. It is intended to promote the special quality of Bristol for Leisure and tourism and maximise the employment opportunities in this area.

(iii) Shopping

Retailing has been a growth industry nationally although there has only been moderate employment growth in this sector in Bristol since 1981. The opening of The Galleries boosted the city centre and the Broadmead Board has been established to revive city centre shopping via a series of initiatives in Broadmead such as marketing and environmental improvements, to maintain its regional role and compete with the new Cribbs Causeway shopping development on the edge of the city.

(iv) Other Service Industries

The media industry in Bristol, second only to London in terms of status and creativity, now employs a significant number of people and generates considerable wealth in the city. This represents a welcome expansion of the economic base. There are a range of smaller businesses and service activities which, together, add to both the quantity and the diversity of employment in the city. They include the professions, (engineering, architecture, accountancy, law); the arts, (theatre, crafts, publishing) technical support services, (electronics, computers, telecommunications); and training and information services.

6.1.7 The growth of the service sector, part of which has traditionally had a high proportion of female employees, (eg medical services, hotels, catering, office work), has coincided with an increasing tendency for women to work and an increase in part-time employment. Almost half the women working in the Bristol 'travel-to-work area' work part time. Growth in this sector would assist in broadening the range of employment types to provide jobs matched to a wide range of skills. This should ensure that the city has a diverse economy, not dependent on a narrow range of employment, and therefore less vulnerable to the effects of future decline in any one particular key sector.

### ***Decline of the Manufacturing Sector***

6.1.8 Changes in the manufacturing sector in Bristol have mirrored trends which occurred nationally. Between 1981 and 1989 the number of people employed in manufacturing in the Bristol District fell by over a third. The losses were in all manufacturing sectors but included closures, relocations and redundancies in key manufacturing industries of paper and packaging, food, drink and tobacco.

6.1.9 Manufacturing losses in the wider Travel to Work Area outside of the Bristol District were less, which mirrors national trends of a shift of manufacturing jobs from city to peripheral locations.

6.1.10 Restructuring and relocation has impacted particularly on the older traditional manufacturing industries which were located in the south and central areas of the city. Whilst new businesses have opened in the north fringe areas adjacent to the motorway, this growth of employment has not kept pace with major job losses at British Aerospace and Rolls Royce. This means that manufacturing job losses have been greater in North Bristol than elsewhere in recent years. Unemployment is thus a citywide problem but with particular problems in both South Bristol and the Inner City. Meanwhile, the opportunities for the location of new manufacturing industry are constrained by the loss of industrial land to other uses (see Figure 6.2).

### ***Economic Development Strategy***

- 6.1.11 There is agreement that a healthy national economy requires a balance between the manufacturing and service industry sectors. It is increasingly acknowledged that nationally the decline in manufacturing has been excessive and that this sector now represents too small an element of business activity with corresponding economic difficulties for trade balances. Local planning policies can contribute to an improvement in the situation by influencing external pressures that might cause the loss of manufacturing industry and by creating favourable conditions for inward investment and growth in this sector.
- 6.1.12 The land-use policies of this Plan are only one element which can direct and promote economic development. An Economic Development Strategy for Bristol has been prepared for 1995–98 providing one of the foundations for land use policies and establishing an action plan for promotional activity and investment.
- 6.1.13 The strategy contains the city council's objectives for economic development and the activities which need to be undertaken. It also recognises that the city council cannot act alone but requires the commitment of joint working with appropriate agencies in the city. There is an important role for the various Directorates of the city council, the Western Development Partnership (WDP), Western Training and Enterprise Council (WESTEC), the Bristol Chamber of Commerce and Initiative (BCCI), Bristol Cultural Development Partnership, Bristol Tourism Forum, Bristol Black Voluntary Sector (BBVS), Avon Business Link, the University of Bristol, the University of the West of England (UWE), Bristol Council for Voluntary Service (BCVS), Bristol Area Community Enterprise Network (BACEN) and other private, public and community interests in the city. All partners will need to work together to get best use from existing resources and also to secure additional funding to make the Economic Development Strategy a success.
- 6.1.14 The Strategy seeks to build and strengthen partnership working, and to ensure the best for Bristol in new initiatives such as 'Business Link' through close working with the Western Development Partnership, the West of England Initiative and the recently established Regional Development Organisation for the five counties of Avon, Gloucestershire, Somerset, Wiltshire and Dorset known as the West of England Development Agency (WEDA).
- 6.1.15 The Strategy recognises the need to promote Bristol within the European Union, to share experience and expertise and to target emerging European programmes concerning conversion of skills, social exclusion, inequality, local economic development, and greening the economy. Bristol is proud of its record in environmental achievement and new and innovative projects are now emerging that link environmental sustainability and economic development.
- 6.1.16 Six action programmes for economic development are promoted. These are:–
- (1) The Bristol Offer
  - (2) City of Excellence
  - (3) Building a Better Bristol
  - (4) Regenerating the City Centre
  - (5) Investing in People
  - (6) Spreading the benefits to priority areas
- 6.1.17 These combine with land-use policies to tackle inequalities in the labour market, geographical disadvantages, training provision and employer's practices and long term unemployment.

### ***Growth and Regeneration***

- 6.1.18 The process of change is an essential characteristic of economic life and the development of cities. As businesses close or adapt in the face of changing markets, sites and buildings fall vacant whilst new areas are developed to suit new requirements. Growth in the economy is also seen as essential to continuing prosperity, maintaining investment and jobs and allowing for the renewal of

outdated premises and infrastructure. In this respect it is the main driver of change and the regeneration in the city – for example in established residential areas change is more piecemeal and gradual whilst in business areas it is more rapid and dramatic.

- 6.1.19 The planning system has a key role in directing the pressures of growth and change. At a strategic level this is done through Regional Guidance and Structure Plans (*see Section 6.2*), whilst Local Plans can be far more specific in guiding both the location and type of development to meet the priorities of the local community. Priorities for Bristol can be defined by considering local needs and opportunities but particular situations and external influences will also have an impact.
- 6.1.20 Urban regeneration is not solely a local priority – it is a matter of national interest. In this respect it must be given major importance in developing strategic guidance for development. There is a major concern that the over provision of development land on peripheral ‘greenfield’ sites will frustrate the national objective of urban regeneration quite apart from the environmental and transportation issues this raises. Accordingly the city council will need to ensure that structure and Local Plan policies focus on the need for regeneration and will control the release of further greenfield and peripheral employment land.
- 6.1.21 There are a number of areas in the city where the city council wishes to continue or to promote more rapid change. In these areas earlier development may have become obsolete or new opportunities have come forward and investment is needed to accomplish their regeneration. Policy EC7 recognises the need for regeneration areas across the city. The regeneration areas are dealt with in separate Chapters in this Plan. Rapid change requires specific policies and objectives. The citywide Policies contained in this Chapter continue to apply to those areas but additional detail and area specific matters are contained in the individual Chapters dealing with:

Chapter 11: The City Centre

Chapter 12: Avonmouth

Chapter 13: South Bristol

## 6.2 POLICY CONTEXT

- 6.2.1 Planning Policy Guidance Note 4 (PPG4) – *Industrial and Commercial Development and Small Firms* (November 1992) sets out the Government’s general policies on economic development. Government policy indicates that Local Planning Authorities should ensure that their development plans contain clear land use policies for different types of industrial and commercial development and positive policies to cater for the needs of small businesses. They should also aim to ensure that there is sufficient land available for industry and commerce and that the variety of sites is sufficient to meet the differing practical needs of the user. Reflecting the definitions in the Use Classes Order 1987, PPG4 concludes that the clear distinction between business use and general industry presents an opportunity for development plans to provide positively for enterprise and investment, whilst affording effective environmental protection. It remains open to planning authorities to propose policies in development plans aimed at channelling particular types of business development into particular locations, although in each such case a clear justification for the distinction should be made. It is also clear that policies should encourage new development in locations which minimise the length and number of trips especially by motor vehicle and which can be served by more energy efficient modes of transport. Where it would add unacceptably to congestion new development should be discouraged (PPG13).
- 6.2.2 Planning Policy Guidance Note 12: *Development Plans and Regional Planning Guidance* (February 1992) contains a section on Economic Considerations. It sets out those issues which Local

Authorities should take account of in their development plans. These include revitalising and broadening the local economy and stimulating employment opportunities; urban regeneration including initiatives such as derelict land reclamation; socio-economic factors, such as car ownership levels, unemployment and wage levels; and the move in economic activity from a manufacturing to a service base. The PPG states that policies should provide for choice, flexibility and competition.

- 6.2.3 Key economic policies of relevance to Bristol set out in the Regional Planning Guidance (RPG10) for the South-West include the encouragement of investment along the M4 and M5 and other road and rail corridors and within the Bristol/Bath sub area; the encouragement of further economic development and diversification placing emphasis on supporting and encouraging existing industry, making suitable land available in development plans and exploiting the region's commercial advantages.
- 6.2.4 The Avon County Structure Plan is intended to guide and control the distribution of employment. It sets out the proposed scale of land to be identified for employment use for the period up to the year 2001. The policies apply to land for general industry and storage and for office, research and development or light industrial use. Within the city the principal areas for new employment creating development are the city centre and Avonmouth, although significant employment development opportunities also exist in other parts of the city. The allocations are set out in Figure 6.1.

POLICY AREA	Land proposed for general industrial or distribution use (HECTARES)	Gross floorspace to be provided for office research and development and light industrial use (SQUARE METRES)
Central and Inner Area		500,000
Suburban Area	40	
Avonmouth/Sevenside	200*	
*partly within South Gloucestershire		

Figure 6.1: Employment Land Allocations, Avon County Structure Plan July 1994

- 6.2.5 The Structure Plan allocations for employment require detailed amplification in this Plan. The city council will adopt the approach of discreet policy areas which allow the application of policies to be more flexible and directly related to varying conditions across the city. Four policy areas are identified as shown on the Proposals Map. These are logical divisions based around land use, age and style of development, development pressures and variety in local conditions. The policy area approach is used in this Plan in the wording of policies and it will form the basis for monitoring.

## 6.3 OBJECTIVES

- 6.3.1 *To promote the use of land and buildings in the city to bring benefits to those people who are seeking work and are disadvantaged when competing for jobs. The city council will encourage proposals which will create jobs and help maintain a wide range of economic activity within the city.*
- 6.3.2 *To promote the environmentally sustainable growth of Bristol's economy and to encourage the development of a broad range of employment opportunities that are available in places where people need them so that:-*
- (i) *The location of employment does not add significantly to the transportation problems in the city and that, where possible, employment can be located on sites which encourage the use of public transport as a means of getting to and from work.*



*(ii) Economic activity does not harm the environment or disturb local amenity (ie non-polluting and visually acceptable.)*

*6.3.3 To protect existing industrial employment opportunities in Bristol by resisting the loss of land and premises suitable for industrial development so as to meet the needs of existing, new, expanding and relocating businesses.*

*6.3.4 To cater for the wide range of needs of new and existing businesses in Bristol by ensuring the adequate provision of land, premises and skilled labour.*

*6.3.5 To promote the renewal and regeneration of key areas of Bristol, where the potential for new development can provide maximum advantage to the fabric of the city and the economic well being of the local community.*

*6.3.6 To address the problems faced by those who are disadvantaged in the labour market through the removal of barriers to employment, the promotion of training and the encouragement of economic activities which will provide specific benefits to the more disadvantaged in Bristol.*

*6.3.7 To achieve community and environmental benefits as part of new economic development.*

## 6.4 POLICIES

### ***Promoting Growth: Environmental Considerations***

6.4.1 PPG4 establishes good practice criteria for the control of industrial and commercial development necessary to achieve the “*integration of economic growth and environmental good sense*”. This policy is therefore required to reconcile necessary development with environmental protection and to assess the environmental costs and benefits of a proposal, in order to reduce or remedy any adverse effects. Many problems can be overcome by good initial site planning and design. Also new technology and efficient working practices can significantly assist. Traffic generation for example, can have implications for the surrounding area of a site. Warehousing tends to generate low density employment but given the frequent use of very large vehicles which require excellent access roads and servicing space, and in order to minimise the adverse effects of heavy vehicles within the city, it is desirable that warehousing developments are located on sites close to the major road and motorway network such as those at Avonmouth. There are also important opportunities to locate, operate and design development to reduce the need to travel and reduce the impact on the environment.

6.4.2 In certain cases, schemes will require an Environmental Impact Assessment in accordance with Circular 15/88. However, all schemes need to take into account environmental considerations and mitigate where possible. Chapter 2, Management of the Environment gives guidance and policies regarding environmental factors which have land use implications such as hazardous substances, noise, pollution, recycling. The city council will therefore encourage developers to consider the full range of environmental effects of alternative designs and locations at the outset of a scheme.

### **EC1 Industrial and commercial developments will be permitted where:**

**(i) There is no unacceptable impact on the environmental amenity of the surrounding area or the operational requirements of nearby industrial uses by reason of visual appearance, hours of operation, pollution, noise, fumes, odour or other nuisance.**

**(ii) An environmental impact assessment, if required, indicates no unacceptable detriment.**

- (iii) The site is easily accessible by public transport, cycling and walking and will therefore contribute to minimising the length and number of motor vehicle trips;
- (iv) The level and type of traffic generated will not be detrimental to road safety, local accessibility and the environment in terms of noise and pollution;
- (v) There is no unacceptable impact on residential amenity, the natural environment and the general amenity of areas accessible to or enjoyed by the public.

Implementation: Through the Development Control process.

### ***Promoting Growth: Industry and Warehousing/B1 Development***

6.4.3 A principal aim of employment policies is to ensure a range of sites and development opportunities to meet the needs of existing businesses, to attract inward investment and to promote a diverse economy. In order to pursue this aim and monitor development, Policies EC2 and EC3 distinguish between industrial, storage and distribution (EC2) and business development (EC3). These uses have different characteristics which require different types of sites. When taken together, Policies EC2 and EC3 provide a range of employment opportunities responsive to local conditions, and reflecting the substantial level of provision of business floorspace in the central area and the shortage of suitable industrial land in the inner area.

### ***Industry and Warehousing***

6.4.4 To provide for the range of employment needs in the city and to maintain employment opportunities the city council has identified employment areas on the Proposals Map in which it will encourage new industrial and warehousing development including the renewal of existing premises and sites. The city council would particularly wish to encourage:

- (i) Starter units for new businesses close to areas of high unemployment. Many of the city's older inner area factories have potential for conversion to small industrial units. This could assist small firms and those wishing to start up new businesses.
- (ii) Growth industries such as electronics or pharmaceuticals. These industries will help diversify the economic base of the city.
- (iii) Proposals which involve the use of areas of underused or vacant land or buildings within employment areas.

### ***B1 Development***

6.4.5 The city council will encourage development within Use Class B1 on those sites identified on the Proposals Map. Many sites in the inner and central areas will by virtue of their location at the focal point of public transport routes, relationship with other uses, environmental and other considerations be most suitable for office use. However, in most inner and suburban locations identified under this policy other forms of development within Use Class B1 are considered more appropriate. Certainly the form and density of development will vary in response to local conditions and environmental considerations.

6.4.6 Within the city centre there are opportunities within the regeneration areas (*see Policy CC1*) and a number of other sites (*see Policy CC3*) that will be suited to mixed use development. A combination of office, research and development, industrial, leisure, retail, cultural and residential uses in varying degrees dictated by local conditions will meet the objectives for a lively, diverse city

centre and facilitate a successful development package. However, the considerable supply of office development opportunities in this area needs to be taken into account when determining the balance of uses. This will ensure that the full range of land uses essential to the vitality and variety of a regional city centre are maintained and promoted.

- 6.4.7 However, sites identified in locations outside the city centre will provide broader choice for some new office development. This will extend the opportunities for regeneration in district and local centres in inner or suburban Bristol where sites are promoted for office development.

### ***Promoting Employment***

- 6.4.8 The principal responsibility of this Plan is to identify land and sites for development as set out in Policies EC2 and EC3. However, Plans should also have regard to socio-economic factors such as accessibility of transport, unemployment and wage levels. These factors combine to create severe barriers for sections of society such as disabled people, women, the unemployed and unskilled. These disadvantages are concentrated in the inner city and outer housing estates and impact particularly on ethnic minority communities.

- 6.4.9 Development of the land and sites in EC2 and EC3 should promote employment by addressing the following issues:-

- (i) Training
- (ii) Childcare
- (iii) Integrated Employment Opportunities
- (iv) Access for disabled people, and
- (v) Community benefit

- 6.4.10 The city council will work with developers to action the Economic Development Strategy 1995-1998. By negotiation, developments can be targeted to invest in people and spread the benefits to priority areas by encouraging access to training and employment and linking with local economic development activities. The city council has an Economic Development and Regeneration Team working on a series of initiatives which promote employment and complement the policies of this Plan (see paragraphs 6.1.11-6.1.17).

**EC2 Sites set out in the Schedule and defined on the Proposals Map are proposed for general industrial, storage or distribution activities. The aim is to provide the following land for development during the Plan period 1989 to 2001:-**

Central and inner policy area	In the region of 20 ha
Suburban policy area	In the region of 35 ha
Avonmouth policy area	In the region of 90 ha

**EC3 Sites set out in the Schedule and defined on the Proposals Map are proposed for office, research and development and light industrial purposes. The aim is to provide land sufficient for the following developments to be achieved during the Plan period 1989 to 2001:-**

Central policy area	250,000m <sup>2</sup> (approx.)
Inner policy area	60,000m <sup>2</sup> (approx.)
Suburban policy area	60,000m <sup>2</sup> (approx.)
Avonmouth policy area	50,000m <sup>2</sup> (approx.)

- Implementation: (i) Maintain a regularly updated schedule of land for business development, monitoring progress on development and land availability.
- (ii) Produce clear development briefs for all major sites.
- (iii) In partnership with relevant agencies to implement Economic Development Strategy.

### ***Protection: Existing Employment Opportunities***

- 6.4.11 There is a limited amount of land for industry and commerce in Bristol. In order to maximise employment in the city it is important that existing employment sites and premises are retained for employment purposes. Employment land and floorspace includes industrial, warehousing and office uses (Use Classes B1–B8), where production and the employment it generates, is the primary activity on the site, but the goods and services produced are enjoyed elsewhere. It excludes retail, leisure and institutional uses (Use Classes A1–A3, C1–C3, D1 and D2), where the employment is secondary to the primary activity of the site.
- 6.4.12 Retaining and improving existing floorspace is essential to ensure that an adequate supply is available to meet the needs of local firms and firms wishing to move to Bristol, subject to the need to consider the environmental impact of employment and whether it can be satisfactory overcome (see *Policies EC1 and EC8*).
- 6.4.13 Criteria to judge the value of a particular site or premises will vary depending on the local circumstances, but could include:–
- (a) The size of the site/building.
  - (b) The quality of the site/building, eg whether its shape and topography meets modern requirements, is accessible, and has adequate road access.
  - (c) Its location relative to other uses and the public transport network.
  - (d) Whether it provides employment in areas of high unemployment, and whether there are alternative employment opportunities in the area.
  - (e) The adequacy of employment floorspace supply in the area, and whether the site is required to meet the need for employment land identified in Policies EC2 and EC3 and Structure Plan Policy E5.
  - (f) Whether it can be demonstrated that there is no demand for the site/building, including how it has been marketed, for how long and on what terms.
- 6.4.14 Where industrial or warehousing firms are to be lost or displaced as a result of redevelopment, the city council will encourage suitable relocation to protect valuable local employment.

### **EC4 Development involving the loss of employment floorspace will be permitted where one of the following applies:–**

- (i) The floorspace to be lost is not valuable, in terms of quality or quantity, to the stock of employment floorspace in the area;
- (ii) A net reduction in floorspace is necessary to improve existing premises;
- (iii) The premises are to be used for industrial or commercial training purposes;
- (iv) The premises are to be used for child care provision in association with existing or proposed employment uses.
- (v) The existing use is having an unacceptable impact on the environmental quality of the surrounding area in terms of visual appearance, traffic generation, hours of operation, pollution, noise, fumes, odour or other

**nuisance and it can be demonstrated that this cannot be overcome by employing best practicable means.**

Implementation: Through Development Control.

### ***Protection: Industrial Sites and Premises***

- 6.4.15 Manufacturing industry is central to the long term economic prosperity of the national and regional economy. Although Bristol has experienced a steady decline in manufacturing employment, 30% of the total workforce of the travel to work area of Bristol is still employed in this sector of the economy. Supportive local policies can ameliorate the impact of this trend, such as ensuring the availability of suitable sites and premises for growth and expansion, support for industrial development and control of development pressures that might prejudice industrial development.
- 6.4.16 It is essential that the further loss of industrial land and premises within the city is resisted to ensure a balanced mix of employment that can provide a range of employment opportunities for the resident workforce and to meet the demand for new industrial users.
- 6.4.17 The majority of the remaining jobs in manufacturing are located within established industrial areas where important inter-linkages contribute to the functional effectiveness of these areas as industrial districts. The city has experienced a steady loss of industrial land during the 1980s which has been a major contributory cause of the failure of the city council to meet the Structure Plan requirements for industrial and warehousing land. Much land in Greater Bristol which had been designated for industrial purposes has been developed or earmarked for speculative office developments.
- 6.4.18 Figure 6.2 compares the strategic policy requirement for industrial land with the amount of land developed since 1989 or proposed in April 1996 for future development for industrial and warehousing purposes. The authority should identify extra land to make up for the land lost to industrial and warehousing use since 1989 in addition to meeting the allocation.
- 6.4.19 The figure illustrates a very significant gap between Plan requirements and the current land position in Bristol. They also show that for the city as a whole and for each of the policy areas within the city there was a shortfall in industrial land at April 1996. Although the shortfall for the inner policy area appears small, Figure 6.2 shows that a significant proportion of land either in or proposed for industrial use is at risk.
- 6.4.20 Further loss of land for industrial development may be anticipated as a result of land use policy decisions made since 1989, but not yet implemented. Figure 6.2 gives details of land in industrial and warehousing use in 1989, which has been subsequently identified for other purposes, and land identified in 1989 for industrial or warehousing uses, now proposed for some other use. The potential losses identified in Figure 6.2, row 8, if realised, will considerably reduce the total land available for industry and warehousing thereby increasing the shortfall.
- 6.4.21 Hence, in Bristol the risk of being unable to meet strategic land requirements continues because of the difficulty compensating (in terms of identifying extra land) for industrial and warehousing land lost through redevelopment and the loss of land identified in 1989 for future industrial and warehousing purposes, but subsequently developed for other purposes. Outside of Avonmouth, the city is gradually running out of industrial land and there is limited scope for adding to the existing land stock by reallocating further land for industrial purposes. In the absence of new sites available for reallocation to industrial use it is essential that land identified or in existing industrial and warehousing use is retained and improved to ensure that an adequate supply is available to meet the needs of local firms and firms wishing to move to Bristol. Policy EC5 reflects the need to resist the loss of industrial land and premises to other uses.

B2/B8 HA 1989–2001	CENTRAL AND INNER AREA	SUBURBAN AREA	AVONMOUTH	TOTAL
1. Local Plan allocation:	20	35	90	145
2. Loss of land in industrial and warehousing use	7.4	12.1	9.0	28.5
3. Total requirement (1+2)	27.4	47.1	99.0	173.5
4. Land developed	5.5	18.9	10.6	35.0
5. Land identified and available for development	7.7	30.5	96.1	134.4
6. Total land identified or developed (4+5)	13.2	49.4	106.7	169.4
7. Shortfall (3–6)	14.2	(2.3)	(7.7)	4.1
8. Potential losses	9.1	30.5	0	39.6
9. Potential outstanding allocation (7+8)	23.3	28.2	(7.7)	43.7
<b>Notes</b>				
For EC2 relevant B2/B8 (industrial and warehouse) sites of 0.4 ha (one acre) and over. Totals may differ due to roundings.				
The smaller bracketed numbers eg (4+5), represent the rows from which data is used to calculate the data in the current row.				
Where hectare figures appear in brackets eg '(7.7)', this indicates that the Allocation would be exceeded by that amount if all the 'Commitments' and all the 'Potential Losses' were realised.				

Figure 6.2: Industry and Warehousing: Land allocations, land developed and identified, and potential losses (April 1996)

- 6.4.22 Policy EC5 is only applicable within the existing primarily industrial and warehousing areas or on sites proposed for industrial and warehousing development as defined on the Proposals Map. In designating these areas the city council is satisfied that industrial, storage and distribution are the appropriate uses by reference to the following criteria. Designated sites should meet most but not necessarily all of these:–
- The existing uses are predominantly industrial, storage or distribution or uses with similar characteristics.
  - The access to the Primary Route Network is of reasonable quality generally avoiding residential roads.
  - There may be existing or potential rail access available which could be returned to freight use in the future.
  - The relationship to the public transport network means that employment intensive uses are located in urban centres, well served by public transport, and thus less employment intensive uses (such as industrial, storage and distribution) should not be in urban centres.
  - The ability to provide people with opportunities to work near their homes and reduce the need to travel.
  - The level of environmental impact on the amenity of surrounding areas of existing uses (or possible future uses) is acceptable and capable of adequate control in terms of pollution.
  - Complaints from occupiers of surrounding areas are unlikely to affect the continuation or renewal of existing uses or lead to the imposition of additional restrictions.



6.4.23 The areas as identified on the Proposals Map represent the essential core provision of industrial and warehousing land in the city. In generally meeting the above criteria there is an expectation that such land uses will not be subject to significant change unless circumstances affecting a site or location change to such an extent that the criteria no longer apply. If such circumstances do prevail a loss of lawful or established employment uses should be avoided if at all possible by making provision for their relocation as part of redevelopment schemes and by making good the loss of employment land elsewhere.

**EC5 Development involving the loss of industrial and warehousing floorspace within the principal industrial and warehousing areas shown on the Proposals Map will not be permitted except where:**

- (i) The character of the area has changed significantly and industry and warehousing is no longer the predominant use.**
- (ii) Access for commercial vehicles or other traffic is no longer appropriate due to limited road capacity, lack of alternative access modes or unacceptable effects on the amenity of adjoining occupiers.**
- (iii) The environmental impact of continued industrial or warehousing use is unacceptable due to pollution or the need to restrict such uses in the interests of the amenity of adjoining occupiers.**

Implementation: (i) Draw up development briefs for sites not developed.  
(ii) Through development control.

***Protection and Promotion: Small Businesses***

6.4.24 The city council sees an important role for small businesses in providing opportunities for economic growth and recognises the need to support small firms. The need to support the development of small businesses has been identified in central government advice and circulars (2/86 and PPG4). There is no universal definition of 'small business' that can be applied to this policy. However to provide guidance and assist in the implementation of the policy the city council has taken as a guide a floorspace requirement of up to 300 m<sup>2</sup>. New or expanding firms require such accommodation on accessible sites in good quality buildings. Potential sites should meet the criteria of reasonable access, proximity to public transport routes and a good business environment and ideally opportunities should be available in a variety of locations to meet needs across the city. In character small businesses tend to meet the requirements of the B1 Business Class in that they are unlikely to cause detriment to adjacent housing or open spaces and might therefore provide an acceptable conversion of larger business premises where these are located in sensitive areas.

6.4.25 Criteria by which to judge the value of particular accommodation to the stock of small business accommodation in the area will vary depending on the particular circumstances, but includes:-

- (a) The quantity of accommodation.
- (b) The quality of the accommodation, whether it meets the requirements of small businesses, is accessible for disabled people, has adequate road access, car parking, and storage or is purpose built accommodation.
- (c) The location of the accommodation relative to other uses and the public transport network.
- (d) The demand for the accommodation, the occupancy level, how it has been marketed, for how long and on what terms, whether it is in an area of high unemployment.
- (e) What alternative small business accommodation there is in the area.
- (f) The environmental impact of the current use on the surrounding area.

- (g) The degree to which the loss would be mitigated by the achievement of broader objectives in the key regeneration areas.

6.4.26 The rate of formation of small businesses and their expansion is hard to predict. However the local economy is heavily dependent on such businesses which represent a growing sector. Accordingly, in determining planning applications, account will be taken of the benefits of providing accommodation suited to the requirements of new businesses and smaller companies. The overall stock of small business premises at any one time is less relevant than the availability of premises and the rent levels compared to other premises. These are the factors to be taken into account in criteria (d) above when applications are considered under this policy.

**EC6 Development that would result in the loss of existing accommodation which is valuable to the stock of small business accommodation in the area will not be permitted.**

- Implementation: (i) Promote sites particularly suited to small business units by preparation of Development Briefs and enabling Site Servicing where possible.
- (ii) Liaison with other organisations that are able to assist the development of small businesses (eg EDO, BCCI, Enterprise Agencies, TEC).

***Industrial and Commercial Regeneration***

6.4.27 The city council has for some time recognised the need to promote sites and areas for change, for improvement and regeneration in line with local need. Chapters 11 to 13 identify the priority areas for promotion and regeneration and present a clear picture of how this could be achieved.

6.4.28 During periods of recession the slowing of the development process reduced the chances of developing or regenerating the less attractive sites in the city. These sites frequently represent a blight on the local environment or represent a major opportunity to improve local employment opportunities.

6.4.29 There must be agreed priorities for action to ensure a proper focus for activity, a co-ordination of effort and a partnership approach, including joint funding. Initially three key areas for priority action are proposed. These areas have been selected on the basis that either work has already begun but needs to be better co-ordinated or because they are priorities coming out of consultation. Detailed programmes of activity to promote and bring forward regeneration schemes will be worked out. Progress will be monitored and other areas brought forward in the future.

The three areas are:-

- (i) **City Centre:** the city centre is the key to the long term prosperity of the city. There are major opportunities to promote and co-ordinate regeneration schemes, including Harbourside at Canons Marsh, Broadmead shopping centre and Temple Quay at Temple Meads.
- (ii) **Avonmouth:** the city council has agreed to focus on Avonmouth and to work jointly with South Gloucestershire Council on the Avonmouth/Sevenside Strategy. This is the main employment area in the city and has regional significance. It is vital a partnership approach be adopted to key projects to maximise the opportunities in this area for sustainable development.
- (iii) **South Bristol:** this area has been highlighted as being the main area of the city which needs clearly identified opportunities for regeneration to tackle the social, economic and environmental problems in the area. The issues of accessibility and movement need to be resolved quickly so that development opportunities, bringing local benefit, can be pursued with confidence.
- 6.4.30 Strategies for the priority areas must be locally focused and sensitive to local needs as expressed by local people and existing businesses. Regeneration projects must be in line with the policy framework contained in this Plan. It is anticipated that public, private and voluntary sector commitment to regeneration in the areas outlined will be forthcoming. The city council will adopt

a positive and promotional role to bring forward schemes in the three areas. In particular the city council will seek to enable funding to be directed to agreed priorities and will work with Government agencies to achieve key projects. A City Centre Strategy and Interim Avonmouth/Sevenside development strategy have been proposed giving further guidance for these areas in addition to the land-use planning framework set by this Plan.

**EC7 The city council has identified the following areas as priorities for promotion and regeneration:–**

- (i) City Centre**
- (ii) Avonmouth**
- (iii) South Bristol**

Implementation: Through detailed planning advice, promotional activity, the establishment of special teams or partnership arrangements and the production of strategies for these areas. They will focus on increasing development opportunities, creating employment, removing dereliction and environmental blight, and reducing social and economic inequalities.

***Industrial Nuisance***

6.4.31 A variety of industrial uses, including open storage uses, are long established in locations across the city which in present day terms may be considered unsatisfactory. Some of these give rise to considerable problems for adjoining businesses or residents. The city council is not able to remove such uses or compel their relocation if they are lawful. To take such action would generally be beyond the financial resources available. However, the city council will seek to control any further detriment and will promote improvements when development proposals are submitted. In extreme cases further development may not be acceptable and it may be possible to promote opportunities for relocation and a more acceptable use for the premises or site. Policy EC1 deals with the environmental considerations of new development. The city council will seek to ensure best practicable means are used on industrial sites to reduce nuisance, i.e the best practical options with regard to the local conditions and circumstances, the current state of technical knowledge and the financial implications. The 'means' being: the design, installation, maintenance, manner, and the period of operation of plant and machinery, and the design, construction and maintenance of buildings and structures.

**EC8 (I) Development which would worsen existing industrial nuisance associated with a site will not be permitted.**

**(II) In determining planning applications for development that reduces industrial nuisance, account will be taken of:–**

- (i) The benefits that result from a significant reduction in the adverse impact of the use as a whole, on the environmental amenity of the surrounding areas, in terms of visual appearance, traffic generation, hours of operation, pollution, noise, fumes, odour or other nuisance;**
- (ii) Evidence that best practicable means are being employed to minimise any adverse impact to an acceptable level.**

Implementation: (i) Applications from businesses in sensitive locations will be judged against the criteria in Policy EC1.

- (ii) In exceptional circumstances and where resources allow the city council will seek to assist the relocation of these uses which cause serious nuisance to less sensitive locations if no significant improvement can be achieved on the existing site.

### ***Specific Uses: Car Breakers and Open Sites Use***

6.4.32 The city council accepts that a number of businesses require areas for open storage or substantially operate from open yards. Examples include:

- (i) Scrap yards including car breakers
- (ii) Haulage contractors and coach operators
- (iii) Timber and builders supplies
- (iv) Scaffolding erectors

6.4.33 The common problem with such uses is the visual intrusion, noise, dust and dirt and heavy traffic they can create and as a result the city council considers such uses are wholly inappropriate adjacent to residential areas, schools, hospitals or other sensitive land uses where they might create unacceptable environmental intrusion. The city council will seek to accommodate proposals for such developments within industrial areas since they are essential elements of the local economy. However, appropriate locations will require there to be no unacceptable impact on the environmental amenity of the surrounding area, or on the operational requirements of adjoining industrial uses in terms of visual appearance, traffic generation, hours of operation, pollution etc. Detailed consideration of mitigating measures such as methods of enclosure, landscaping and screening will be required as set out in EC1 and EC8. The city council will also encourage the use of buildings whenever possible to enclose the most disruptive elements of these uses.

### **EC9 Open site employment uses will be permitted where evidence demonstrates that best practicable means are being or will be employed to minimise adverse impact.**

Implementation: Through development control.

### ***Community Benefit from Economic Development***

6.4.34 It is the aim of the city council to negotiate community benefit from major employment developments commensurate with the scale and nature of the development.

6.4.35 The principle of providing social and community facilities in association with major developments has been accepted by Central Government (guidance provided in Circular 1/97 and PPG12) and by developers who realise that their developments' commercial success often depends, in part, on the quality of the local environment, the availability of a trained and flexible workforce and the availability of local services.

6.4.36 Accordingly, planning obligations may take the form of direct provision or contribution to schemes, but will relate directly to the proposed development and to the use of the land. In bringing forward development, developers will be able to seek guidance from the Economic Development Strategy (see 6.1.11–6.1.17) and the promotion of initiatives to remove employment barriers (such as training, childcare) as set out in the reasoned justification to Policies EC2 and EC3.

### **EC10 In the case of major industrial and commercial development, a planning obligation will be sought through negotiation, to provide for new or improved social and community facilities on or easily accessible to the site where the need for these arises directly from the development concerned and is necessary for it to proceed. Provision should be fairly and reasonably related in scale and kind to the individual development.**

Implementation: In development proposals the city council will work with applicants to identify potential benefits in relation to particular sites to draw up a schedule of appropriate benefits – linked to the demands made on the infrastructure and environment of the city.

## SCHEDULE TO POLICY EC2

### EMPLOYMENT PROPOSALS – INDUSTRY AND WAREHOUSING (B2, B8)

SITE ADDRESS	AREA	PLANNING CONSIDERATIONS
<b>CENTRAL AND INNER POLICY AREA</b>		
Sheene Road, Bedminster	1.3 Ha	
Albert Road, St Philips Ph II Sparke Evans	1.1 Ha	Redevelopment for warehousing/ distribution
Former Car Auction Site, St Philip's Road, St Philips	1.2 Ha	Engineering/builders merchants approval
Rear of Temple TE, Cole Road, St Philip's	1.0 Ha	
Barton Road/Oxford Street, St Philips	1.2 Ha	Industry and warehousing or housing
Upper Easton Goods Yard	1.1 Ha	Infrastructure and access improvements to be provided in conjunction with adjacent retail development. Suitable for light industrial uses with the potential for rail access
<b>SUBURBAN POLICY AREA</b>		
South Liberty Lane, Ashton approved	1.4 Ha	Mixed industrial and warehouse scheme
Former Locks Mill Site, Parson St/ Novers Hill, Bedminster	0.8 Ha	Redevelopment for industrial and warehousing approved
Land at rear of Vale Lane, Hartcliffe Way, Bedminster	3.0 Ha	Part of land in open storage use, remainder unused. NE5 applies to site
Blackswarth Road, Crew's Hole Road, Crew's Hole	0.6 Ha	
Land at the junction of Bath Road, Stockwood Road, Brislington	0.4 Ha	Redevelopment of existing industrial site
Wills Factory, Hartcliffe Way	20.0 Ha	Mixed development. Key regeneration site. See South Bristol Chapter, Policy SB2
Callington Road, Brislington	5.0 Ha	Mixed development. Key regeneration site. See South Bristol Chapter, Policy SB2
Filwood Playing Fields, Hengrove Way, Airport Road	6.4 Ha	Mixed development. Key regeneration site. See South Bristol Chapter, Policy SB2
Hengrove Park, Whitchurch Lane	6.0 Ha	Mixed development. Key regeneration site. See South Bristol Chapter, Policy SB2
Wallscourt Farm, Lockleaze	7.6 Ha	Business, industry or warehousing
Fishponds Coal Yard, New Station Road, Fishponds	1.0 Ha	Planning approval for B2/B8

SITE ADDRESS	AREA	PLANNING CONSIDERATIONS
<b>AVONMOUTH POLICY AREA</b>		
Avonmouth & Severnside	95.0 Ha	Key Regeneration Area. Development to be guided and phased by Avonmouth/Severnside Strategy. See Avonmouth Chapter, Policy A2
Avonmouth Goods Yard, Gloucester Road	5.0 Ha	Mixed use EC2/NE1/NE6 – need to provide effective buffer with open space interest

## *SCHEDULE TO POLICY EC3*

### EMPLOYMENT PROPOSALS – BUSINESS (B1)

ADDRESS	PLANNING CONSIDERATIONS
<b>CENTRAL POLICY AREA</b>	
<b>Major Regeneration Sites</b>	
Temple Meads	Major regeneration site. See Chapter 11: City Centre: Policy CC1
Harbourside	Major regeneration site. See Chapter 11: City Centre: Policy CC1
<b>Gateway Schemes</b>	
Newfoundland Street/Bond Street	Major regeneration site/Gateway Scheme. See Chapter 11: City Centre: Policy CC1
Westmoreland House, 104/106 Stokes Croft/Ashley Road	Refurbishment of Old Carriageworks Mix of business/housing, possible shopping. Major regeneration site. See Chapter 11: City Centre: Policy CC1
<b>Mixed Use Sites</b>	
Redcliffe Way (south side, part)	Associated with Redcliffe Way enhancement. Mix of business/housing. See Chapter 11: City Centre: Section 11.4.21
Anchor Road/St George's Road/ Deanery Road	Mix of business/housing (see CC3 (ii))
Narrow Quay (two sites)/The Grove (waterfront area)/Welsh Back (waterfront area)/King Street (three sites)	Mix of business/leisure (see CC3 (ii))
Barossa Place/Alfred Place/ Guinea Street	Mix of business/housing (see CC3 (ii))
Dighton Street/Charles Street	Mix of business/housing (see CC3 (ii))
Entertainments Centre, Frogmore Street	Mix of business/housing/leisure
Central Ambulance Station/Health Clinic	Mix of business/housing (see CC3(II))
Waldorf School, Park Place	Mix of business/housing (see CC3(II))



ADDRESS	PLANNING CONSIDERATIONS
<b>Other Sites</b>	
30–40 Baldwin Street	Redevelopment of existing offices
Adjoining NFUM Building, St James Parade	Retention of tower and façade of Welsh Congregational Church
Bristol Bridge/Victoria Street	Retention of façades of keg store building. Lively frontage to Victoria Street
Former Lighting Station, Temple Back	Provision of dockside walkway, retention of façade
Former College of Commerce Site, St George's Road	
The Sugar House, Lewins Mead	Restoration of historic building
Welsh Back/Little King Street	Public uses on frontages to King Street and (adj. to Llandoger Trow) Welsh Back
1 St George's Road	
Former City Motors site, Marlborough Street	
4–22 (even) Victoria Street	Restoration of historic buildings. Public uses on ground floor frontages
Cabot House and surface car parks, Deanery Road/College Road/ St George's Road	St George's Road to be closed to traffic. Provision of public car parking. Contribution to environmental improvements at Deanery Road
Templar House and land to north, Temple Way	
Lead Works site, Cheese Lane	Redevelopment of existing industrial premises
42 Montague Street	
Avon Street/Old Bread Street	
Princes Hall, Prince Street	
Bristol Bridge/High Street	Reservation of land for LRT terminus. Back of Bridge Street/ part Bridge Street to be closed to traffic. Public uses on part ground floor frontages
Former Polytechnic Building, Unity Street/Denmark Street	Public uses on Denmark Street frontage
8–11 Broad Quay, 8–22 Marsh Street	Contribution to environmental improvements at 'The Centre'
<b>INNER POLICY AREA</b>	
York Gate, Bedminster	Mix of housing/business with retail opportunity
Eastgate Office Centre, Eastgate Road, Eastville	Later phases of comprehensive scheme
Brunswick Street/Wilder Street, St Paul's	Site suitable for local enterprise development and small businesses
Millpond Street, Easton	Opportunities for small business development

Montpelier Station, Station Road,  
Montpelier

Site suitable for small business development, retention of  
station building

**SUBURBAN POLICY AREA**

Hawkfield Business Park, Phase II  
Whitchurch Lane

Fishponds Coal Yard,  
New Station Road, Fishponds

## CHAPTER 7 SHOPPING

*"A GOOD WIDE RANGE OF SHOPS TO WHICH PEOPLE LIVING AND  
WORKING IN THE CITY HAVE EASY ACCESS"*

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## 7.1 INTRODUCTION

- 7.1.1 Shopping is an essential service and a major employer. In Bristol a complex pattern of shopping facilities has developed over the years to serve us. Shopping centres are often focal points for the community and have adapted to reflect changing needs and circumstances. The existing shopping centres in Bristol are, and will continue to be, the major locations for shopping activity in the city. These centres have received considerable public and private investment. They are usually well served by public transport and well placed in relation to large residential areas and are therefore very important for the significant number of Bristol households who do not own a car.
- 7.1.2 The pattern of shopping provision that has resulted provides a variety of levels of service. Broadmead, for example, caters for the whole city and the wider region as a provider of 'comparison goods' like clothes and shoes, jewellery and electrical goods. It is a location for very large stores, national chain stores and department stores. Centres like East Street, Bedminster; Gloucester Road, Bishopston and Whiteladies Road, Clifton also provide for some comparison goods shopping. However, they cater mainly for more general needs, like food and groceries and primarily serve their surrounding districts of the city. There are a large number of smaller local centres, groups of shops and corner shops which concentrate on the daily needs of their immediate locality.
- 7.1.3 As well as the long established shopping centres, new forms of retailing have become an essential part of shopping provision in the city. Retail warehouses and superstores which are freestanding and usually not part of any existing centre all help to cater for the various needs of different sections of the community. In many cases they have been perceived as damaging to the older centres causing local smaller shops to close by taking away trade. However, they clearly meet a need and are generally well used and successful forms of retailing.
- 7.1.4 These new types of retailing have been introduced for a variety of reasons. The characteristics of consumers have changed reflecting greater spending power, demand for a wider range of choice and new types of products and greater mobility as car ownership has increased. At the same time retailers have changed both as a response and because other opportunities for change arose. New technology has streamlined checkout, storage and delivery systems, price competitiveness has raised the profile of economies of scale – particularly in the food and convenience goods trade where the trend away from independent retailers to major chains has been marked. In the durable bulky goods trade the wish to extend display space, push up turnover and allow ease of access and collection of goods has meant an entirely different type of building, the retail warehouse, has evolved. Some of these changes have affected 'traditional' centres but in general most of the new developments of the past decade have taken place outside of shopping centres because suitable sites were not always available. This trend may well continue with the advent of 'Factory Shops' and 'Discount Clubs', although these should still be treated as Retail Class A1.
- 7.1.5 As these new forms of retailing have become an established part of our shopping habits, the balance of uses in the older centres have been changing. Contraction in the number of retail shops has provided the opportunity for replacement by service uses including take-away food shops, estate agencies, building society branches and a range of other professional services. In some cases, corner shops have completely disappeared and smaller centres have lost many of their original shops either to non shopping or specialised shopping uses. This means that in some localities convenience shopping provision can be very poor for those unable to reach larger centres or new stores by car or bus. At the same time increased car usage for shopping has contributed to traffic congestion.
- 7.1.6 Accessibility is a key issue for shoppers and a distribution of facilities across the city that enables local residents to obtain what they need conveniently and safely is very important. Shopping provision that depends primarily on private car usage denies easy access to those without a car.

Shops that are designed without meeting the requirements of disabled people, elderly people and people with young children deny those groups the equality of service they are entitled to.

- 7.1.7 The city council wishes to ensure good shopping services for all members of the community. Shopping is a basic need and also a major contributor to the physical and social structure of the city. Whilst new development and expansion is to be welcomed where this contributes to the needs of the community, change can also have adverse affects on established shopping areas and can conflict with other objectives of the city council. It is therefore appropriate, as advised by the Government's circulars and policy statements, to introduce a level of control over the process of change (*see 7.2 Policy Context*). As the National Economic Development Office concluded in its 1988 report on the 'Future of the High Street' – "*Finding a balance between the social and environmental as against economic considerations on the location of retail investment should continue to be the objective of central and local government planning policy*".

### **General Shopping Trends**

- 7.1.8 Forecasting change in the retailing sector is very difficult. The trend of the early 1990s to expand large scale out-of-town food shopping which resulted in a number of much publicised Public Inquiries, particularly in North Bristol, appears to have come to an end with the dismissal of the appeals, the saturation of this particular market and the changes in Government guidance. More recently the trend has been towards demand for smaller discount food stores.
- 7.1.9 A major concern for the city council in considering future shopping investment is the need to ensure the development of Broadmead in line with its principal function to serve a growing regional population. To this end an Action Plan for Broadmead was prepared in 1995 and progress is underway to implement a range of improvements. Despite the commencement of works to construct a regional shopping development at Cribbs Causeway, Broadmead has continued to strengthen its prime position. There are real signs of retail and investor confidence in the city centre, including a new occupier for the John Lewis store, and interest in expanding Broadmead.
- 7.1.10 The city council's proposals for Broadmead will concentrate on improving the variety and quality of shopping as well as its facilities, environment and marketing (*see Chapter 11: City Centre*).
- 7.1.11 At a local level it is important to promote a range of uses to sustain and enhance the vitality and viability of centres, including where possible new development sites and functional improvements such as public transport and car parking. The city council will continue to survey and monitor centres with regard to land-use, vacancy levels and floorspace changes.

## **7.2 POLICY CONTEXT**

- 7.2.1 The principal source of guidance is Revised Planning Policy Guidance 6 (1996): Town Centres and Retail Development. The key features of the guidance are:–

(i) On planning for town centres and retailing:–

- emphasis on a plan-led approach to promoting development in town centres, both through policies and the identification of locations and sites for development;
- emphasis on the sequential approach to selecting sites for development, for retail, employment, leisure and other key town centre uses; and
- support for local centres.

(ii) On town centres:–

- promotion of mixed-use development and retention of key town centre uses;
- emphasis on the importance of a coherent town centre parking strategy in maintaining urban vitality, through a combination of location, management and pricing of parking for different user groups;

- promotion of town centre management to develop clear standards of service and improve quality for town centre users; and
  - promotion of good urban design, including attractive and secure car parks.
- (iii) On assessment of retail proposals:–
- clarifying the three key tests for assessing retail developments: impact on vitality and viability of town centres; accessibility by a choice of means of transport; and impact on overall travel and car use;
  - how to assess out-of-centre developments; and, finally,
  - how certain new types of retail development should be assessed.
- 7.2.2 PPG6 goes on to restate the importance of the vitality and viability of existing town centres. It states that the modernisation and refurbishment of existing centres is to be welcomed as a vital part of urban regeneration, by retaining and creating jobs, restoring confidence in local communities and businesses, and making existing centres more attractive to shoppers. An important aspect of vitality and viability is the encouragement of diversity of use and mixed-use developments within centres whilst still maintaining the retail function of centres.
- 7.2.3 This Local Plan will control and restrict non retail uses where appropriate particularly in the primary areas dominated by shops for the retail sale of goods and also in smaller suburban shopping parades where maintenance of the retail element will always be important. However, it is clear that a wide range of service uses are important to local communities and can contribute to the vitality and quality of a shopping centre. This Local Plan will therefore seek to accommodate such uses where they are appropriate and where this would not have a detrimental effect on the shopping function and the local environment.
- 7.2.4 The Structure Plan 1994 contains retailing policies for the maintenance, enhancement and expansion of existing shopping centres and lists the town centres within the city to which the policies relate. The plan also sets out criteria for considering proposals for new retailing outside those centres. The Policies in this Plan develop further the assessment of local shopping and town centres.

### 7.3 OBJECTIVES

- 7.3.1 *Shopping development should take place within the plan-led approach to sustain and enhance existing centres in line with the sequential approach for development. This Plan sets out a hierarchy of centres (Policy S2) and identifies opportunities for expansion (Policy S3) which plans positively for shopping provision. The plan-led approach seeks to achieve the following objectives which also contribute to promoting sustainable development.*
- 7.3.2 *To sustain and enhance the vitality and viability of shopping centres to provide a good wide range of facilities with easy access for people living and working in the city.*
- 7.3.3 *To focus retail development in town and district centre locations, where the proximity of businesses and other uses facilitates competition and maximises benefits to consumers, and allows the opportunity to use transport other than the car, thereby clearly meeting local needs.*
- 7.3.4 *To promote the expansion and continued improvement of the Broadmead Regional Shopping Centre.*
- 7.3.5 *To promote diversity of retail use and mixed-use development in existing centre locations which enhance the vitality and viability of existing shopping centres.*
- 7.3.6 *To ensure that shopping facilities are accessible to all members of the community.*
- 7.3.7 *To support new or alternative forms of retailing including open markets and street trading, where they enhance the character of shopping centres, add to their vitality or provide needed local services.*



## 7.4 POLICIES

### ***Protection of Shopping Facilities***

- 7.4.1 The existing shopping centres in Bristol are, and will continue to be, the major locations for shopping activity in the city. These centres have received considerable public and private investment. They are usually well served by public transport and well placed in relation to large residential areas and are therefore very important for the significant number of Bristol households who do not own a car. PPG6 considers that the present pattern of shopping centres should be the context for considering the siting of new shopping facilities and confirms that no development should be allowed to undermine the vitality and viability of a town centre as a whole. The 'town centres' role in the economic and social life of the community is acknowledged and the need for such centres to maintain their diversity and activity emphasised.
- 7.4.2 The existing centres (set out in a hierarchy in Policy S2) are a community resource essential to achieving the objectives of the Plan. The main thrust of the strategy, adopted by the city council is that existing centres will be maintained and wherever possible revitalised through land use policies, encouraging new investment in existing and new developments within them, and through programmes of physical improvement.
- 7.4.3 If additional modern retailing facilities are needed then provision will be made for them elsewhere only if there is no opportunity to provide them within existing centres (*see Policies S2, S3 and S9*).

### **S1 The vitality and viability of shopping provision in Bristol will be sustained and enhanced by:-**

- (i) New shopping development within or adjacent to existing centres, subject to environmental and traffic considerations.**
- (ii) Proposals for modernisation and refurbishment of shopping provision.**
- (iii) The application of frontage policies that protect the retail character of existing shopping centres.**

Implementation: Promotion of opportunities to improve shopping centres and use of any funds available in partnership with retailers as detailed in respect of the various specific Policies in this Chapter.

### ***Existing Shopping Centre Hierarchy***

- 7.4.4 PPG6 advises that local plans should set out the hierarchy of centres and the strategy for the location of employment, shopping, leisure and entertainment, hospitals, higher education and other uses which generate many trips and should be well served by public transport. This Plan indicates a range and hierarchy of centres from regional/city centre, through town centre, district centre to local centres. These are the locations where investment in new retail and other development will be promoted and existing provision enhanced to facilitate sustainable development.
- 7.4.5 The term 'town centre' is used generally to cover city, town and suburban district centres, which provide a broad range of facilities and services and act as a focus for both the community and for public transport. It excludes small parades of shops which make up the local centres.
- 7.4.6 Town centres are part of the city's heritage and securing their health helps regeneration, encourages investment and creates local identity. It also helps to promote sustainable development by providing an opportunity for one trip to serve several functions, and utilise public transport.
- 7.4.7 Bristol has its principal shopping area in the city centre, with other 'town centres' located primarily on the radial routes travelling out of the city. These are mainly linear centres on the primary route network and are on key bus routes.

7.4.8 The Structure Plan identifies the Central Area as a Regional/City Centre and 12 other centres as 'town centres'. These are set out in Table 7.1 and are maintained in the hierarchy set out in this Plan.

REGIONAL/ CITY CENTRES	SUB REGIONAL/ SUB CITY CENTRES	MAJOR TOWNS CENTRES	MAIN TOWNS CENTRES
Central Area (Broadmead and Queens Road/ Park Street)	Whiteladies Road Bedminster	Clifton Gloucester Rd N Gloucester Rd S Shirehampton Fishponds St George Wells Road (Knowle)	Henleaze Westbury-on-Trym Lodge Causeway

Figure 7.1: Shopping Centres within Bristol identified in the Structure Plan (1994)

- 7.4.9 The regional and town centres cater for a wide catchment area as main providers of 'comparison goods' such as clothes, shoes, jewellery. They are locations for national chain stores and large stores as well as independent traders. Associated with this provision are a full complement of service uses, such as banks, travel agents, opticians etc. The focus of facilities provides the opportunity for a larger duration shopping trip which also requires cafe's and refreshment uses. Town centres also provide a mix of employment and leisure uses and certain major facilities such as Libraries, Museums, community services, council and other public services etc.
- 7.4.10 District centres are more localised in nature, serving a narrower residential catchment area. They tend to provide more for convenience shopping eg day to day food needs and do not contain national multiples. They still contain a range of services, but usually do not contain national banks and major building societies.
- 7.4.11 Local centres are those usually associated with a catchment area within walking distance or passing trade. They focus on day-to-day shopping primarily, with food and drink uses, but unusually banks, building societies etc.
- 7.4.12 Several factors are considered in assessing the vitality and viability of centres, most notably: diversity of uses; shopping rents and yields; pedestrian flows; accessibility; safety; and environmental quality.
- 7.4.13 Whilst a shopping hierarchy is set out here, based on the factors indicated above and the Structure Plan, it should be noted that people will devise their own hierarchy based on their own requirements with linked trips to work, school, leisure etc. Rarely will people use only one centre for their needs, but a combination of different centres at varying times for different needs. However, it is important to protect all levels of shopping service as people without access to a car, disabled people or single parents (for example) tend to have to rely more on their local centre, while town centres are equally important because of their accessibility by public transport.
- 7.4.14 Development within or adjoining existing centres can assist in upgrading the environmental quality of a centre, not only by the development itself but also work such as paving, lighting, new car parking facilities, creche facilities, toilets etc. Whilst these works should relate to the development itself, they can also contribute to the improvement of a centre and help to overcome existing deficiencies where appropriate.

**S2 (I) The following hierarchy of centres shown on the Proposals Map will be sustained and enhanced. In assessing new retail proposals the protection of these centres' vitality and viability will need to be ensured.**

### **Regional Centres**

Central Area (Broadmead And Queens Road/Park Street)

### **Town Centres**

Bedminster  
Clifton  
Fishponds  
Gloucester Road North  
Gloucester Road South  
Henleaze  
Lodge Causeway  
Shirehampton  
St George (Church Road, Redfield)  
Wells Road (Broadwalk)  
Westbury-on-Trym  
Whiteladies Road

### **District Centres**

Arnside Road, Southmead  
Ashley Road, St Pauls  
Crow Lane, Henbury  
Filton Avenue  
Filwood Broadway, Knowle  
Ridingleaze, Lawrence Weston  
Sandy Park Road, Brislington  
Stapleton Road, Easton  
Stokes Croft  
Symes Avenue, Hartcliffe  
Two Mile Hill  
Whitchurch (Oatlands Avenue)

### **Local Centres**

Avonmouth Village  
Brislington  
Chandos Road, Redland  
Coldharbour Road  
Filton Road  
Gilda Parade, Wells Road  
Lawrence Hill  
Mina Road, St Werburghs  
North View/Northumbria Drive  
Old Market/West Street  
Shirehampton Road, Sea Mills  
Southmead Road/Doncaster Road  
St Michael's/Christmas Steps

St Michael's Hill, Kingsdown  
Stockwood  
Stoke Lane, Westbury-on-Trym

(II) Retail development within or failing that immediately adjoining these centres will be permitted provided that they:-

- (a) Do not adversely affect the historical and/or architectural character of the centre and its environs;
- (b) Do not give rise to unacceptable vehicular and/or pedestrian traffic conditions.
- (c) Contribute, through negotiation to a range of environmental and community facilities on or easily accessible to the site, where the need arises directly from the development concerned and is necessary for it to proceed. Provision should be fairly and reasonably related in scale and kind to the individual development.

Implementation: The relevant shopping Policies in this Chapter will be applied in the centres listed. Considerable progress will be made by Development Control powers and by joint incentives with retailers in achieving improvements. Enhancement proposals will be the subject of supplementary guidance.

### ***Opportunities for Expansion***

- 7.4.15 It is recognised that retail development will be required to enhance and sustain the viability and vitality of local shopping centres in the city. Adopting a sequential approach means that first preference should be for town centre sites, where suitable sites or buildings suitable for conversion are available, followed by edge-of-centre sites, district and local centres; only then can out-of-centre sites, in locations that are accessible by a choice of means of transport, be considered. The Government recognises that this approach requires flexibility and realism from local planning authorities, developers and retailers. Developers and retailers will need to be more flexible about the format, design and scale of the development, and the amount of car parking, tailoring these to fit the local circumstances. Because of their layout and location it has proved difficult to identify sites for new development within some existing centres.
- 7.4.16 Not all centres, particularly small and historic towns, will have sites that are suitable in terms of size, parking, traffic generation or servicing arrangements for large-scale developments in the town centre itself. In such centres, developments should be of a scale appropriate to the size of the centre. There may also be sites in town centres which are currently subject to constraints, such as multiple ownership. The city council will support and work with developers to implement schemes.
- 7.4.17 As sites may become available after the Local Plan has been adopted, the Plan includes criteria-based Policies in line with PPG6 to assess proposals (*see Policy S9*). Many of the sites listed will be suitable for food stores which would support existing centres by enhancing the 'anchor' provision of shopping needs.

**S3 Retail development is proposed and defined on the Proposals Map within the following centres:-**

- (i) Arnside Road, Southmead
- (ii) Bedminster Parade
- (iii) Broadmead (Major Regeneration Area)

- (iv) Filwood Broadway, Knowle
- (v) Fishponds Road (frontage adjacent Safeway)
- (vi) High Street, Shirehampton
- (vii) Ridingleaze, Lawrence Weston
- (viii) Symes Avenue, Hartcliffe
- (ix) Lawrence Hill, Upper Easton Goods Yard (0.7 ha subject to infrastructure access and environmental improvements to be provided to enable adjacent industrial development, with access links to existing shopping centre and parking for the centre and station)

Implementation: The availability of sites within existing centres is crucial to the city council's consideration of retailing proposals elsewhere in the city. For this reason, it is essential that the existing centres be kept under constant review and potential development/redevelopment sites identified.

### ***Upgrading and Regeneration***

- 7.4.18 Shopping centres are important focal points within communities, their character and environment has a far reaching impact not only on local residents and traders but on the impression of visitors and people passing through. The general appearance of a centre can affect trading confidence and turnover, customer satisfaction and the quality of life in the area.
- 7.4.19 Improvements to shopping centres can be wide ranging but the following list gives an indication of the types of work that could be considered appropriate.
- (i) Traffic management measures
  - (ii) Provision of car parking
  - (iii) Improved pedestrian safety and accessibility
  - (iv) Environmental improvements including seats, lighting, bins, paving and landscaping
  - (v) Improved access for public transport and cyclists
  - (vi) Promotion of building improvements including shopfronts.

Wherever new private developments take place within shopping centres the opportunities to promote improvements such as those listed above will be used to advantage through Policy S2.

- 7.4.20 In some locations special designations such as commercial or shopping improvement areas may be appropriate, such as Bedminster Parade, Stokes Croft and West Street (Old Market).

### **S4 The regeneration of existing centres with modernisation and refurbishment schemes is proposed at:-**

- (i) Arnside Road, Southmead
- (ii) Bedminster (East Street)
- (iii) Broadmead
- (iv) St Michael's/Christmas Steps
- (v) Filwood Broadway, Knowle
- (vi) Ridingleaze, Lawrence Weston
- (vii) Symes Avenue, Hartcliffe
- (viii) Easton Renewal Area (Stapleton Road, High Street/St Marks Road)

Implementation: The city council will seek to use finance from a number of sources to achieve a rolling programme of shopping centre improvements. These will include its own capital programmes, and partnership arrangements with the private sector. However at the present time only limited capital is available to pursue these improvements.

### ***Frontages: Protection of Retail Frontages***

- 7.4.21 As shopping centres are a focus of activity and are usually well located in terms of catchment area and road access, they are inevitably attractive to other businesses as a trading location. The principal concern in shopping centres is that such uses if uncontrolled can break up continuous shop frontages and/or dilute the retail function of the centre, have a detrimental effect on the shopping environment, both of which would damage the viability and vitality of the centre by reducing its attractiveness to shoppers.
- 7.4.22 The aim is to prevent unacceptable fragmentation of shopping frontages by the uncontrolled introduction of non retail uses. This is a key element of the strategy to protect and enhance shopping centres and ensure their continued vitality and viability, and their primary retail function.
- 7.4.23 Some service uses have become quite common place in shopping centres and do contribute to the quality and attractiveness of the centre by broadening the range of local needs served at the centre. In recognition of this the Town and Country Planning (Use Classes) Order 1987 created Class A1 for retail shops and includes a Class A2, financial and professional services and an A3 food and drink Class. These are not shop uses but are uses which will generally be found in a shopping area. The Order acknowledges that such service uses can contribute to the vitality of shopping centres and points out that the separate Use Classes will enable the Local Authority to influence the broad composition of shopping areas, as long as such uses do not start to dominate the mix of uses in a particular centre.
- 7.4.24 A range of institutional and leisure type uses which fall within Classes D1 and D2 of the Use Classes Order are increasingly seeking accommodation within shopping areas. These uses include medical practices, creches, nurseries, education and training facilities, premises for religious instruction or worship, gymnasia, and health and fitness salons. Because of their hours or methods of operation, their scale, or access requirements, they can be very disruptive and unwelcome in a shopping centre whilst others are entirely appropriate and will contribute to the vitality and viability of local shopping.
- 7.4.25 Other service type uses which do not fall into any Use Class but are also competitors for space in shopping centres or on busy road frontages include:-
- (i) Petrol filling stations
  - (ii) Motor vehicle sales
  - (iii) Tyre and exhaust centres
  - (iv) Self drive and other vehicle hire depots
  - (v) Mini cab, taxi and driving school offices
  - (vi) Amusement arcades, amusement centres, video games centres, pool halls.
  - (viii) Nightclubs
- 7.4.26 The principal character of shopping centres is their retailing function and whilst service uses 'draw in' customers also, it is generally the A1 uses that form the core function around which other A2/A3 uses seek to locate. Clearly a balance must be achieved between the proportion of retail to non retail uses in centres and individual shopping frontages in order to preserve the essential retail character and maintain the best range and quality of service to the local community. The aim is to create shopping centres that meet shoppers' needs, provide services and create diversity of uses throughout the day. The use of upper floors in shopping centres is particularly welcomed for a



range of uses, notably retail and residential. Improving accessibility to shopfronts and upper floors is supported. In Bristol this balance of functions has been achieved since 1982 by the application of frontage policies which seek to define the character of frontages and establish related policies for the appropriate balance of non retail uses within them.

7.4.27 Because shopping frontages often have different characteristics this Plan contains Policies for two types of frontages within existing centres upon which the strategy for the control of non-retail uses is based:-

- (i) Primary shopping frontages
- (ii) Secondary frontages

The Schedule to Policies S5 and S6 details the shopping centres within the city and the frontage designation and Policy that therefore applies. The centres included are those set out in Policy S2 (For smaller ranks of shops and individual shop units Policy S7 applies). Individual policies are therefore required in respect of these discreet frontage categories.

### ***Frontages: Primary***

7.4.28 'Primary' is the basic definition of main shopping frontages. In defining primary frontages PPG6 and the following factors will be taken into consideration.

- (i) They will be the most important frontages for retailing units in a centre.
- (ii) They will be well used and as a result will generate considerable pedestrian activity by comparison with secondary frontages.
- (iii) There may be a significant proportion of service uses appropriate to a shopping frontage but this will not detract from the essential retail character of the frontage.
- (iv) They may have potential for improvement and expansion to provide even better local shopping provision.
- (v) They will be important in meeting local shopping needs.

7.4.29 In some centres it may be appropriate to promote the enhancement of retailing by encouraging the replacement of non-retail uses with A1 uses. Changes in local demand through population changes, a lack or loss of other local shopping and improved access would be among the factors taken into account in determining that such frontages should be given primary status in order to promote the regeneration of their retailing function.

**S5 The change of use of ground floor shop premises, situated on primary retail frontages as defined on the Proposals Map and set out in the schedule, to non-shopping uses will be permitted, provided that the proposed use would not seriously undermine the retail function of the shopping centre. In the assessment of the effect of an individual proposal on a centre, the following factors will be taken into account:-**

- (i) The location and prominence of the premises within the shopping frontage;**
- (ii) The floorspace and frontage of the premises;**
- (iii) The number, distribution and proximity of other ground floor premises in, or with planning permission for, non-shopping uses;**
- (iv) The particular nature and character of the proposed use, including the level of activity associated with it;**
- (v) Whether the proposed use would give rise to noise, smell or other environmental problems.**

(vi) In addition, within the core city centre primary shopping frontages as defined on the Proposals Map, such changes of use will only be permitted where they would enhance the vitality of a particular street as a retailing area. Residential, business developments, industry and warehousing uses (except on upper floors) will not be permitted.

Implementation: By adherence to this frontages Policy through the development control process.

### ***Frontages: Secondary***

- 7.4.30 Where the predominance of retailing has declined or is seriously fragmented by non retail uses the frontage can no longer be considered of primary importance to a shopping centre and its retailing function. These frontages usually lie outside or on the fringes of the main existing centres. However, such frontages can provide an opportunity for a broad range of other uses of benefit to local communities and can act as a reservoir for non retail uses inappropriate in other parts of a centre. In many cases they will already contain a mix of retail and non-retail uses. Such frontages, where retailing is relatively weak and where the city council considers it inappropriate to promote the re-establishment of retailing as a primary function, are classed as secondary frontages. In these frontages the city council will seek to encourage other non-retail uses, these would include the A2 and A3 classes as well as other uses with an identifiable public face or public access. This will provide interest, variety and activity that can be used to enhance and reinforce pedestrian routes and links throughout the city centre and other local centres.

### **S6 Within the secondary retail frontages set out in the schedule and defined on the Proposals Map, permitted uses will be:-**

- (i) Retail shops, financial and professional services, and food and drink uses.
- (ii) Other uses of general public interest or service normally associated with high streets and attracting members of the public, such as amusement centres, car showrooms, solariums, taxi-hire and nightclubs provided that the use will not give rise to any unsatisfactory environmental conditions, such as problems associated with parking, servicing and highway safety, noise, litter and effects on neighbouring properties.

Residential, business developments, industry and warehousing uses (except on upper floors) will not be permitted.

Implementation: Through the development control policy.

### ***Local Shops***

- 7.4.31 Local shops are an important part of community life and can provide a reasonable range of convenience goods often with associated services like a post office, hairdresser or cafe. A large number of small shopping parades, groups of shops and individual corner shops are found throughout the city. These also contribute to shopping provision and help to provide an accessible local service. The availability of shops to meet local needs is particularly important to those without transport and for those people with disabilities who are unable to make journeys to larger centres or food stores to shop for their everyday needs. PPG6 and PPG13 support policies which seek to ensure the provision of local shopping opportunities for all sectors of the population, including those with restricted transport choices. Thus the role of small, local shops in providing a level of service to the public is recognised as being important. For this reason shops more than 200–300m (reasonable walking distance) from centres will be encouraged for retention.

7.4.32 In general, smaller groups of shops have suffered from changing shopping habits and many have lost shops to other uses since there has been insufficient trade to maintain them. Corner shops have similarly declined in numbers. However the importance of remaining facilities is recognised and the aim of this Plan is to protect local groups and important corner shops. In some larger local ranks it may be appropriate to protect a smaller core of shopping units taking into account the range of facilities and vacancies. Because local circumstances vary so widely across the city this can only be achieved by judging proposals against the primary test of harm to the level of shopping service.

**S7 Outside the shopping centres set out in Policy S2, changes of use which would cause harm to the level of shopping service to the public of the immediate area will not be permitted where:-**

- (i) Local provision is inadequate, within reasonable walking distance.**
- (ii) It would lead to a fragmentation of the shopping service and/or create a concentration of non-retail uses.**

Implementation: Application for changes of use from Class A1 shops will be assessed against the Policy through the Development Control process. This will require an analysis of local provision, its catchment area, and the effect on level of service and accessibility the proposal would have.

***Control of Food and Drink Uses***

7.4.33 Food and drink uses are encouraged within a focus of activity as set out in Part I of the Policy, where linked trips can be utilised and not in isolated locations within residential areas.

7.4.34 Food and Drink uses which include public houses, restaurants, cafes and take-away food shops have significantly different characteristics compared to class A1 retail shops, but can add variety and diversity to shopping centres. They also have an important role to play in contributing to the evening economy, with later opening hours complementing other day uses and supporting leisure uses in existing centres. However, if these uses are allowed to dominate certain centres it will result in situations which are likely to detract from the local environment and cause local problems due to inappropriate opening hours, noise, litter, smells and conflict with the movement of pedestrians and traffic.

7.4.35 Recognising these difficulties the city council wishes to apply clear guidelines for the appropriate location of such uses and has produced a Policy Advice Note. The city council would seek to direct uses which attract a lot of customers such as night clubs, large scale pubs and large scale restaurants to appropriate locations within the city centre (defined on the Proposals Map as the City Centre inset), where they can take advantage of the public transport focus and car parking facilities. However, the impact on residential communities would still need to be carefully assessed. Where shopping streets are in close proximity to residential properties, it is more appropriate to cater only for localised needs such as small scale pubs small scale restaurants and take-away food shops.

**S8 (I) Food and drink uses will be permitted in the following locations:-**

- (i) Shopping centres and parades**
  - (ii) In appropriate locations in employment areas**
  - (iii) Areas of leisure uses, public amenities and tourist attractions**
  - (iv) Purpose built leisure or mixed use developments**
- (II) Food and drink uses will not be permitted which would give rise to environmental conditions which would harm the amenity of nearby residents by virtue of:-**

- (i) The number, distribution and proximity of other premises in, or with planning permission for, food and drink uses
- (ii) Noise, fumes, smells, late night activity
- (iii) Unsatisfactory arrangements for parking, servicing or resulting highway safety problems
- (iv) Unsatisfactory arrangements for refuse storage and disposal detracting from the appearance of the premises and area
- (v) Unsightly extensions, flues and installations

Implementation: By application to the Development Control process, in conjunction with the Policy Advice Note which will be reviewed during the Plan period.

### ***Regional Shopping Centres: Expansion and Enhancement of Broadmead***

- 7.4.36 Within the city boundary the city council can identify no sites that would accommodate a regional shopping centre without constituting a similar threat to the vitality and viability of the city centre. The city council therefore endorses Structure Plan Policy RT4 and accepts that no sites exist within the city boundary suitable for a regional scale shopping development that would not seriously affect the vitality and viability of the city centre as a whole.
- 7.4.37 The city council, retailers and investors who are committed to the future of Broadmead, believe that if the necessary investment and custom is diverted from the city centre to the edge of the city, then the Broadmead proposals for expansion, modernisation and improvement will be put seriously at risk. These Policies and proposals, and the associated strategy is set out in Chapter 11: City Centre.

### ***Out of Centre Shopping***

- 7.4.38 Although there have been a number of significant 'in centre' developments in recent years, (eg Asda, East Street; Galleries, Broadmead; Clifton Down, Whiteladies Road), 'Out of Centre' retailing was the salient feature of the boom in retail development during the 1980s.
- 7.4.39 The city council's policy on out of centre shopping is now well established. If there is no opportunity to provide needed modern facilities within or adjoining existing centres, the city council will support and assist a developer where an out of centre scheme is proposed provided the scheme would not cause demonstrable harm to the vitality and viability of existing shopping centres. This approach is now set out as the 'sequential approach' in PPG6.
- 7.4.40 There have been a number of major convenience store developments over the past 15 years, most being accommodated on 'out of centre' sites.
- 7.4.41 The majority of stores are now well established, meeting the needs of predominantly car borne shoppers from a large area of Bristol and complementing this with special bus services in some cases. The distribution of new developments appear to favour south Bristol, but developments just outside the northern boundary of the city at Cribbs Causeway, Stoke Gifford and Filton, and at Oldland Common on the eastern boundary draw a large part of their trade from within the city boundary.
- 7.4.42 Thus the city is now well provided with large convenience stores both in and out of centre. The current trend appears to be the provision of 'discount' foodstores. These are encouraged in or on the edge of existing centres. Taking into account the outstanding permissions yet to be built the opportunities for 'in centre' development identified in Policy S3 these should be sufficient to cater for future demand. No further out of centre convenience store sites are identified at this stage. However the convenience store market is sufficiently volatile to retain a positive policy stance in line with the established position referred to in 7.4.39 above.

**S9** The development of new retail stores outside existing town centres will only be permitted where no suitable sites are available within the town centre, or failing that, on the edge of the centre within the catchment of the proposal and where no harm would arise from the consideration of the following matters:–

- (i) The proposal's impact upon the Plan's strategy for preferred retail development locations;
- (ii) The proposal's impact upon factors affecting the vitality and viability of existing centres as a whole, including whether the proposal would prevent the implementation of a scheme which is needed to safeguard it;
- (iii) The proposal's impact, both individually and cumulatively, upon the availability of the public's shopping opportunities within its catchment area;
- (iv) The proposal's impact upon the overall travel patterns and car usage and whether the highway network is capable of accommodating it without serious detriment;
- (v) Whether the site is accessible to customers and staff by a choice of modes of transport;
- (vi) Whether the proposal would cause unacceptable environmental harm or nuisance to any neighbouring residential accommodation;
- (vii) Whether the proposal would reduce employment opportunities.
- (viii) Outside the locations set out in Policy S10, non-food retail warehouses will be permitted subject to the above considerations and provided the development could not be accommodated in or adjoining an existing or proposed retail warehouse park or within or immediately adjoining a centre of strategic importance.

Implementation: Where sites become available their suitability for convenience store development will be assessed against the Local Plan Policies.

### ***Out of Centre Shopping: Non-Food Retail Locations***

- 7.4.43 The main area of expansion in durable goods sales has been retail warehousing. During the 1970s and 1980s a number of developments were completed, the locations initially were opportunistic and more determined by site availability rather than a strategy for development.
- 7.4.44 By the mid 1980s this random pattern of interest had started to focus on a few key locations predominantly where industrial land was well located on a major radial route. Thus, the Bath Road frontages at Brislington, the railway land at Muller Road, sites at Winterstoke Road and at Avonmouth close to the motorway junction have attracted retail warehouse schemes.
- 7.4.45 The city council's policies for the late 1980s promoted the benefits of retail parks as set out in the Structure Plan. Accordingly the Eastgate Centre scheme with five units was permitted, and in the Bedminster Local Plan policies were adopted to enable more retail warehousing development at Winterstoke Road. A number of further consents were also granted on the Bath Road at Brislington clearly establishing this as a retail warehouse location.
- 7.4.46 Currently there is some retrenchment in the retail warehousing market and a number of outstanding consents have not been acted upon. In the short term there may be an over supply of sites and premises for this type of use. However, the philosophy applied to date and endorsing that



in the Structure Plan of seeking to direct retail warehousing into 'parks' will be maintained. The sites available at Eastgate, Bath Road, Avonmouth and Winterstoke Road will allow significant additional floorspace, should demand arise. These will be assessed by the criteria in Policy S9.

- 7.4.47 In the event of there being insufficient demand for retail warehouses the design and layout of the buildings lend themselves to alternative uses. The levels of parking, standards of access and environmental considerations as well as the scale of the buildings and internal layouts make retail warehouses suitable for certain types of leisure and industrial uses. Accordingly, Policies are contained in this Plan to allow changes of use to both B1(c), B2 and leisure uses, subject to a range of criteria designed to protect the local environment and ensure that the locations chosen are accessible to as many people as possible.

**S10 Non-food retail warehouses will be permitted on the following sites as defined on the Proposals Map:-**

- (i) Winterstoke Road, Bedminster (Bus Depot Site)**
- (ii) Bath Road, Brislington**
- (iii) Eastgate Centre, Eastville**
- (iv) Will's Factory, Hartcliffe (Major Regeneration Area)**

Implementation: Through Development Control process.

***Markets and Car Boot Sales***

- 7.4.48 Bristol is unusual in not having a strong tradition of street or open markets to complement the established shopping hierarchy. There are only four established market locations – the covered market at the Corn Exchange in the centre of Bristol (*see Chapter 11: City Centre Section 11.1.10*), Bristol Stadium site, Eastville, the Fruit and Vegetable Market Site in St Philip's Marsh and the Bristol City Football Ground car park at Ashton Gate. None of these directly complement an existing shopping centre and, apart from the Corn Exchange, operate on a two or three days a week basis only. Perhaps in response to a lack of established market facilities there is an active occasional market trade at a wide variety of sites as well as a flourishing car boot sale circuit eg, Canon's Marsh and Whitchurch Sports Centre. However, despite this, the city council does hold Royal Charter rights with regard to the control of markets. This is outside of Planning powers.
- 7.4.49 The city council believes that markets can enhance shopping provision and improve service to customers. They provide services which may not be viable or suitable in normal premises and are particularly important for establishing new businesses. In addition this can add vitality and interest to the street scene and generally make the city more attractive to local people and tourists visiting the city. Because there is no tradition of market trading, selection of sites is difficult. However, the city council will consider market proposals sympathetically where they will complement an existing shopping centre.
- 7.4.50 The city council recognises that markets can give rise to problems of litter, traffic congestion and obstruction of footways. Land is therefore required close to a proposed market site to store equipment, park traders' vehicles, prepare goods for sale and for the collection and disposal of rubbish. Facilities for washing, and provision of toilets will also be essential.
- 7.4.51 Car boot sales, charity sales and other forms of occasional trading are a growing feature on weekends throughout Bristol on car parks, sports grounds and other open spaces. Very often they are treated as fund raising ventures by community based organisations and provide an excellent focus for community activity. Provided such events occur on no more than 14 days on a site within a twelve month period then no planning consent is required. Such occasional use is deemed to be a permitted development. More frequent use would require planning consent and Policy S11 would be applied in such cases.



**S11 Street or open markets will be permitted provided they:-**

- (i) Do not harm the vitality and viability of shopping centres.**
- (ii) Include sites or premises for storage of market stalls, parking of traders' vehicles and provision of market facilities.**
- (iii) Do not adversely impact on the local environment due to noise, activity, hours of operation, traffic generation and parking.**

Implementation: Proposals will be dealt with through the Development Control process.

***Safeguarding Existing Market Sites***

7.4.52 The existing four markets make an important contribution to the range of shopping available in Bristol. These should be safeguarded and enhanced. In particular, the present market located at Eastville has several locational benefits and should be protected as one of the features of the Eastgate Centre. As such its general environment and its accessibility in respect of the other retail uses on the site could be improved and this should be an objective of any major redevelopment of the site.

**S12 Development which would harm the public's shopping opportunities provided at the following market locations as defined on the Proposals Map, will not be permitted.**

- (i) Eastville**
- (ii) Bristol City Football Ground**
- (iii) St Philip's Fruit and Vegetable Market.**
- (iv) St Nicholas, Corn Exchange**

Implementation: Development proposals affecting the above sites will be expected to include proposals for the retention and enhancement of the market.

## SCHEDULE TO POLICIES S5 AND S6

### SCHEDULE OF DESIGNATED SHOPPING FRONTAGES

This schedule details the shopping centres within the city and the relevant frontage designation and Policy that therefore applies. The schedule is split into two categories:-

(1) City Centre, and, (2) Rest of the city

The Centres included have been based on the criteria as set out in Policy S2. For smaller ranks of shops Policy S7 applies.

In assessing the suitability of proposals, the lengths of frontage to be calculated will normally be lengths between side roads etc, including any return corner frontages. In Broadmead the corner units would have to be calculated for each frontage.

PROPERTY STREET NAME/CENTRE		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
<b>(1) CITY CENTRE</b>		
<b>Broadmead</b>		
North Side	The Arcade	Core Primary
	Bond Street (south side from St James Barton to Philadelphia Court)	Primary
	Broadmead	Core Primary
	Broadweir	Primary
	Fairfax Street	Primary
South Side	Fairfax Street (from Pithay to No. 50)	Secondary
	The Haymarket	Primary
	Haymarket Walk	Primary
North Side	Horsefair (west of Barrs Court)	Core Primary
North Side	Horsefair (east of Barrs Court)	Primary
South Side	Horsefair (west of Callowhill Court)	Core Primary
South Side	Horsefair (east of Callowhill Court)	Primary
15-21 (odd)	Merchant Street	Core Primary
	Nelson Street	Primary
	Penn Street	Primary
1-9 (odd)	Union Street	Primary
	Union Street (from Fairfax Street to Haymarket)	Core Primary
<b>Outside Broadmead</b>		
Baldwin Street	Secondary	
West Side	Berkeley Place	Secondary
	Broad Quay	Secondary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
	Broad Street	Secondary
1–7	Byron Place	Secondary
	Canons' Road (Watershed)	Secondary
14–16 (evens)	Cherry Lane	Secondary
	Christmas Steps	Primary
	Christmas Street (south of Rupert Street)	Secondary
17 & 19	Christmas Street	Primary
49 & 51	Colston Street	Primary
52–90 (evens)	Colston Street	Primary
	Clare Street	Secondary
North Side	College Green	Secondary
East Side	Colston Avenue	Secondary
West Side	Colston Avenue	Secondary
West Side	Colston Avenue (from Pipe Lane to Trenchard Street)	Secondary
	Corn Street	Secondary
	Denmark Street (includes properties in proposed future extension to Park Street/Queens Road shopping area)	Secondary
West Side	High Street (from Corn Street to Baldwin Street)	Primary
129–185 (odd)	Hotwell Road	Secondary
251–275 (odd)	Hotwell Road	Primary
2–10 (even)	Jacobs' Wells Road	Secondary
41–45 (odd)	Jamaica Street	Secondary
9–11 (odd)	King Square Avenue	Secondary
1–10	Lower Park Road	Secondary
11–23	Lower Park Row	Secondary
5–39 (odd)	Midland Road	Secondary
	Nelson Street (except 15–21)	Secondary
1–3 (odd)	Nine Tree Hill	Primary
Croft House	North Street	Secondary
31–49	Old Market Street	Secondary
50–62	Old Market Street	Secondary
67–74	Old Market Street	Secondary
6–48 (even)	Park Row	Secondary
50–74 (even)	Park Row	Primary
1–89 (odd)	Park Street	Primary
2–90 (even)	Park Street	Primary
	Park Street Avenue	Primary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
16–26 (even)	Passage Street	Secondary
1–20	Perry Road	Primary
Freeling House	Prewett Street	Primary
	Quay Street	Secondary
Beacon House	and 309 (odd) Queens Avenue	Primary
1–39 (odd)	Queens Road	Primary
40–86 (even)	Queens Road	Primary
43–77b (odd)	Queens Road	Primary
Gillows	Queens Road	Primary
1–3	Queens Row	Secondary
Waring House	Redcliff Hill	Primary
1–69 (odd)	Stokes Croft	Secondary
2–48 (even)	and Trading Standards Office, Stokes Croft	Secondary
52–108b	Stokes Croft	Secondary
77–121	Stokes Croft	Primary
	St Augustine's Parade	Secondary
	St Augustine's Place	Secondary
North Side	St Georges Road (from Jacob's Wells Road to York Place)	Secondary
15–47 (odd)	St Nicholas Street	Secondary
Exchange Hall	St Nicholas Market, All Saints Lane	Primary
North Side	St Nicholas Street (from Exchange Avenue to Corn Street)	Secondary
North Side	St Nicholas Street (from Exchange Avenue to High Street)	Primary
	St Stephen's Avenue (south of Clare Street)	Secondary
East Side	St Stephen's Street (north of Clare Street)	Secondary
25–31 (odd)	St Thomas Street	Secondary
1–13	Triangle South	Secondary
	Triangle West	Secondary
2–32 (evens)	Upper Maudlin Street	Primary
	Victoria Street (both sides)	Secondary
1–86	West Street	Secondary
2–90	West Street	Secondary
North Side	Wine Street (west of Southey House)	Secondary
(2) REST OF THE CITY		
1–5	Abbotsford Road (Whiteladies Road)	Primary
6–10	Abbotsford Road (Whiteladies Road)	Primary
64–84	Alma Road (Whiteladies Road)	Primary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
59a-61	Apsley Road (Whiteladies Road)	Secondary
1-11	Arnside Road, 147-169 Greystoke Avenue, Southmead	Primary
2-14	Arnside Road, 171-187 Greystoke Avenue, Southmead	Primary
124-140	Ashley Road, St Pauls	Primary
142-152	Ashley Road, St Pauls	Primary
143-163	Ashley Road & 2, 3-7 Sussex Place, St Pauls	Secondary
193-209	Avonmouth Road, Avonmouth	Primary
259-269	Avonmouth Road, Avonmouth	Secondary
62-68	Bath Buildings & 34-58 Picton Street, (Stokes Croft)	Primary
1-29	Bedminster Parade, East Street, Bedminster	Secondary
36-96	Bedminster Parade, East Street, Bedminster	Secondary
Asda	Bedminster Parade, East Street, Bedminster	Primary
2-8	Berkeley Road, Lodge Causeway, Hillfields	Secondary
1-9 & Arch Hse	Boyces Avenue & 44, 46 Regent Street, Clifton	Primary
1a-6a	Boyces Avenue & 22 King's Road, Clifton	Primary
1-37	Brislington Hill, The Concourse, Bath Road, Brislington	Primary
44-62	Bristol Hill, Bath Road, Brislington	Primary
5-23	Broadwalk, Knowle	Primary
Internal -	Broadwalk Shopping Centre, Knowle	Primary
1-11a	Canford Lane to 31 High Street, (Westbury-on-Trym)	Primary
4-16	Canford Lane, Westbury-on-Trym	Primary
19-29	Canford Lane, Westbury-on-Trym	Primary
1-21	Cannon Street and 1-13 North Street, Bedminster	Primary
2-42	Cannon Street and 164 East Street, Bedminster	Primary
Whole of	Carlton Court, Westbury-on-Trym	Primary
1a-23	Chandos Road, Redland	Secondary
2a-6	Chandos Road, Redland	Secondary
8-16	Chandos Road, Redland	Primary
18-30	Chandos Road, Redland	Primary
1-8	Charlecombe Court, Stoke Lane	Primary
110-144, 156	Cheltenham Road (Stokes Croft)	Secondary
182a-204	Cheltenham Road (Stokes Croft)	Secondary
201-207	Cheltenham Road (Stokes Croft)	Secondary
206-234	Cheltenham Road (Stokes Croft)	Primary
213-241	Cheltenham Road (Stokes Croft)	Secondary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
16, 17–29	Church Road/Highridge Road, Bishopsworth	Secondary
123–145	Church Road/Highridge Road, Bishopsworth	Primary
1–31	Church Road, Redfield	Secondary
2–26	Church Road, Redfield	Secondary
35–89	Church Road, Redfield	Secondary
78–92	Church Road, Redfield	Secondary
104–112	Church Road, Redfield	Secondary
117–163	Church Road, Redfield	Secondary
144–154	Church Road, St George	Primary
156–188	Church Road, St George	Primary
191–195	Church Road, St George	Primary
194–300	Church Road, St George	Secondary
197–239	Church Road, Redfield	Primary
241–255	Church Road, St George	Primary
257–269	Church Road, St George	Primary
271–291	Church Road, St George	Secondary
321–359b	Church Road, St George	Secondary
2–4	Clayton Street, Avonmouth Village	Secondary
2–16	Clifton Down Road, (Whiteladies Road)	Primary
All of	Clifton Down Shopping Centre, Whiteladies Rd	Primary
All of	Clifton Down Station Phase 1, Whiteladies Rd	Primary
101–119	Coldharbour Road, Redland	Primary
110 (PO)	Coldharbour Road, Redland	Primary
116	Coldharbour Road (around to 2–4 Harcourt Rd)	Primary
118–126	Coldharbour Road, Redland	Primary
121–131	Coldharbour Road, Redland	Primary
1–15	Cotham Hill, (Whiteladies Road)	Primary
2–24	Cotham Hill, (Whiteladies Road)	Primary
30–46	Cotham Hill, 1–5 Abbotsford Road, (Whiteladies Road)	Primary
37–37b	Cotham Hill – Finigans Wake	Secondary
39a	Cotham Hill (and 1a–1d Pitville Place), (Whiteladies Road)	Primary
48–62	Cotham Hill, 6–10 Abbotsford Road, (Whiteladies Road)	Primary
61–69	Cotham Hill, (Whiteladies Road)	Secondary
133–181	Crow Lane, Henbury	Primary
2–14	Doncaster Road, Southmead Road	Primary



		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
Asda	East St Frontage	Primary
1-33	East Street	Primary
36-120	East Street	Primary
41-73	East Street	Primary
79-119	East Street	Primary
121-169	East Street	Primary
122-158	East Street	Primary
160-164	East Street and 2-42 Cannon Street	Primary
357-371	Filton Avenue	Primary
368-388	Filton Avenue	Primary
373-379	Filton Avenue	Primary
390-398	Filton Avenue, inc. The Fellowship	Primary
2-14	Filton Road	Secondary
16-32	Filton Road	Primary
34-48	Filton Road	Primary
52-68	Filton Road	Secondary
78-96	Filton Road	Secondary
1-19	Filwood Broadway, Knowle	Secondary
4-20	Filwood Broadway, Knowle	Secondary
21-49	Filwood Broadway, Knowle	Primary
2-18	Fishponds Road, Eastville	Secondary
95-147	Fishponds Road, Eastville	Secondary
151-161	Fishponds Road, Eastville	Primary
163-175	Fishponds Road, Eastville	Primary
515-551	Fishponds Road, Fishponds	Secondary
571-671	Fishponds Road, Fishponds	Secondary
574-592	Fishponds Road – Corner Site Lodge Causeway	Secondary
646-686	Fishponds Road, Fishponds	Secondary
673-683	Fishponds Road, Fishponds	Secondary
697-707	Fishponds Road, Fishponds	Primary
688-738	Fishponds Road, Fishponds (Safeway frontage)	Secondary
707a-715	Fishponds Road, Fishponds	Primary
717-729	Fishponds Road, Fishponds	Primary
731-761	Fishponds Road, Fishponds	Primary
744-770	Fishponds Road, Fishponds	Secondary
765-777	Fishponds Road, Fishponds	Primary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
778	Fishponds Rd.to 11 New Station Rd.	Secondary
780–786, PO	Fishponds Road, Fishponds	Primary
788–804	Fishponds Road, Fishponds	Primary
2–22	Gilda Parade, Wells Road	Primary
24–46	Gilda Parade, Wells Road	Primary
1–69	Gloucester Road	Primary
2–4a	Gloucester Road	Secondary
10–32 (inc.The Promenade)	Gloucester Road	Primary
New Promenade	Gloucester Road (front of Elton Mansions)	Primary
34–46	Gloucester Road	Primary
48–102	Gloucester Road	Secondary
71–99	Gloucester Road	Primary
101–149	Gloucester Road	Primary
138–168	Gloucester Road	Secondary
151–201	Gloucester Road	Primary
170–214	Gloucester Road	Primary
203–235	Gloucester Road	Secondary
216–244	Gloucester Road	Primary
246 & 248	Gloucester Road	Secondary
256–308	Gloucester Road	Secondary
259, 265–277	Gloucester Road	Secondary
281b–291	Gloucester Road	Primary
293–315	Gloucester Road	Primary
310–342	Gloucester Road	Primary
319–329	Gloucester Road	Secondary
344–440	Gloucester Road	Secondary
331–363	Gloucester Road	Primary
365–383	Gloucester Road	Secondary
387–415	Gloucester Road	Primary
417–437	Gloucester Road	Secondary
439–457	Gloucester Road	Primary
1–6	Gloucester Road, Avonmouth	Secondary
7–28	Gloucester Road, Avonmouth	Secondary
Various	Gloucester Road, Avonmouth	Secondary
1	Gloucester Row round to 37 The Mall, Clifton	Secondary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
147–169	Greystoke Avenue, Arnside Centre, Southmead	Primary
171–187	Greystoke Avenue, Arnside Centre, Southmead	Primary
98–138	Grosvenor Road, St Pauls	Secondary
2–7	Grove Road, Whiteladies Road	Secondary
29–31	Grove Road, Whiteladies Road	Secondary
2–4	Harcourt Road, Coldharbour Road, Redland	Primary
41–51	Henleaze Road	Primary
53–71	Henleaze Road	Primary
73–107	Henleaze Road	Primary
96–110	Henleaze Road	Secondary
142–158	Henleaze Road	Primary
168–190	Henleaze Road	Primary
1–41	High Street, Shirehampton & 1–6 The Parade	Primary
8–18, inc. George Inn	High Street, Shirehampton	Secondary
22–48	High Street, Shirehampton	Primary
45–49	High Street, Shirehampton	Secondary
50–60	High Street, Shirehampton	Primary
62	High Street, Shirehampton	Primary
1–29	High Street, Westbury-on-Trym	Primary
2–20	High Street, Westbury-on-Trym	Primary
34–44, inc. White Horse	High Street, Westbury-on-Trym	Primary
46–54	High Street, Westbury-on-Trym	Primary
69–73	High Street, Westbury-on-Trym	Secondary
3, 4	Highland Crescent	Primary
64–100	Hollway Road, Stockwood	Primary
Gateway	Holly Court, St Michael's Hill	Primary
	Imperial Arcade (East Street, Bedminster)	Primary
22	Kings Road & 1a–6a Boyces Avenue, Clifton	Primary
1–5	Kingsway and 204–206 Two Mile Hill Road	Secondary
135–143	Lawrence Hill	Secondary
Petrol Station to 186	Lawrence Hill	Primary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
188–212	Lawrence Hill	Primary
231–233	Lodge Causeway	Secondary
244–252	Lodge Causeway	Secondary
245–281	Lodge Causeway	Primary
266–284	Lodge Causeway	Secondary
286–312	Lodge Causeway	Primary
314–316	Lodge Causeway	Secondary
Arcade	Lombard Centre (East St Bedminster)	Primary
2–34	Lower Ashley Road, St Pauls	Secondary
3–13	Lower Ashley Road, St Pauls	Secondary
1–11	Lower Redland Road, Whiteladies Road	Primary
15–35	Lower Redland Road, Whiteladies Road	Secondary
6–14	Meadow Street, Avonmouth	Secondary
56–66	Mina Road, St Werburghs	Secondary
73–87	Mina Road, St Werburghs	Secondary
76–80	Mina Road, St Werburghs	Secondary
82–100	Mina Road, St Werburghs	Primary
3–11	New Station Road to 778 Fishponds Road	Secondary
1–13	North Street and 1–21 Cannon Street, Bedminster	Primary
2–12	North Street, Bedminster	Secondary
14–38	North Street, Bedminster	Primary
15–91	North Street, Bedminster	Secondary
40–48	North Street, Bedminster	Primary
50–68	North Street, Bedminster	Primary
70–208	North Street, Bedminster	Secondary
121–185	North Street, Bedminster	Secondary
209–215	North Street, Bedminster	Secondary
217–275	North Street, Bedminster	Primary
220–234	North Street, Bedminster	Primary
236–250	North Street, Bedminster	Primary
252–266	North Street, Bedminster	Primary
268–274a	North Street, Bedminster	Primary
Trading Stnds		
Office	North Street to 2–48 Stokes Croft	Secondary
1–33	North View, Henleaze	Primary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
2-2b	North View, Henleaze	Secondary
6-16	North View, Henleaze	Secondary
32-34	North View, Henleaze	Secondary
35-51	North View, Henleaze	Primary
38-42	North View, Henleaze	Secondary
45-49	Northumbria Drive and Waitrose Supermarket, Henleaze	Primary
60-68	Northumbria Drive, Henleaze	Secondary
731-5	Passage Road, Westbury-on-Trym	Secondary
1	Paul Street & 138a-152 StMichael's Hill	Primary
34-58	Picton Street to 62-68 Bath Buildings, (Stokes Croft)	Primary
1a-1d	Pitville Place (and 39a Cotham Hill), (Whiteladies Road)	Primary
11-19	Portland Street & 24a-40 The Mall, Clifton	Primary
16-22	Portland Street & 46-64 The Mall, Clifton	Primary
25	Portland Street, 15, 17 The Mall and 1 West Mall, Clifton	Primary
26, 28	Portland Street & 19-25 The Mall, Clifton	Primary
1-37	Princess Victoria Street, Clifton	Primary
2-20	Princess Victoria Street & 25-27 Waterloo St	Primary
22-28	Princess Victoria Street & 2-22 The Mall	Primary
30-40	Princess Victoria Street	Secondary
1-13	Redcatch Road, Broadwalk, Knowle	Primary
1-23	Regent Street, 54 Royal York Crescent, Clifton	Primary
2-28	Regent Street, 54 Royal York Crescent, Clifton	Secondary
27-39	Regent Street & 52 Royal York Crescent	Secondary
30-42	Regent Street, Clifton	Secondary
44-46	Regent Street & 1-9 Boyces Avenue	Primary
Asda frontage	Regent Street, Bedminster	Primary
1-9	Repton Road, Sandy Park, Brislington	Secondary
32-48	Ridingleaze, Lawrence Weston	Primary
50-84	Ridingleaze, Lawrence Weston	Primary
8-26	Sandy Park Road, Brislington	Secondary
31-55	Sandy Park Road, Brislington	Primary
38-48	Sandy Park Road, Brislington	Secondary
57-79	Sandy Park Road, Brislington	Primary
81-83	Sandy Park Road, Brislington	Secondary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
55–63	Shirehampton Road, Sea Mills	Secondary
Trymwood Pde	Shirehampton Road, Sea Mills	Secondary
72–92	Shirehampton Road, Sea Mills	Primary
263 Bear & Rugged Staff	Southmead Road	Primary
306–316	Southmead Road	Primary
325–345	Southmead Road, 2–14 Doncaster Road	Primary
1–24	St Catherine's Place Precinct, Bedminster	Primary
71–81, 64–94	St Marks Road (inc.2–12 High Street, and Roman Road)	Primary
118–124	St Michael's Hill	Secondary
138a–152	St Michael's Hill & 1 Paul Street	Primary
133–139	St Michael's Hill	Secondary
141–159	St Michael's Hill	Secondary
Holly Court	St Michael's Hill (Gateway)	Primary
3–7	Stapleton Road, Easton	Secondary
14–30	Stapleton Road, Easton	Secondary
36–54	Stapleton Road, Easton	Primary
56–74	Stapleton Road, Easton	Primary
76–94	Stapleton Road, Easton	Primary
96–114	Stapleton Road, Easton	Primary
116–128	Stapleton Road, Easton	Primary
130–146	Stapleton Road, Easton	Primary
182–190	Stapleton Road, Easton	Secondary
192–242	Stapleton Road, Easton	Primary
207–231	Stapleton Road, Easton	Primary
244–250	Stapleton Road, Easton	Primary
250a–286	Stapleton Road, Easton	Secondary
303–307	Stapleton Road, Easton	Secondary
338–460	Stapleton Road, Easton	Secondary
415–443	Stapleton Road, Easton	Secondary
48–60	Stockwood Road, Shopping Centre	Secondary
64–100		
Hollway Road	Stockwood Shopping Centre	Primary
121–145	Stoke Lane	Primary
124–130	Stoke Lane	Primary
Charlecombe Court	Stoke Lane (Units 1–9)	Primary
1–11	Straits Parade (Fishponds Road)	Primary



		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
12	Straits Parade (Fishponds Road)	Primary
13-19	Straits Parade (Fishponds Road)	Primary
2 & 3-7	Sussex Place (161/163 Ashley Road) St Pauls	Secondary
1-29	Symes Avenue	Primary
2a-30	Symes Avenue	Primary
1-37	The Concourse, Brislington Hill	Primary
1-9	The Mall, Clifton, 44 Caledonia Place	Primary
2-22	The Mall & 22-28 Princess Victoria St	Primary
15-17	The Mall & 1 West Mall & 25 Portland St	Primary
19-25	The Mall & 26/28 Portland Street	Primary
24a-40	The Mall & 11-19 Portland Street	Primary
27	The Mall to side of 1 Gloucester Row	Secondary
46-64	The Mall & 16-22 Portland Street	Primary
1-6	The Parade, Shirehampton & 1-41 High St	Primary
7-10	The Parade, Shirehampton	Secondary
1-8	The Promenade (front of 16-32 Gloucester Rd)	Primary
1-6	Trymwood Parade, Shirehampton Road	Secondary
101-177	Two Mile Hill Road	—
179-343	Two Mile Hill Road	
204-206	Two Mile Hill Road & 1-5 Kingsway	
349-369	Two Mile Hill Road & 1-5 Kingsway	
1-9	Waterloo Street, Clifton	Primary
10-16a	Waterloo Street, Clifton	Secondary
Broadwalk	Wells Road	Primary
278-320	Wells Road	Secondary
317-323	Wells Road, 1-13 Redcatch Road	Primary
Gilda Parade	Wells Road, Whitchurch	Primary
1	West Mall, 15-17 The Mall & 25 Portland St	Primary
1-237	West Street, Bedminster	Secondary
2-218	West Street, Bedminster	Secondary
51-75	Westbury Hill round to 3 Stoke Lane	Primary
1-4	Whiteladies Gate	Secondary
30-40	Whiteladies Road	Secondary
42-52	Whiteladies Road	Secondary
43-49a	Whiteladies Road	Secondary

		BRISTOL LOCAL PLAN FRONTAGE DESIGNATION POLICIES S5 AND S6
PROPERTY	STREET NAME/CENTRE	
51–65a	Whiteladies Road	Secondary
58–74	Whiteladies Road	Primary
67–115	Whiteladies Road	Secondary
76–92c	Whiteladies Road	Primary
94–106	Whiteladies Road	Primary
108–126	Whiteladies Road and 1 Wellington Park	Primary
119–125	Whiteladies Road	Primary
128–148	Whiteladies Road	Primary
131–139	Whiteladies Road	Secondary
143–145	Whiteladies Road	Secondary
147–147c	Whiteladies Road	Secondary
149–151	Whiteladies Road	Secondary
150–156	Whiteladies Road	Primary
153–161b	Whiteladies Road	Secondary
156a–168	Whiteladies Road, 34 Highland Crescent	Primary
163–171	Whiteladies Road	Primary
170–188	Whiteladies Road	Primary
171–189	Whiteladies Road, 1–11 Lower Redland Road	Primary
189–199	Whiteladies Road, 2–7 Grove Road	Secondary
201–211	Whiteladies Road, 29–31 Grove Road	Secondary
1–9	Worrall Road, Whiteladies Road	Primary
2–8	Zetland Road (Gloucester Road)	Primary
3–13	Zetland Road (Gloucester Road)	Secondary
15–31a	Zetland Road (Gloucester Road)	Primary

## CHAPTER 8 HOUSING

*"A BETTER RANGE OF HOUSING AND A GREATER OPPORTUNITY FOR LOCAL  
PEOPLE TO BE HOUSED"*

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## 8.1 INTRODUCTION

### *Housing Supply*

- 8.1.1 Bristol, in common with many cities in the country, faces a continuing increase in the number of people who are homeless, as well as a growing city council Housing Waiting List. There is an urgent need to improve the range of housing available in the city, particularly housing which is accessible to those who cannot afford to rent or buy on the open market. Planning policy is just one mechanism the city council can use to bring about improved housing in Bristol in the 1990s. This Plan cannot satisfy the full range of housing needs of the city, which must be addressed in conjunction with neighbouring authorities via the Structure Plan. Although, by identifying a realistic supply of housing land in the city and controlling the way this is developed it is hoped that a range of housing supply will be maintained.
- 8.1.2 Government policy in the last ten years has led to a free market approach, with less commitment to provision through public subsidy of the range of housing needed, in particular affordable housing.
- 8.1.3 The supply of new housing has not met the specific needs of various sectors of the community in respect of type and cost. This has led to the use of unsatisfactory temporary housing in bed and breakfast accommodation, overcrowding in hostels and increased homelessness. The 1980 Housing Act gave tenants the 'Right to Buy' their houses. This combined with the effects of severe restrictions on Local Authority house building programmes since 1976 has reduced the number of council houses available. This has led to a serious shortage of affordable family housing.
- 8.1.4 Housing Associations play an increasingly important role in the provision of housing in the city. Recently they have been forced to focus on 'easy to achieve' new build projects to attract funding from the Housing Corporation. There is a danger that this will lead to a serious problem of vacant, older properties with no clear mechanism to secure their improvement. In order to meet the housing need and renewal strategy in the city, these houses are required to be put back into use. There is also a growing concern that Housing Associations are being forced to charge higher rents which are not affordable for some people. The partnership between the city council and Housing Associations is being reinforced to secure significant contributions to housing provision in line with local needs.
- 8.1.5 This Plan seeks to direct the nature of private house building in the future to ensure the type of homes built are in line with local needs and that there is a contribution to affordable housing. This can be achieved by a partnership between public and private sectors and maximising the use of sites identified in this Plan. This includes the development of marginal and backland sites and a commitment to a strategy for urban renewal. This will then reduce pressures to develop land allocated for other uses, including open space.

### *Housing Need*

- 8.1.6 The nature of housing need is particularly complex and has changed considerably over recent years. There has been, and continues to be, a trend towards smaller households. There has also been a subsequent increase in demand for small family accommodation for single parents, young couples with small children and the elderly. In order to satisfy local housing needs clear policies for affordable housing, including housing for special needs, are required. In addition, there are groups of people in the city for whom housing provision has become difficult, eg students. There is a growing problem of insufficient student housing in the city, leading to increased demand for low cost rented accommodation which is in short supply and in competition with other housing demands. It is essential that institutions such as the Universities work with the city council to reduce any future conflicts between the need for student housing and other housing needs.

## ***Housing Renewal***

- 8.1.7 Policies to protect existing housing and to encourage urban renewal are important parts of this Plan. The conversion of existing property, the restoration of derelict and substandard properties and the redevelopment of existing housing which has reached the end of its useful life may increase the number of homes in the city. There are known to have been 5,429 vacant houses in the city in 1991, which if brought back into use, would be of major benefit to all sections of the housing market (*ref. Census 1991*). There are also opportunities to revitalise and diversify land use in the city to provide new homes on upper floors over shops and offices.
- 8.1.8 The city currently has two Renewal Areas, one in Easton, and one in St Werburghs and St Agnes. Other major renewal projects are currently underway in areas of the city containing large numbers of defective pre-reinforced concrete housing and also areas of 60s and 70s high rise flats. These projects are being led by the city council in conjunction with housing associations.
- 8.1.9 The important urban renewal work that has taken place around the city docks through private and public initiatives has produced many opportunities for new housing schemes. The redevelopment for housing of a number of vacant/derelict warehouses and redundant storage yards have provided the opportunity for people to move back into the city centre. This is an established objective of the city council.

## **8.2 POLICY CONTEXT**

- 8.2.1 This section recognises the importance of public policy documents and indicates how they relate to the housing Policies in this Plan.
- 8.2.2 The Commission of the European Communities Green Paper on the Environment, 1990, supports a diversified land use across cities and in particular a reduction in isolation for people living on the edge of cities. It also seeks more environmentally aware cities making good use of derelict and under-used land and achieving sustainable development.
- 8.2.3 The Department of the Environment Paper '*This Common Inheritance*', 1990, encourages the revitalisation of urban centres and the use of vacant or redeveloped urban land for housing. It is in these areas that the main opportunities for new housing in Bristol exist. There is very little new land for housing development within the city boundary.
- 8.2.4 Planning Policy Guidance Note No.3 on Housing was published in March 1992. This PPG endorses the requirement for a five year supply of land for housing and, in particular, that full and effective use of land in existing urban areas should be made whilst also protecting valuable amenity land. This changed emphasis, and protection afforded to green space is welcomed.
- 8.2.5 PPG3 requires Local Plans to ensure that suitable land is allocated for housing to implement the Structure Plan proposals in ways which take account of local conditions. It also contains welcome advice concerning the provision of affordable housing, and in particular recognises that authorities may now negotiate for the inclusion of an element of affordable housing in new schemes. This was followed in 1996 by Circular 13/96 "*Planning and Affordable Housing*" which developed this advice in some detail but stated that it is only applicable to sites over 40 dwellings.
- 8.2.6 Circular 1/94 on gypsy sites proposes that sites should be identified through the Local Plan process taking account of proven need and site suitability, or criteria for the selection of sites included within the Plan.
- 8.2.7 Structure plans are required to indicate the scale and provision to be made for housing within the relevant policy period and local plans are required to translate the broad policies of the structure plan into more detailed development control policies and map based allocations for housing development.

- 8.2.8 The Structure Plan sets housing allocations for a policy period of 1989–2001. Previous versions of the Structure Plan set housing allocations at both the district and sub district level, but current government guidelines indicate that structure plan housing allocations should not normally be broken down below district level, this being seen as a more appropriate function for local plans. In line with this advice the Structure Plan now sets housing allocations at the district level only.
- 8.2.9 In calculating the housing requirement figures in the Structure Plan, allowances are made to replace dwellings lost through demolitions and changes of use, and deductions of the gains which are expected as a result of modifications to existing residential properties eg flat conversion schemes. The housing allocation which is set by the Structure Plan does not therefore represent the net proposed increase in dwelling stock – in simple terms the allocation includes all new build housing and new dwellings created by conversions from non-residential uses. The housing allocations set out in this Local Plan conform to this methodology.
- 8.2.10 The Structure Plan sets a total allocation of 40,800 new dwellings to be built in the former County between 1989 and 2001. In apportioning the county-wide allocation amongst the districts, the Structure Plan adheres to the principle that land proposed for housing development is to be concentrated primarily within Bristol, Kingswood, the North Fringe and Weston-super-Mare. The allocation set by the adopted Avon Structure Plan for Bristol stands at 6,300 dwellings.
- 8.2.11 The policy areas which were specified in earlier versions of the Avon Structure Plan have now been incorporated into the Bristol Local Plan. The Examination in Public Panel's report recommended sub-division below district level was appropriate for the Local Plan: thus the Bristol Local Plan has incorporated housing allocations at the Policy Area level, fitting within the context of the Structure Plan.
- 8.2.12 The definition of specific housing allocations for the policy area is considered as an important guide to the distribution of housing within the city to encourage the redevelopment and regeneration of the central and inner area whilst restricting pressure on important green field sites, particularly in the suburban area.
- 8.2.13 The housing allocation figures proposed in this Local Plan for the policy areas are derived from the city council's representations on capacity for housing development in Bristol which were presented to the Examination in Public into the Structure Plan Third Alteration. The overall housing allocation proposed by Bristol city council was accepted in the Panel's report on the EIP, the figure for the city as a whole being incorporated into the adopted Structure Plan.
- 8.2.14 There are several other changing policy issues which are having a significant effect on housing in Bristol. The changes brought about by the Children Act 1989 and the National Health Service and Community Care Act 1990. This legislation requires that wherever possible people are cared for in the community. There has been a recent increase of development of shared houses, small hostels and residential care homes and day care centres as a consequence. This Plan contains Policies which recognise the importance of these developments and ensure that they are carefully integrated into existing housing areas.
- 8.2.15 The city council has adopted clear housing and planning policies to protect houses in the city, to influence the quality and range of housing supply to achieve urban renewal schemes and to reduce homelessness.

### 8.3 OBJECTIVES

- 8.3.1 *To protect and improve the quality and range of housing in the city.*
- 8.3.2 *To set realistic requirements for new housing, and to identify sites for development to fulfil Structure Plan requirements.*
- 8.3.3 *To increase the supply of a wide range of house types to match identified local need, particularly affordable housing and housing for people with special needs.*



- 8.3.4 To ensure that all new housing schemes are assessed in line with the guidance on standards, quality of development and local housing need.
- 8.3.5 To recognise the important contribution that conversion of houses to smaller units of residential accommodation can make to the housing supply and to ensure that good quality housing is provided.
- 8.3.6 To encourage improvement and use of upper floors in shopping and commercial areas, where suitable for residential use, to increase housing supply.
- 8.3.7 To develop a housing strategy with the council, adjoining Authorities, the Health Authorities and Housing Associations to ensure adequate provision for special needs housing in the city.
- 8.3.8 To adopt a strategy for urban regeneration in the inner city and outer estates.

## 8.4 POLICIES

### ***Retention of Residential Accommodation***

- 8.4.1 Since 1981 Bristol city council has pursued a policy to resist the loss of residential accommodation in the city. In view of the high level of demand for homes as indicated in the council house waiting lists, an increase in the levels of homelessness, the increasing number of small households and the declining opportunities to build on new land without environmental damage it is proposed to adopt this policy in the Local Plan. The existing housing stock must be maintained and further housing provided to meet the city's need for housing. Exceptions will only be where an applicant demonstrates an overriding local need for an alternative use for which no other site or buildings are available (*see Chapter 9: Community Services*), or where the property is unsuitable for residential use, such as a Listed Building that could be better preserved by other uses (*see also Policy CC4*).

### **H1 Development involving the change of use of existing residential accommodation will only be permitted when:-**

- (i) It would not unacceptably erode the city's housing stock; or**
- (ii) it consists of a community service use which provides benefits for the residents of the immediate locality; or**
- (iii) the accommodation is unsuitable for residential use.**

Implementation: Development control.

### ***Land Allocated for Housing Development***

- 8.4.2 The city council will ensure that there is an adequate and balanced provision of housing land available in the city to meet housing needs and demand, including opportunities to provide affordable housing. The city council has a duty to identify sufficient housing land to comply with the requirements of the current Structure Plan. The city council also has a duty to identify a five year land supply of housing land that is available for development. The sites allocated in the Local Plan have the capacity to meet these requirements. For the purposes of the Local Plan the requirements are divided into the suburban, inner and central area. This will help to ensure the proper distribution of housing throughout the city. It will restrict development in the outer area, on green field sites and encourage renewal of inner areas. However, land for housing development is now running out within the city boundary and future housing allocations will have to reflect this. New developments which will cause damage to the urban environment will not be allowed. Where appropriate encouragement will be given to schemes that provide new housing by the re-use and renewal of existing buildings.

- 8.4.3 The city council will carefully monitor the uptake of sites and the types of opportunity presented by land which remains available for development. Changes within the housing stock and the availability of any additional windfall sites will be taken into consideration.
- 8.4.4 The Bristol Local Plan period runs concurrently with the Structure Plan period 1989–2001. The consultation draft version of the Local Plan was produced in April 1992 and the assessment of the housing allocation for Bristol was consequently based on an assessment carried out in 1992 when three years of the policy period had already elapsed. The figures given below for housing provision within the whole policy period are therefore split into (i) the component for completions by March 1992 and (ii) the components anticipated for provision April 1992 onwards.

ESTIMATED PROVISION TO MEET HOUSING ALLOCATION 1989–2001	
Proposed dwelling allocation 1989–2001	6,300
Dwelling completions 1989–1992 (all sites)	1,703
Estimated provision 1992–2001 from large sites identified in the Local Plan	3,457
Capacity of sites with planning permission in 1992	2,969
Estimated provision 1992–2001 from large sites not identified in the Local Plan ('windfall' sites)	420
Estimated provision 1992–2001 from unidentified small sites	720

Figure 8.1: Housing Provision

## **H2 6,300 dwellings are proposed to be built in the period 1989–2001 in the following areas:–**

<b>Central</b>	<b>1,000</b>
<b>Inner</b>	<b>1,700</b>
<b>Suburban</b>	<b>3,600</b>

Implementation: By public, private and voluntary sector including promotion of sites by the city council.

### ***Sites Identified for Development***

- 8.4.5 Sites proposed for housing development are identified in the schedule to this Policy. There are some sites where there are particular issues relating to their open space value and/or where there are other land use allocations and these are indicated accordingly.
- 8.4.6 Within the city centre existing residential areas will be a focus for additional housing, through the allocation of specific sites and the exploitation of windfall opportunities (*see Chapter 11: City Centre*).
- 8.4.7 Most new housing development in the city centre will be provided through mixed schemes involving other land uses. A number of sites are identified where such an approach is considered appropriate (*see part 2 of the schedule*). In general the first priority in these locations will be to provide additional housing. Other uses will normally be supported where they enable physical or financial constraints to residential development to be overcome (*see Chapter 11: City Centre*). New developments will be assessed against the design criteria set out in Policy B8.
- 8.4.8 It is also essential that opportunities are taken to revitalise the city, improve buildings and maximise the housing supply. This can be achieved by Renewal Schemes. Neighbourhood renewal schemes such as those established at Easton and St Agnes and St Werburghs require a comprehensive approach to regeneration. The need for refurbishment of older areas, the high numbers of sub-standard housing including PRCs (pre-reinforced concrete) and 'prefabs' are all examples of the importance of renewal. Urban renewal projects likely to be considered in the near future are shown on the Proposals Map and listed in Appendix 1.

**H3 Housing development on sites listed in the schedule to H3 and shown on the Proposals Map subject to other Policies in the Plan, will be permitted. Open space proposals for certain sites are included in the schedule. On all sites, regard must be had to safeguarding open space and to respecting other land use allocations of the Plan.**

Implementation: By public, private and voluntary sector including promotion of sites by the city council.

***Backland Sites***

- 8.4.9 In some parts of the city there are under-used areas which may be improved by limited development directly linked to related environmental improvements. In particular in the outer estates and other low density housing areas, there may be an opportunity to develop some under used amenity areas, garage courts and allotment gardens. These sites will make an invaluable contribution to housing land supply whilst also ensuring that the objective of a full and effective use of urban land is met. Where known, the sites have been included in the schedule of sites available for development.
- 8.4.10 These backland sites may provide the opportunity for mixed development in line with community and economic needs, improved open space and new housing. In all cases the environmental effects of development particularly on local amenity (*see Chapter 3: Natural Environment: Policy NE1(iv)*), must be taken into account. The close proximity of adjacent occupiers on highly constrained sites must be fully considered. If there are proposals to redevelop adjacent land then this should also be considered with the backland site to ensure the best use and design of the site.
- 8.4.11 The development of garage courts may provide some opportunities for new housing, but will only be acceptable if they are either unused or if suitable alternative parking provision for existing users can be made.
- 8.4.12 In inner city areas such opportunities may provide key sources of land supply, these will be expected to provide a contribution to any affordable and special needs housing required in the area.

**H4 Residential development of under-used backland sites will be permitted provided that:-**

- (i) The effect of development on local amenity is taken into account;
- (ii) there is no unacceptable loss of off-street parking;
- (iii) the site is no longer required for its original use; and
- (iv) the development is of a comprehensive nature taking account of any likely change in the use of adjacent land; and
- (v) schemes take account of other community needs which may also require land in the locality.

Implementation: In partnership between city council, private sector and housing association.

***Accessible Housing***

- 8.4.13 PPG3 states that where there is clear evidence of local need, a local plan can include a policy seeking to negotiate housing accessible for disabled people on suitable sites.
- 8.4.14 The 1988 Study of the Prevalence of Disabled People conducted by the Office of Population Census and Survey (OPCS) indicated a much larger number of severely disabled people in many parts of the country than dwellings adapted for disabled people. In Bristol at 1st April 1992 there were 886 households containing a member with a physical disability on the Housing Register who

required specialist accommodation. However, this figure only represents those who have registered a housing need, and is likely to be an under-estimate of the true picture in Bristol today.

- 8.4.15 The age structure of Bristol provides an indication of the present and future level of disabled people in the district.
- 8.4.16 The OPCS Study in 1988 showed that over two-thirds of disabled people are over 60. In Avon, current demographic trends show an increase in the over 75 and over 85 groups, and in Bristol alone 7.6% of the population is over 75 (*source: Census 1991*). This increasingly high proportion of elderly will inevitably increase the number of disabled people and hence the need for adapted accommodation.
- 8.4.17 In line with the Government's Community Care policy direction, the former Avon County Council's Social Services Department published their own Community Care Plan. The key objective of this Plan is to "help people remain as independent as possible for as long as possible whilst living in their own home". This combined with the growing number of elderly will have additional implications for the amount of adapted accommodation needed across all sectors of the housing market. Housing, particularly that incorporating ground floors, should therefore be capable of serving the needs of the disabled elderly.
- 8.4.18 In order to overcome the current shortfall in accommodation for disabled people, but also to comply with the Care in the Community Plan it is essential that all new housing and refurbishment should, where possible, be built to at least mobility standards.
- 8.4.19 In addition to mobility and wheelchair housing, developers' attention is also drawn to the number of specialised requirements arising from the wide variety of disabilities and the need to cater for these requirements.

**H5 Residential developments including refurbishments should wherever practicable provide housing that is accessible and habitable by all members of the community. The following will be sought through negotiation:-**

- (i) Houses and ground floor flat units built to mobility standards accessible to disabled people
- (ii) An element designed to accommodate wheelchair users in major housing developments.

**To apply particularly to sites which are especially suitable for access by the less mobile by reason of topography and location close to shops and other local services.**

Implementation: Negotiation through development control.

***Community Benefit from Development***

- 8.4.20 Where appropriate, developers of major residential schemes (defined as those over 40 units or 1.5 ha) may be asked to contribute new or improved social and community facilities such as play areas, footpaths and environmental works, the need for which arises because of the development. Community benefit is also achieved by the provision of affordable housing (*see Policy H9*).

**H6 In the case of major residential development, a planning obligation will be sought, through negotiation, to provide for new or improved social and community facilities on or easily accessible to the site where the need for these arises directly from the development concerned and is necessary for it to proceed. Provision should be fairly and reasonably related in scale and kind to the individual development.**

Implementation: Continued dialogue with local groups and residents will indicate local needs and expectations which may be negotiated as part of major planning applications for housing development.

### ***Conversion and Sub-Division of Existing Houses***

- 8.4.21 With the high demand for housing in Bristol it is not only desirable that residential accommodation is retained, but also that there are clear policies for the conversion of properties to smaller units of accommodation. These policies must take into account the size of the property to be converted, the character of the property, the range of type of units available in the area and local housing needs.
- 8.4.22 There is continuing demand for small to medium family housing and a range of family accommodation should be retained throughout the city supporting local facilities such as schools and leisure centres, reducing the need to travel and maintaining local identity. The increase in one or two persons households has reinforced the demand for flats and smaller units of accommodation. Thus, a range of housing types across the city is needed.
- 8.4.23 The demand for non self-contained bedsits and shared housing is also in part a product of the same pressures. These forms of housing often provide affordable accommodation for particular groups of the population, such as, young people and students.
- 8.4.24 There may be cases where, for reasons connected with the design, size and location of the property, subdivision to self-contained flats or maisonettes is not in the best interests of that area. The impact on the environment must be considered and possible damage to the character and amenity of the locality. Problems of over-concentration can also arise; insufficient parking capacity is likely to be one of the results of this. All proposals will need to conform to other relevant Policies in the Plan on parking, design, privacy etc.

### **H7 Conversion of houses to smaller units of self-contained accommodation will be permitted unless it adversely affects the character and amenity of the immediate locality.**

Implementation: The city council will adopt a Planning Advice Note on Conversion and Sub-Division of houses (and other buildings) to smaller units of accommodation.

### ***Upper Floors Over Shops and Offices***

- 8.4.25 There are clearly opportunities to develop vacant floors over shops and offices for residential use. There are a large number of vacant units above shops and offices which, with imagination, commitment and, where necessary, financial encouragement, could make much needed homes. It is essential that staircases separate from the ground floor use should be retained or reinstated wherever possible (*see Chapter 4: Policy B10*). There is also potential to include residential accommodation on the upper floors of new retail development. However, situations will arise where the quality of accommodation, or identifiable local needs outweigh the benefits of retaining upper floor accommodation for housing. In these circumstances there is scope for small business or community use provided the city council is satisfied that the new use will be compatible with adjoining uses.

### **H8 The residential use of upper floors of new and existing shops and offices will be permitted. Where the accommodation is not capable of providing satisfactory accommodation by reason of location or fitness for living, other uses will be permitted which create employment opportunities or community facilities, provided that:-**

- (i) The use will not cause disturbance or nuisance to adjoining residential accommodation.**
- (ii) The change of use does not cause a loss of retail floorspace or threaten the viability of the ground floor use.**

Implementation: Encouragement to owners of vacant property to reinstate use, use of grants to advertise and promote schemes.



### ***Housing Need***

- 8.4.26 The exclusion of large numbers of people from the private housing market, together with increasing numbers of homeless people and of people with special housing needs creates a very high demand for housing which cannot be satisfied by the council's own stock. It is important therefore that development relates closely to housing needs in that area. The following Policies seek particular types of accommodation for particular groups.

### ***Affordable Housing to Meet Local Needs***

- 8.4.27 There is now a general concern about a crisis of affordability of housing provision in Bristol. The recent Housing Needs Survey shows that 39% of newly forming households across the city cannot afford to buy at market prices. Affordable housing is defined as housing that is available to people whose income does not allow them to rent or buy at normal market prices.
- 8.4.28 PPG3 on Housing, March 1992, recognises the need for affordable housing and acknowledges its provision from private development as a material consideration. The draft Explanatory Note on Planning and Affordable Housing, DoE, December 1992, refers to a particular concern for affordable homes for young people setting up home. It also states that it is desirable for larger developments to incorporate a reasonable mix and balance of house types and sizes to cater for a range of housing needs.
- 8.4.29 In order to meet the shortage of affordable housing to rent and buy, in accordance with PPG3, the city council wishes to seek a proportion of low cost housing from major housing schemes. Major schemes will be defined in the current Government Circular on affordable housing.
- 8.4.30 Using information from the Family Expenditure Survey, the city council's Housing Common Register, data from the 1991 Census, property prices and house building completions and relets data, a Housing Needs Survey has been carried out for the whole city (*"Housing Affordability and Needs Model for Bristol"*, Glen Bramley, January 1995). Those areas found to be in greatest need, allowing for social housing relets are Clifton, Fishponds, Horfield, St George, Broomhill, Stockwood, Knowle and Bedminster.
- 8.4.31 The survey shows that the median gross household income for newly forming households is around £250 per week (£12,500 pa). However, 39% of households had incomes below £200 a week (£10,000 pa). £10,000 per annum is the minimum income required to buy the cheapest home so most of these households will require rented property, particularly as the cheapest houses may be too small or unsuitable in other ways. Average house prices range from £36,120 (one bed) to £50,000 (three bed).
- 8.4.32 From the above information it can be calculated that there are 2,903 households in need. Allowing for relets of Local Authority and Housing Association stock of 2,389 there is a net need for social housing provision of 514 units per year. On average over the last five years Housing Associations and the council have provided 216 units of social housing a year – for rent or for low cost shared ownership. This indicates a shortfall of 298 units a year, suggesting a need for a very high percentage of new build units per year from private development, perhaps as much as 70% (depending on the amount of new building each year). This is unlikely to be achievable. Instead, approximately 1500 units will be sought as a target over the remaining Plan period from 1994. This will maintain the level of affordable units achieved over the last five years. Within individual areas housing need, development rates and sites and market conditions will be taken into account.
- 8.4.33 The 1991 Census showed that Bristol had the second highest recorded number of homeless people sleeping rough – only London had more. There is also an increasing number of elderly people with special housing needs, varying across the city according to the population characteristics of each area. The Housing Services Area Housing Strategies provide more detailed information on housing need on the basis of the fourteen housing management areas. Local Housing Associations can and do play a leading role in the provision of housing for special needs.
- 8.4.34 The Housing Strategy document provides a vehicle for monitoring housing needs. This and other research will be used to update these figures (*"Housing Strategy Statement"*, Housing Services ).



- 8.4.35 Housing Associations and Local Authorities are key providers of affordable housing. The costs are set at a level which is payable by people in need on their waiting lists. These costs can therefore provide a rough guide to what is affordable within certain areas.
- 8.4.36 The city council was once the main provider of new affordable housing but can no longer play this role due to Government financial restrictions. The council is instead encouraged to act as an enabler working closely with Housing Associations who have increased their development role, though the Housing Corporation is now reducing the level of grant funding to them. Often city council owned land is provided to further reduce the cost of new affordable housing. Housing Associations have also played a valuable role in regenerating inner city areas through the refurbishment of derelict properties.
- 8.4.37 It is acknowledged that in practice there will be a variety of methods to achieve affordable housing from private development. In many instances it is envisaged that a registered Housing Association will work closely with the developer concerned. The city council's Housing Services Development and Renewal Team can advise on appropriate partners at an early stage in the development process. Other ways of making housing affordable can include the use of higher densities on appropriate sites and the conversion of redundant offices and industrial buildings where suitably located. Those nominated for affordable housing should be listed on Bristol's Common Register which is operated by all social housing providers across the city. The council will normally require a proportion of nomination rights.
- 8.4.38 The city council will welcome schemes which enable affordable housing for sale or rent to be retained for successive occupiers. Permanent benefits will most commonly be ensured by involvement of a registered Housing Association. However were a registered Housing Association does not have a legal interest in the proposed development then appropriate conditions may be applied or a planning obligation (Section 106) sought to ensure the development remains affordable to successive occupiers.
- 8.4.39 The development of low energy housing can also reduce housing costs in the long term and will be encouraged.

**H9 In major residential schemes an element of affordable housing , the benefits of which would be enjoyed by initial and successive occupiers, will be sought through negotiation. The precise number of units will reflect demonstrable need, site suitability and the economics of provision. Over the remaining Plan period a target of 1500 affordable homes will be sought.**

Implementation: By public, private and voluntary sector working together to achieve a range of housing.

### ***Non Self-Contained Bedsitting Rooms, Shared Accommodation and Hostels***

- 8.4.40 With the increasing shortage of affordable housing in the city the level of homelessness has increased. This has placed great demands on hotels and hostels which provide temporary housing for those in need. This includes a high number of families in bed and breakfast accommodation. Whilst the conversion of existing houses to hostels may reduce the number of permanent homes in the city, this may be allowed where it is clear that the hostel meets a recognised housing need. There are also circumstances where multiple occupation in the form of non self-contained bedsitting rooms and shared accommodation is acceptable to satisfy housing needs because of its affordability and where conversion to self-contained units may not be appropriate.
- 8.4.41 It is important to maintain a range of housing across the city and to ensure that hostels, bedsitting rooms and other forms of shared accommodation are not concentrated within particular streets or areas, in order to avoid possible harm to the character of the area or damage to residential amenity

that could be caused by a high number of residents or additional traffic generation and car parking. A planning agreement or conditions could help minimise harmful effects on residential amenity such as levels of car ownership.

- 8.4.42 The city council is pursuing a programme of improvement of non self-contained bedsitting rooms, shared accommodation and hostels using its powers under the 1985 Housing Act. Reference should also be made to the city council's strategy for houses in multiple occupation. New HMOs are expected to comply with the relevant standards. Supplementary planning guidance on conversions and sub-divisions will be published. Some student accommodation can be defined as HMOs under the Act (*see CS7 and CC4*).

**H10 The conversion of existing buildings or construction of new buildings to be used as non self-contained bedsitting rooms, shared accommodation or hostels will be permitted provided that the existing residential character of the area would not be harmed as a result of unacceptable levels of activity, vehicle manoeuvring, and car parking associated with the development.**

Implementation: By negotiation with applicants for planning approval.

***Residential Care Homes and Nursing Homes***

- 8.4.43 Residential care homes are those dwellings occupied by more than six people living communally under supervision and which are registered with the Social Services.
- 8.4.44 Residential care homes for the elderly, disabled people, the mentally ill and other special needs will normally be allowed. However, a concentration of care homes should be avoided as it could lead to excessive pressure for services in a particular location and result in a change to the residential character of the street and area. Care in the Community seeks to integrate people into existing residential areas and to allow an excessive number of care homes in a particular location is likely to be contrary to these aims.
- 8.4.45 Many properties that are suitable for care homes may not be appropriate for convalescent and nursing homes where a greater level of supervision and care is required. These provide medical care and treatment for people who are generally less mobile and unable to look after themselves. They require a quiet environment, but are likely to create disturbance in a residential environment through traffic generation including emergency vehicles, and parking demand. Their location often requires sites which are not only large enough to absorb the necessary level of operational and visitor parking provision, but are also accessible, without attracting an excessive volume of traffic to otherwise quiet residential streets, and close to local public transport routes.

**H11 Residential care homes and nursing homes will be permitted provided that:–**

- (i) It would not result in an excessive concentration in any one area which would harm its existing character.**
- (ii) It would not lead to significant increases in traffic volumes through, and manoeuvring within, the local residential streets.**

Implementation: Use of the Policy to aid decision making through Development Control.

***Gypsies and Other Travelling People***

- 8.4.46 Gypsies and travellers frequently experience considerable housing problems, thus there is a need for a network of sites across the former county. In the future it may be necessary to identify appropriate sites in the city. This would assist travellers in improving their housing and their use of local services including educational facilities. Local authorities' duty to provide sites and grant aid to do so has now been removed. A Circular, "*Gypsy sites and planning*", (1/94) was published in

January 1994. Sites should be identified through the Local Plan process taking account of proven need and site suitability or criteria for the selection of sites should be included within the Plan. There is no longer special consideration given to the location of sites in areas such as green belt.

**H12 Developments accommodating gypsies and travellers must take into account both the requirements of the travellers and the interest of local residents and other occupiers of land. In determining planning applications account will be taken of the need for sites to:-**

- (i) Be well located for shops, schools, social and health services and employment.
- (ii) Have good access to the primary route network, to public transport and have provision for parking, turning and servicing.
- (iii) Include suitable landscaping treatment.
- (iv) Be located so as to avoid unacceptable levels of pollution, noise, fumes, odours, dust or other nuisance from adjacent land uses.
- (v) Avoid any unacceptable impact on the character and appearance of the surrounding area in terms of visual appearance, traffic generation, noise or other nuisance.

**Sites of Nature Conservation Interest, SSSIs and Green Belt land as defined on the Proposals Map are not appropriate locations.**

Implementation: Development Control.

***Travelling Showground People***

8.4.47 Department of the Environment Circular 22/91 advises that local plans should take account of the accommodation needs of travelling showground people. There are three such sites identified for this use in the city at the moment at Two Mile Hill, St George, Bragg's Yard, Old Market, and Parson's Yard, Bedminster and no others are proposed. In the event of there becoming a need for such accommodation then any proposal will be considered on its merits provided it does not conflict with any other Policies in this Plan.

**H13 The following sites are proposed for travelling showground people:-**

- (i) Two Mile Hill, St George
- (ii) Bragg's Lane, Old Market
- (iii) Parsons Yard, Hartcliffe Way

Implementation: These are three existing sites whose use is confirmed by this Plan.

***Houseboats***

8.4.48 A small but growing population live on houseboats in the city. This is as a result partly of the increasingly attractive and lively nature of waterside areas and also because they offer a relatively cheap and flexible form of accommodation. The city council recognises the need for moorings in the city. Proposals for the mooring of houseboats in the Floating Harbour must comply with the guidance set out in the "City Docks Mooring Strategy", adopted by the city council in 1991, which identifies residential mooring areas in the floating harbour. The strategy aims to encourage houseboat use provided that it does not conflict with or constrain the use of adjoining land.

8.4.49 There may be other opportunities for moorings at Avonmouth and St Anne's. Residential vessels moored in the approved Residential Mooring Areas will not require an individual planning consent and neither will visiting craft. Residential vessels moored outside these Areas may require an individual planning consent and obtaining such a consent will be a condition of their mooring licence. Outside of the Floating Harbour land drainage consent from the National Rivers Authority may also be required.

**H14 Residential moorings in the Floating Harbour will be permitted provided:-**

- (i) There is adequate provision of waste disposal facilities;**
- (ii) Requirements for active water sports are safeguarded where applicable;**
- (iii) There is no unacceptable impact on the environment of surrounding areas;**
- (iv) There is no unacceptable impact on the natural environment including wildlife habitats and feeding areas;**
- (v) It is within an identified mooring area.**

**Outside identified residential mooring areas, individual proposals for a residential mooring will be assessed against the above criteria, and also the satisfactory design of the vessel.**

Implementation: (i) By withholding planning consent, mooring rights and leasehold agreements for vessels not complying with the Policy.  
(ii) Through application of the city council's City Docks Mooring Strategy by the Leisure Services Committee.

## SCHEDULE TO POLICY H3

[PLEASE NOTE: COMPLETED SITES HAVE BEEN EXCLUDED FROM THIS SCHEDULE]

### Sites for Housing Development

These are sites estimated to be capable of being developed for more than 10 units of accommodation without damage to the local environment. For more detailed information about these sites and any planning obligations to be negotiated in the event of development, you should contact the Directorate of Planning, Transport and Development Services of the city council. Where indicated particular regard must be had to requirements to safeguard open space and wildlife interests and respect other land use allocations of the Plan.

The sites as listed below have been grouped into those occupying the central, inner and suburban policy areas of the city (*shown on Proposals Map*).

### PART ONE: SITES AVAILABLE FOR HOUSING DEVELOPMENT

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
<b>Central Policy Area</b>				
101–107 Redcliff Street, Redcliffe	0.22	565		590725
Former Broad Weir Baths site, Stratton Street/ Wellington Road	0.22	636		595734
Huller House/South Warehouse, Redcliff Backs	0.07	541	*	590726
Land at Alfred Hill/ Terrell Street, Kingsdown	0.22	660		585735
Pro Cathedral Rectory, Park Place, Clifton	0.16	543		577732
Rear of 78–100 St Michael's Hill, Kingsdown	0.39	539	*	584736
Redcliff Backs/Redcliffe Way, City Docks	0.20	357		590725
Victoria Street/Church Lane/Cart Lane; Redcliffe	0.11	528	*	593726
Wilson Street (south side), St Pauls	0.42	662		596738
<b>Inner Policy Area</b>				
144–158 York Road/ St Luke's Road, Bedminster	0.09	417B	*	594719
9 Ebenezer Street, St George	0.05	591	*	619734

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
Adj. former railway, Greenbank Road, Greenbank	0.39	635	*	617745
Argus Road, Bedminster	0.40	—		582711
Ashley Road, St Pauls former Metropole Cinema Site	0.16	533B		559744
Cheltenham Road/Ashley Road/Picton Street, Montpelier	0.40	560	*	592742
St Johns Road, Bedminster	0.16	425A	*	586718
Former tin printers site Hudds Vale Road, St George	0.70	527		626737
Land adj. Elton Mansions, 1 Claremont Road, Bishopston	0.10	496		589750
Netham Autos site, Netham Road, St George	0.23	589	*	616732
<b>Suburban Policy Area</b>				
121 Two Mile Hill Road, St George	0.30	558	*	637738
Air Balloon Road, St George	0.10	612	*	631734
Birdale Close, Henbury	0.49	607		563794
Brentry Hospital, Charlton Road (subject to funding of restoration of the Historic Garden Landscape)	4.27	681		577788
Chessington Avenue/ Fortfield Road, Whitchurch	1.50	2B		607685
Chessington Avenue/ Kylross Avenue, Whitchurch	0.85	2C		607685
Crews Hole, St George	0.62	495B		628775
Former Spillers Car Park, Clayton Street, Avonmouth	0.25	597		514782
Fortfield Road (north) Whitchurch	0.28	2A		604682
Fortfield Road (south) Whitchurch	1.20	524		604682
Hengrove Farm, Airport Road, Hengrove	1.01	255		602695



NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
Land adjoining Baptist Church, Long Cross, Lawrence Weston	0.30	434		
Land at 15 Westfield Road, Westbury-on-Trym	0.12	535		
Land at Charlton Road, Brentry	0.81	489	*	
Land at Filwood Playing fields, Creswicke Road, Knowle	2.69	658		
Land at former PBA Office, St Andrew's Road, Avonmouth	1.50	599		
Land at Inns Court, Filwood	8.06	659		Open Space
Land at Nibley Road, Shirehampton	0.64	600		
Land at Pondarosa, Vicarage Road, Bishopsworth	0.16	562	*	
Land at rear 206 Rose Green Road, St George	0.22	563		
Land at rear of Bishopthorpe Road, Horfield	0.47	653		
Land at rear of Stonebridge Park, Fishponds	0.56	621	*	
Land at Station Approach, Henbury	0.22	654		
Land at Wedmore Vale, Lower Knowle	0.50	617		
Land off Bishport Avenue, Hartcliffe	0.34	628		
Land rear of Meg Thatchers Garden, St George	0.81	618		Open Space
Lodge Hill reservoir site, Lodge Road, Hillfields	0.53	614	*	
Loxton Square, Hengrove	0.22	657		
Pawlett Road, Hartcliffe	0.24	462		
Rear of 43–71 Novers Park Road, Knowle	0.20	566		
Rear of 80–186 Okebourne Road, Brentry	0.34	588		

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
Rear of Bonnington Walk/ Landseer Avenue, Lockleaze	2.53	609	606774	Open Space
Rear of High Grove/Sunny Hill/Sylvan Way, Sea Mills	0.40	463	548770	
Rear of Muller Road/ Shaldon Road, Lockleaze	1.29	608	602759	
Rear of Tormarton Crescent, Henbury	0.47	655	568797	
Rear of Watchill Avenue, Highridge	0.09	616	568688	
Rear of Windcliff Crescent, Lawrence Weston	0.35	605	534776	
Tarnock Avenue, Hengrove	1.50	203A+B	601692	
Thicket Avenue garage site, Fishponds	0.34	235A	642756	

## PART TWO – SITES IDENTIFIED FOR MIXED USE INCLUDING HOUSING

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
York Gate, Bedminster	0.6	401	590719	Business with Retail opportunity. See EC2
Anchor Road/St George's Road/Deanery Road	1.69	663	581726	Business
Barossa Place/Alfred Place/ Guinea Street	0.30	583	588722	Business
Brooke Bond premises (east part), Cumberland Road	0.70	661	* 577721	Industry/ Warehousing
Central Ambulance Station, Tower Hill	0.65	545	594730	Business
Dighton Street/ Charles Street	0.55	664	589736	Business
Frogmore Street – Entertainments Centre	1.30	665	583729	Leisure/ Business

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
Oxford Street, St Philips	0.61	522A	598728	Industry/ Warehousing
Redcliffe Way, Redcliffe (south side)	0.9	627	591724	Business
Waldorf School, Park Place	0.57	543	577732	Business/ Retail
The Wylands, Shirehampton	1.95	693	* 530772	Business

### PART THREE – MIXED USE SITES IN REGENERATION AREAS

NAME AND LOCATION	SITE AREA (HECTARES)	RESIDENTIAL LAND SURVEY REF. NO.	WITH PERMISSION OR PERMISSION SUBJECT TO LEGAL AGREEMENT + GRID REF.	OTHER LAND USE ALLOCATION
Westmoreland House, Stokes Croft	0.20	517	591740	Business/ Shopping. Key Regeneration Area. See Chap 11 City Centre Policy CC1
Canons Marsh/Wapping Wharf, Harbourside, City Docks	1.80 + 5.65	226 + 593		Leisure/ Business. Key Regeneration Area. See Chap. 11 City Centre Policy CC1

## APPENDIX H1

### *Housing Renewal Areas*

This list includes those areas where urban renewal schemes including housing improvement, new housing, greenspace improvement and other local improvements are either already underway or may be considered in the near future. Some of these areas involve the complete rebuilding and remodelling of housing stock which may include an element of new build on hitherto undeveloped sites. When a new housing site is identified within an area where renewal takes the form of refurbishment of existing dwellings they have been listed in the Schedule to H3. For more information please contact the city council.

ADDRESS	GRID REFERENCE
Bishport Avenue, Hartcliffe	589676
Easton Renewal Area	610745
Goulston Road, Bishopsworth	575684
PRC Redevelopment, Horfield (some phases completed)	604778
PRC Redevelopment, Sea Mills	552764
Sutton Estate, Brislington (some phases completed)	618718
St Agnes & St Werburghs Renewal Area	600745

## CHAPTER 9 COMMUNITY SERVICES

*"PEOPLE MATTER"*

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## 9.1 INTRODUCTION

### *The Importance of Community Services*

- 9.1.1 This Chapter of the Local Plan deals with a range of 'neighbourhood' based and 'institutional' facilities, which are included in Class D1 of the Town and Country Planning (Use Classes) Order 1987. They are defined in the Plan as Community Facilities. 'Neighbourhood' facilities include youth and community centres, libraries, social service facilities, schools and colleges, doctors and dentists surgeries, health centres, nurseries, churches and other religious buildings, and public toilets. They are important elements of residential areas, providing a focus for local people, helping to promote better personal contact between groups and individuals, and generating a feeling of community spirit and sense of place. They are also important in sustaining local centres, contributing to their vitality and viability. Together they provide a network of local services which make up the 'Community Infrastructure' of the city.
- 9.1.2 Institutional facilities provide services on a citywide, regional and sometimes national level. Included are the higher education institutions, large hospitals and the emergency services. (The institutional facilities which are located in the city centre including the Bristol Royal Infirmary and associated hospitals and Bristol University are covered in Chapter 11: City Centre). Like neighbourhood services, they make important contributions to the economic, social and cultural life of the city. However they do not necessarily serve local communities directly although they do seek to establish strong links with local people living in the area.
- 9.1.3 Although very diverse these services are bound by a common thread. They are all essential to the quality of life of people living and working in Bristol. They help to raise standards of health and psychological well-being. They provide leisure and recreational opportunities. They also provide for education and job training thereby helping to reduce barriers to employment. Both individually and collectively they are also major employers in the city. All these benefits help to reduce levels of poverty and deprivation. Community facilities are particularly important for elderly people, disabled people, single parents, unemployed people, black people and people from other minority ethnic groups. These people are often under-represented and often have unequal access to resources and services. They will therefore be given priority in the Plan.

### *The Demand for Community Services*

- 9.1.4 Unfortunately in many parts of Bristol, there is a lack of certain key community facilities, especially childcare and youth facilities. Provision of services has not kept pace with the rate of development and population change in the city. A shortage of funding within the public sector has been one reason for this. Peoples' needs and attitudes have also changed which has led to an increased demand for certain services. Information gained from the 1991 census suggests that the demand for nursery and education facilities and services for elderly people and people with long term illnesses will rise over the Plan period. There will be a significant increase in the number of nursery and school aged children over the next ten years (*see paragraphs 9.4.9–9.4.10*). The census has also revealed that although the overall population level in Bristol is continuing to decline, the number of elderly people (75 years of age and over) has increased, by almost 12% since 1981. A high proportion of people in Bristol also have long-term illness. A major objective of this Plan therefore is to enable the provision of a range of Community Facilities which meet the needs of these and all other people living in Bristol.

### *The Provision of Community Services*

- 9.1.5 There are few instances where the city council itself can operate as a direct provider of Community Services, except in the provision of Housing and Leisure Services (*see Chapters 8: Housing and Chapter 10: Leisure respectively*). However, through the Local Plan Policies the city council can ensure that existing facilities are protected and improved and new facilities located appropriately so that they are easily accessible and meet the needs of local people. The city council can also act



in a more pro-active way by entering into 'planning obligations' with developers to secure the provision of community facilities, related to or as part of new development. This Plan provides the policy framework for achieving these objectives.

## 9.2 POLICY CONTEXT

### ***Social Considerations in Development Plans***

- 9.2.1 PPG12 on 'Development Plans and Regional Planning Guidance' makes strong reference to the need for Local Plans *"to consider the relationship of planning policies and proposals to social needs and problems, including their likely impact on different groups in the population such as ethnic minorities, religious groups, elderly and disabled people, single parent families, students and disadvantaged and deprived people in inner urban areas"*. Paragraph 5.48 of PPG12 also refers to the need to make provision for land for schools and higher education, for places of worship and other community facilities. In considering social issues in Local Plans, PPG12 states that the underlying approach should be to limit the Plan content to those considerations which are relevant to land-use policies.

### ***Reducing the Need to Travel by Car***

- 9.2.2 PPG13 on Transport makes reference to the importance of improving the range of local facilities as a way of reducing the dependence on cars. The guidance states that planning policies *"should encourage the location of other facilities which need to be near their clients in residential areas or local centres so that they are accessible on foot or by bicycle"*. This will in turn have environmental benefits and improve the accessibility of services for local people (*see Chapter 5: Movement*). Such facilities include schools, health centres, branch libraries and local offices.

### ***Community Care***

- 9.2.3 The main objective of 'Care in the Community' is to help people to live as independently as possible, for as long as possible whilst living in their own homes. This includes enabling people to live in a variety of residential accommodation within local communities, as opposed to large institutions such as hospitals. Policies for 'Care in the Community' concern several different client groups and their 'carers' who have special needs.
- 9.2.4 Community Care involves the provision of a network of neighbourhood based social health care and residential services provided by local authorities, health trusts, housing associations and voluntary organisations.

### ***Childcare***

- 9.2.5 The Children Act 1989 which came into force in October 1991, places a 'duty' on the city council to provide day-care services for children defined as being 'in need' and the 'power to provide day care for children not in need'. The majority of the city council's existing resources will be required to meet its statutory 'duties' with respect to 'children in need'. Therefore, it is important to facilitate and encourage provision by other groups and organisations, including allowing the use of schools and other city council premises for day care (*see Policy CS11*).

## 9.3 KEY OBJECTIVES

- 9.3.1 *To protect and enhance all existing Community Facilities in Bristol.*
- 9.3.2 *To enable the provision of a wide range of new Community Facilities which are of good quality, appropriately located and easily accessible, and which meet the needs of local people.*
- 9.3.3 *To encourage partnerships between providing agencies from the public, private and voluntary/community sectors, in the delivery of community facilities and services.*

- 9.3.4 *To encourage alternative community uses for buildings and land which have become derelict, or which have been declared surplus to requirements.*
- 9.3.5 *To ensure that in new developments an appropriate range of Community Facilities are provided.*
- 9.3.6 *To ensure that all local people have equal access and opportunity to a full range of Community Facilities and services.*
- 9.3.7 *To seek the active support and involvement of local people in the planning and development of Community Facilities.*

## 9.4 POLICIES

### ***Protection of Community Service Land and Buildings***

- 9.4.1 Community facilities are important local resources. This includes community service land and buildings, which have become redundant. For example when a school closes and it is declared surplus to requirements. Although no longer in their original use, such buildings can still provide a strong focus for local people. Sometimes the buildings have high architectural and historic interest and provide important landmarks contributing to the local townscape. This is particularly true of many old church and school buildings. The buildings are often capable of adaptation for other community uses. Also since many are located within existing residential areas, they are within easy reach of local people, an important factor in the provision of community services particularly for people with caring responsibilities or disabled people, or those without a car. Locating and maintaining services within residential areas also has important environmental benefits, helping to reduce the need to travel by car. Once lost, these buildings are gone forever. The city council will therefore give priority to protecting existing community buildings from loss or change of use, and encourage their re-use for other community services.
- 9.4.2 However sometimes this may not be possible. It is often difficult to find an appropriate community use which is capable of occupying the building. The high repair costs involved in bringing some buildings back into beneficial use (particularly those of historic or architectural merit), may prohibit many community services uses from taking over the building. Commercial uses may therefore be more appropriate. In some cases the poor structural condition of the building may prohibit any economic re-use. In such circumstances redevelopment for other uses will be considered. For proposals within residential areas, redevelopment for housing will be particularly encouraged, providing they include some related community facility. Redevelopment can also be used as a means of providing funding to cross subsidise the development of new facilities within the locality. However, demolition and redevelopment should be the last resort, after all the options have been considered.

**CS1 Development involving the loss of existing community service land or buildings, or the change of use of community service buildings will be permitted except where:–**

- (i) The building is capable of continued use as a community facility or is capable of economic and sensitive adaptation to other community uses; or**
- (ii) There is a demonstrable need for community facilities within the locality which could be accommodated within the existing site or building in an economic and sensitive manner; or**
- (iii) The loss of the land/property does not form part of a larger scheme for the development of community services serving the needs of local people; or**

**(iv) No compensatory facilities of an equivalent community benefit are provided.**

Implementation: Through the development control process, and the city council will encourage Health Authorities and Trusts and other service providers to retain and protect redundant buildings (including schools) in their ownership and will work closely with them to identify new community uses where appropriate.

***Development of New ‘Neighbourhood’ Community Facilities***

- 9.4.3 In principle, the city council will support proposals for new neighbourhood community facilities across the city. However, it is important that they are located appropriately, for the needs of local people. There is increasing pressure to convert houses in residential areas to community service use. It has already been recognised that locating services close to where people live also has important social and environmental benefits. However, a key objective of the Plan is to protect existing residential accommodation, from loss or change of use, (*see Chapter 8: Housing Policy H1*). Also in some cases the establishment of new community services in residential areas may adversely affect the amenity of local people due to noise or other disturbance. Additional traffic generation may also cause a road safety hazard.
- 9.4.4 The Plan seeks to balance these factors. Only where there is an overriding ‘local need’ will proposals involving the complete loss of residential accommodation be allowed. Local need is where a specific deficiency or requirement for a particular service has been identified within a neighbourhood area. The test for local need is that the service will be used in the main by people living in that local area.
- 9.4.5 A key objective of this Plan is to support and maintain a network of local centres throughout the city. Community Services are important elements of local centres. The city council will therefore actively encourage and support the location of new community facilities in local shopping centres (except in primary shop frontages). Also by locating them within local centres they are able to benefit from a higher degree of ‘visibility’ and accessibility. The city council will also adopt a flexible approach to the use of derelict or redundant buildings and land, particularly derelict community service buildings.
- 9.4.6 A number of sites and locations have been identified as providing opportunities for developing new community facilities.

**CS2 The development of neighbourhood community facilities, amongst other uses where appropriate, are proposed on the following sites as defined on the Proposals Map:–**

- (i) Land Adjacent to the Bush public house, (known as ‘Zone A’) off the Wells Road (community centre).**
- (ii) Former St George Park Lower School, Church Road (community facility).**
- (iii) Greenway Centre, Southmead (a range of neighbourhood based community facilities, together with training/employment facilities and regional/sub-regional sport and leisure facilities. See also Chapter 10: Leisure: Policy L7).**
- (iv) Land on corner of Beaumont Street and Goodhind Street, Easton (community nursery).**
- (v) Bedminster Police Station (community facility).**

Implementation: Through close liaison with community groups and housing associations. The city council will also continue to investigate opportunities for utilising derelict land and buildings in its ownership for community service use.

### ***Community Centres, Youth Centres and Libraries***

9.4.7 The city council is the main body responsible for the provision and management of youth clubs, community centres and libraries in Bristol. It is recognised that the current provision is insufficient to meet the needs of local people. The city council will, therefore, aim actively to identify suitable sites for new facilities where a local need exists and encourage the use of existing facilities such as schools for youth and community activities.

**CS3 The development of youth and community facilities, are proposed on the following sites as defined on the Proposals Map:–**

- (i) Part of Netham Recreation Ground, Barton Hill (youth centre).**
- (ii) Land adjacent to Whitchurch Health Centre (library/youth club).**
- (iii) Land adjacent to Begbrook School (community facility).**

Implementation: The city council will aim to develop facilities on these sites.

### ***City Farms***

9.4.8 Bristol has a strong tradition in City Farms. Four have so far been set up at Windmill Hill, St Werburgh's, Hartcliffe and Lawrence Weston. City Farms are important local initiatives, established and managed by local people. They are examples of successful community enterprises. They provide a wide range of educational, childcare and recreational facilities while at the same time creating an attractive and productive environment based on sound ecological principles. They also provide jobs and training facilities for local people. The city council strongly supports the city farm movement and recognises the valuable contribution they make to local communities.

**CS4 Extensions of existing city farms and the development of new city farms will be permitted provided:–**

- (i) The amenity of local residents would not be adversely affected due to noise or other disturbance; and**
- (ii) any additional traffic generated would not result in a road safety hazard.**

Implementation: The city council will discuss proposals put forward by community groups with the National Federation of City Farms.

### ***Sites for New School Buildings***

9.4.9 As the Local Education Authority (LEA), the council is responsible for providing both nursery school education and education for school aged children (5–18 year olds). The number of children aged between 0 and 4 in Bristol has increased by 9.63% since 1981. Therefore the need for nursery school provision is now greater. This figure also suggests that the number of school aged children will rise significantly over the next ten years. Changing educational and teaching requirements and increasing roll numbers is already causing pressure in some schools.

9.4.10 The former Avon County Council Education Committee has in recent years carried out a re-appraisal of its education site reservations. The re-appraisal considered existing and future educational requirements and the feasibility of implementing proposals, with respect to certain criteria. The re-appraisal has resulted in some reservations being deleted and the land declared surplus to requirements, while some new sites have been added. The reservation sites identified in Policy CS5 below were all confirmed by the former County Council.

**CS5** The following are proposed as sites for new schools as defined on the Proposals Map:–

- (i) Land adjacent To College Road, Fishponds (replacement school for St Matthias Infant School).
- (ii) Land at Abingdon Road, Fishponds (replacement school for Chester Park Infant School).
- (iii) Bannerman Road, Easton (road closure to link primary school with playing field and Spring Woods Nursery School).
- (iv) Part of land occupied by Sefton Park Youth Centre, Ashley Down Road (provide for extension of Sefton Park Youth Centre and Junior School).
- (v) Land at Wick Road, St Anne's (new primary school for St Anne's Infant and Junior School – significant nature conservation constraints).
- (vi) Land on corner of Ashton Gate Road, Greenway Bush Lane and Walter Street, Bedminster (dual use playing field facility).

Implementation: The city council will aim to provide the appropriate development of school facilities on these sites. Some of the above reservations involve relatively large sites, in other uses. It is anticipated that only part of the reservation area will be required for school use. The city council will work closely with the schools concerned to seek the appropriate siting and design of buildings.

### ***Expansion of Other Schools and Colleges of Further Education***

- 9.4.11 Future increases in roll numbers and the demands of the new national curriculum will mean that some independent schools and Colleges of Further Education may wish to expand their existing facilities.
- 9.4.12 The city council will continue to work closely with independent schools and colleges to ensure the adequate provision of school and college facilities. Schools and colleges should contain expansion proposals within the curtilage of existing sites, wherever possible. However, the city council is concerned that expansion proposals do not result in the loss of existing housing (*see Policy H1*) or important areas of open space, (*see Chapter 10:Leisure*). Expansion proposals may also generate additional traffic, and people flow. This may adversely affect the residential character of areas causing loss of amenity to local residents and possibly road safety hazards.

**CS6** Expansion of existing schools and colleges of further education will be permitted provided:–

- (i) The amenity of local residents would not be materially harmed due to noise or other disturbances;
- (ii) Any additional traffic generated would not result in unacceptable harm to highway safety.

Implementation: Through Development Control.

### ***Higher Education Facilities***

- 9.4.13 Bristol is fortunate in having two Universities (The University of Bristol and the University of the West of England), providing higher education facilities for people living in Bristol and elsewhere. Both are independent organisations. It is expected that over the Plan period student numbers at both Universities will increase in line with government targets for higher education.



- 9.4.14 Most of the University of Bristol facilities are concentrated within its central precinct area and are dealt with fully in Chapter 11: City Centre. The University of the West of England operates at present from four sites: Coldharbour Lane (the main campus), St Matthias, Redland and Bower Ashton. The Coldharbour Lane site is set to continue to be the core site. However, the site is outside the city boundary and is therefore not covered by the Plan. The University is looking to expand facilities at both the Bower Ashton and St Matthias sites and it is recognised that the latter may require the use of some land currently designated as open space. There are no plans to expand the facilities or student numbers at the Redland site, although in the future some rationalisation of the existing buildings may take place. Also, as the University develops, its growth may necessitate the acquisition of additional land and buildings, in other localities.
- 9.4.15 The city council recognises the important and highly visible role which the Universities play in the economic, social and cultural life of the city and will seek to work closely with them to ensure their continued successful expansion and development, whilst safeguarding local interests and amenity.

**CS7 Development of new higher educational facilities, and expansion of existing facilities will be permitted provided:-**

- (i) The amenity of local residents is not adversely affected due to noise or other disturbance;**
- (ii) Any additional traffic generated would not result in unacceptable harm to highway safety;**
- (iii) The site is accessible by public transport.**

**In determining applications for proposals, the council will take into account the benefits arising from the provision of additional student residential accommodation.**

Implementation: Through development control.

***Primary Health Care Facilities***

- 9.4.16 Primary health care services are provided by General Practitioners (GPs), dentists, opticians, physiotherapists, etc, and also by a range of 'alternative' medical practitioners including homoeopath and acupuncturists. These services are located in individual or group practice surgeries and purpose built health centres.
- 9.4.17 Bristol has a range of primary health services typical of any large city. The long term planning of these services has been greatly influenced by changes introduced by the 1990 NHS and Community Care Act. One result of these changes is that there is likely to be an increase in the trend for the formation and enlargement of group practices. GPs are also being encouraged to offer a wider range of services including preventative health treatments such as screening and immunisations. This may mean that they will require new or enlarged premises. They may also wish to develop new purpose built health centres with other primary health care providers.
- 9.4.18 The city council wishes to ensure that a satisfactory level of health service provision is maintained throughout the city. The city council is also concerned to ensure that facilities are appropriately located near to where local people live. This is both to increase accessibility and reduce the need for car journeys. The city council will welcome proposals which enhance the range and number of primary health care facilities in the city. The benefits of improved service provision and greater access to services for local people will be material considerations when assessing development proposals.



**CS8 The expansion of existing general practitioners, dentists and other primary health care facilities or the development of new primary health facilities will be permitted provided:–**

- (i) The amenity of local residents would not be adversely affected due to noise or other disturbance;**
- (ii) Any additional traffic generated would not result in unacceptable harm to highway safety.**

Implementation: The city council will work closely with the relevant health authority to ensure an adequate supply and distribution of sites and premises to meet the needs of service providers and local people.

***New Hospital Facilities***

- 9.4.19 Many of the main hospitals in Bristol are located in the central area (the Bristol Royal Infirmary and the Bristol General Hospital). Policies covering these sites are contained in Chapter 11 on the City Centre. Other major hospitals serving Bristol are Southmead General (within the city boundary) and Frenchay General (outside the city boundary). All have now become Health Service Trusts.
- 9.4.20 There are no general hospital facilities located in south Bristol. However, local people have for many years expressed a wish for the development of comprehensive localised out-patient services including facilities for the 'walking wounded', and a range of rehabilitation services. People living in south Bristol have poor access to such services. At present they must travel to the city centre, which is expensive and time-consuming.
- 9.4.21 The Regional Health Authority has purchased a site from the city council for the provision of hospital/health facilities (*see Proposals Map*). Unfortunately due to a lack of financial resources the Health Authority no longer intends to develop hospital facilities there at the present time. Instead services will be improved within existing hospitals and health centres. The city council is committed to seeing this site developed for a hospital which serves people living in South Bristol, and will welcome any future proposals.

**CS9 The development of hospital facilities is proposed on the site adjacent to Whitchurch Lane, as defined on the Proposals Map.**

Implementation: The South-West Regional Health Authority and Bristol and District Health Authority, are jointly responsible for the establishment of new hospital services in Bristol. The city council will continue to work closely with these bodies to ensure the appropriate provision of health care services for people living in South Bristol, and elsewhere in the city.

***Community Resource Centres***

- 9.4.22 The Health Service Trusts, in conjunction with the city council are setting up community health teams to provide support for people who are no longer living in hospital. The Teams will operate from a number of resource bases. These resource bases are small, office type facilities used by professional care staff working in the community. They will also be used for individual patient treatment. There are also plans to provide a number of resource centres. These will provide a range of social and therapeutic services, for patients 'living in the community'. The city council recognises the need for these facilities. However, there is concern that they do not result in the extensive loss of residential accommodation. The city council will therefore encourage their location in existing local centres, and redundant community service buildings wherever possible.

**CS10 The development of community health resource bases and resource centres will be permitted, provided:–**

- (i) The amenity of local residents would not be materially harmed due to noise or other disturbance;**
- (ii) Any additional traffic generated would not result in unacceptable harm to highway safety.**

Implementation: Through the process of development control.

***Day-Care Facilities***

- 9.4.23 'Day-care' facilities include community nurseries run by the city council, workplace nurseries and private day nurseries. They provide full or part-time supervised care, usually for children who are not yet old enough for school. There is also a network of out of school care facilities for school aged children. With both types of day care facility, parents are able to leave their children under supervision, enabling them to maintain jobs or resume careers. Day care facilities are therefore very important in reducing barriers to employment (*see Chapter 6: Economy: Policy EC10*).
- 9.4.24 There is a severe shortage of affordable, purpose built day care nurseries in Bristol. Those that exist are often over subscribed. Since 1981 the number of children aged between 0–4 and 5–9 has increased by approximately 18% and 2% respectively. The number of single parent families and women taking up full or part-time employment has also risen. As a result the demand for day care services will rise significantly over the next ten years. The city council does provide 'community' nurseries but due to the changes introduced by the 1989 Children Act it is unlikely to have sufficient resources to provide any new facilities in the near future. However other agencies may be in a better position to provide services.
- 9.4.25 Private day nurseries are usually within existing dwellinghouses. However, in order to prevent the complete loss of residential accommodation, the city council will restrict the nursery use to part of the property only so that the majority remains in residential use (*see also Policy H1*). The city council will seek to avoid excessive concentration of facilities and will encourage applicants to locate private day nurseries in redundant community buildings. There may also be opportunities to set up nurseries within schools.

**CS11 The development of community day nurseries will be permitted, provided that:–**

- (i) The amenities of local residents would not be unacceptably harmed due to noise or other disturbance.**
- (ii) The development would not result in unacceptable harm to highway safety.**

Implementation: The city council will seek to identify land and buildings for the development of community day nurseries in conjunction with the relevant public and private sector providing agencies.

***New Places of Worship***

- 9.4.26 A variety of religions are practised in Bristol. The city council is concerned that the religious needs of all people including people from minority ethnic groups are catered for. In the event of new places of worship being set up, re-use of redundant religious buildings should be considered. The city council will encourage new places of worship and Ecumenical Centres to be located in other community buildings.

**CS12 The development of religious facilities will be permitted provided:–**

- (i) The amenity of local residents would not be unacceptably harmed due to noise or other disturbance.**

- (ii) **Any additional traffic generation would not unacceptably harm highway safety.**

Implementation: Through the process of development control.

### ***New Crematoria and Cemetery Facilities***

- 9.4.27 There are eight cemeteries currently operating in Bristol, which are owned and managed by the city council. Two of these also function as crematoria. There are also a small number of privately run cemeteries. It is envisaged that the existing provision of crematoria and cemeteries will satisfy demand for the next 10 years. To ensure that this position is maintained the city council will resist development proposals for non-cemetery uses on land indicated on the Proposals Map for future use as a cemetery and/or crematoria.

### **CS13 It is proposed to develop crematoria and cemetery facilities on the site adjacent to Bedminster Down, as defined on the Proposals Map.**

Implementation: Through Development Control and through liaison with the Directorate of Health and Environmental Services. With respect to providing for the people from black and other minority ethnic groups with special religious needs, the city council will seek to consult with the representatives of relevant groups where a particular need has been identified.

### ***Ambulance, Fire and Police Services***

- 9.4.28 Ambulance, fire and police services serve vital functions within the city. The city council will consult with these emergency services to ensure an adequate range of services is provided which meet the needs of local people. This will involve identifying appropriate areas of land for the establishment of new services.

### **CS14 The development of ambulance, fire and police services, or the expansion of existing services will be permitted, provided:-**

- (i) **They do not materially harm the amenity of local residents due to noise or other disturbance;**
- (ii) **Any additional traffic generation would not result in unacceptable harm to highway safety.**

Implementation: Through the process of development control.

## CHAPTER 10

### LEISURE

*"TO PROMOTE OPPORTUNITIES FOR LEISURE, SPORT, CULTURE AND  
TOURISM FOR ALL TO ENJOY"*

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## 10.1 INTRODUCTION

### *The Broad Scope of Leisure*

- 10.1.1 This Chapter of the Plan covers a broad range of inter-related recreation, sport, tourism and cultural services under the umbrella of leisure uses and facilities. It embraces pursuits both passive and active, informal and formal recreation, indoor and outdoor sports activities held in public and private facilities. There are strong connections with the Natural Environment and Community Services Chapters of the Local Plan. For a city the size of Bristol, there is an under-provision of sport and recreation. There is also a shortage of local facilities in the outer estates of the city.

### *Leisure and Recreation Facilities Accessible for All*

- 10.1.2 The city council's leisure and recreation policies have been devised to meet the widest possible range of users' aspirations, recognising that different groups have different requirements. A particular theme of this Plan is to improve the accessibility of facilities for those sections of the population who currently under-participate in leisure activities, for example, women, minority ethnic groups, school-leavers, disabled people, unemployed people, elderly people, including those aged 50+ and children.
- 10.1.3 Accessibility needs to be considered in the provision of all leisure activities – sports, use of open space, tourist attractions, cinemas, theatres, pubs and restaurants. The issues which must be addressed are the design, safety and transport associated with physical accessibility; the provision of ancillary facilities such as toilets, creches, childrens' play areas, shops and cafes; good management to ensure best use of the facility and appropriate pricing policies; and promotion of educational policies which reach all groups.
- 10.1.4 To achieve greater participation in sport and leisure activities this promotes the fullest use of existing facilities in schools, higher educational establishments and private companies and clubs. Recent legislation concerning local management of schools, suggests there is a largely untapped resource here for shared use. Head teachers and governors who now manage schools will be encouraged to open up their facilities to local use and thereby maximise the enormous potential of educational resources.

### *Providers*

- 10.1.5 The Directorate of Leisure Services covers the arts, parks and recreation work of the city council. It is intended that a Leisure Strategy will be published to show how the Policies of this Plan will be implemented.
- 10.1.6 The need for co-ordination of the resources available to the public, private and voluntary sectors is paramount and the partnership between these sectors to secure leisure development will be vital.

## 10.2 POLICY CONTEXT

- 10.2.1 PPG17 entitled 'Sport and Recreation' notes the growing awareness of the importance of all kinds of sports and recreational facilities in urban areas and recognises the particular concern felt by many communities that open spaces should be protected from development. The overriding theme of the guidance is that Local Authorities should be seen to be actively promoting the development of sport and recreation in the widest sense; to enable people to participate in sport, whether as players or spectators, and to encourage the provision of a wide range of opportunities for recreation so that people can choose which suits them best. Such opportunities, it goes on to say, should be available for everyone, including the elderly and disabled people, for whom access to facilities is especially important. Finally the advice advocates that all playing fields, both public

and private, should normally be protected, except where existing sports and recreation facilities are retained and enhanced through the development of a small part of the site, alternative provision of equivalent community benefit is made available, or in areas where there is an excess of sports pitch provision, taking into account the recreation and amenity value of such provision.

- 10.2.2 PPG21 on Tourism highlights the importance of tourism in generating economic activity and new job opportunities. It also recognises that a prosperous tourist industry often depends on achieving a high quality environment, and can act as a catalyst for environmental protection and enhancement. The over-riding theme of the guidance is to protect natural, historical and architectural features which serve as attractions to tourists, and to consider positively and promote ways in which new developments can be facilitated, and strengthen the base of the tourist industry.
- 10.2.3 The Structure Plan emphasises the need to ensure there is a range of open space provision in urban areas and states that where there exists a deficiency in public open space provision, proposals for the development for other uses of land utilised as, or suitable for, public open space, will normally be resisted.

### 10.3 OBJECTIVES

- 10.3.1 To protect, wherever appropriate, existing open spaces, parks and buildings which serve or last served a recreational purpose.*
- 10.3.2 To improve the amount, quality and accessibility of recreational open spaces and associated buildings.*
- 10.3.3 To retain existing and encourage the provision of new and improved leisure, sports and tourism facilities, including the provision of centres of excellence serving both regional and local needs.*
- 10.3.4 To enhance and increase the accessibility of existing visitor attractions and associated facilities and to promote new opportunities for visitor attractions throughout the city.*
- 10.3.5 To encourage the provision of arts, cultural and entertainment facilities to meet the needs of residents, workers and visitors alike.*

### 10.4 POLICIES

#### ***Open Space: Protection of Playing Fields and Recreation Grounds***

- 10.4.1 The term 'leisure activities' encompasses a wide range of both formal and informal pastimes, hence the land-use requirements vary from vast areas of open space to built structures. In attempting to provide a suitable range of leisure facilities to meet the demands of all residents and visitors in Bristol, the city council will aim to resist the irreversible loss of leisure use sites and buildings to alternative forms of unrelated development, and wherever possible increase the leisure infrastructure in the city in terms of quality, quantity and accessibility. In particular the city council is concerned about the protection of existing playing fields, and formal outdoor facilities. However, it should also be recognised that such facilities often also provide valuable amenity space which is enjoyed by local residents, in providing setting to, and relief from, the built environment. Bearing this in mind, when such facilities cease to be required for their original purpose, it does not automatically mean they should be developed for other uses, as they may be able to meet the growing need for open space in the wider community in providing open space for more informal leisure pastimes (*see also Policy NE1*).
- 10.4.2 Like the city council, Central Government attaches great importance to the retention of open space in urban areas. In the city, throughout the 1980s there has been a significant loss; 18.5 hectares (45.8 acres), of playing fields, both public and private, to other uses. The removal of such facilities, which not only provided sporting opportunities but contributed to the greening and



general amenity of the environment, has generated much concern amongst the public and the city council, since the loss of playing fields and open space to built development is irrevocable. In most cases arguments have been put forward that the private sports fields are no longer required, either because demand from the established user has evaporated or replacement facilities are being provided. This is considered to be a blinkered and short-term analysis of playing pitch demand for the following reasons:–

- (i) Even if replacement facilities are offered, these are usually on the fringes of the built-up area where they are not so accessible to existing users. The trend increases dependence on a car for access to and from sports facilities and there is a loss of urban green open space which in itself has an amenity value.
- (ii) Although older established company playing fields may be less well used due to a decline in those industries, the sites should be retained to meet the demands of new businesses, smaller sports clubs and the public in general for recreation provision and amenity value.
- (iii) In the case of school playing fields, they should also be protected and opened up to wider community use. Local management of schools is encouraging schools to maximise income from shared use. There is a possibility that pupil numbers will increase again in the future, and also a further need for playing fields may arise due to changes in the National Curriculum.
- (iv) Loss of open space increases the claustrophobic effect of many densely built inner city areas and reduces the contribution to general amenity which such areas provide.
- (v) Increasing evidence suggests that people need to be encouraged to take up more active recreation for the sake of their own health; if facilities are lost this will not be possible.

10.4.3 Having established the key policy aim of protecting existing open spaces it is then important in this Local Plan to make an assessment of the need for open spaces, both to have a base against which to assess and defend losses of existing open space and to calculate future requirements.

10.4.4 The calculation of land requirements for open spaces has always been one of the most complex and difficult problems in urban land use planning. The need for many of the facilities and landscape amenities is relatively intangible in the form of latent demand which may only become apparent when sites are under threat from development. There are no direct indicators such as market forces or waiting lists which would allow a reasonably accurate measurement of requirements.

10.4.5 Some guidance for local authorities in assessing playing pitch requirements and developing local policy has now been provided in a document “*The Playing Pitch Strategy*” published in April 1991 jointly by the Sports Council, the National Playing Fields Association (NPFA) and the Central Council for Physical Recreation.

10.4.6 More recently “*The Six Acre Standard*” publication provides guidance for minimum standards regarding all types of outdoor playing space. The Strategy recommends the adoption of a minimum standard for outdoor playing space of 2.43 hectares (six acres) per 1,000 population. Within this standard it is advised that between 1.65–1.85 hectares (4.0–4.5 acres) should be available for formal recreational space, for youth and adult use.

10.4.7 Included within this category the following facilities should be taken into consideration:–

- (i) Facilities such as pitches (eg Football, Cricket, Hockey, Rugby), greens (eg Bowls), courts (eg Tennis), athletic tracks and miscellaneous sites, such as croquet lawns and training areas owned by Local Authorities, whether at County, District or Parish level.
- (ii) Facilities described in (i) within the educational sector and which, as a matter of practice and policy, are available for public use.
- (iii) Facilities described in (i) which are within the voluntary, private, industrial and commercial sectors, and serve the leisure needs for outdoor recreation of their members, or the public.

10.4.8 The Sports Strategy, currently being prepared by the Leisure Services Directorate, will identify all the formal recreational facilities within the city, and furthermore the community's needs for such facilities. Based on this information, and the guidance produced by the NPFA, there is approximately 1.6 hectares (3.8 acres) of formal outdoor playing space per 1,000 population within the city boundaries. In recognition of the fact that the level of provision fails to meet the minimum recommendations of the NPFA, it is proposed that all maintained open space which provides opportunities for formal recreational activities should remain predominantly in a leisure use. Therefore, Policy L1 seeks to give protection to all outdoor sports facilities, and also any associated recreational buildings.

**L1 Development resulting in the unacceptable loss of playing fields and recreational open space will not be permitted unless:-**

- (i) Loss of the land/property forms part of a larger scheme for the development of recreational open space serving the needs of the local community; or**
- (ii) compensatory open space of an equivalent community benefit is to be provided in the same locality;**
- (iii) In the case of the partial development of an existing site, those facilities are accommodated and/or enhanced by such proposals.**

Implementation: Through public and private partnerships and initiatives and the development control process.

***Open Space: Children's Play/Amenity Space***

- 10.4.9 Children require a range of formal and informal play spaces across the city. These need to be easily accessible by safe routes, well designed and maintained. As well as providing opportunities for children's play areas, these amenity spaces are equally as important for others, for instance provision of general seating areas.
- 10.4.10 Guidance from the National Playing Fields Association (NPFA) indicates that toddlers' play areas should be located within 150 metres of family dwellings, and the standard provision for junior play areas is suggested as within 400 metres of every household. Both levels of provision should be accessible without having to cross a main road. This standard was endorsed by the Open Spaces in Bristol Report produced in 1984 and also in this Local Plan.
- 10.4.11 Within the 'six acre standard' strategy produced by the National Playing Fields Association, there are guidelines concerning the provision of children's play areas. The Guidance recommends between 1.5-2 acres of play space per 1,000 population, split between formal and informal space. The city council respects the NPFA guidance but recognises that its application will need to respond to factors such as local needs, based on projected child population, the suitability of sites, and the existing supply of facilities and play space.
- 10.4.12 Measured against the standards, most of the city's residential areas are deficient in play areas. With further restrictions on local authority spending, it is now vital that all new developments, especially housing, include the appropriate level of play/amenity space. In cases where it is necessary but not practical to meet the recommended guidelines on site, financial assistance will be sought to implement the facilities off site, enhancing the existing quality of local facilities whenever possible. In some cases it will be appropriate to meet both standards within one site.
- 10.4.13 The National Playing Fields Association have set target figures for play provision which establishes play guidelines for local authority housing. The city council believes these targets are equally appropriate to private housing and will, therefore, use them as the basis to achieve play/amenity space within private housing developments. The NPFA recommendation is six to eight square metres, split between formal and informal play space. See Policy Advice Note 1: Residential Guidelines (8) for design guidelines.

**L2 Planning applications for residential development of 10 or more units or on sites of more than 0.1 hectare, will be considered against the standard level of provision of informal and formally maintained play space of 0.8 hectares per 1000 people. In determining the need and form of open space provision, account will be taken of the following:–**

- (i) The type of housing proposed;**
- (ii) Existing facilities in proximity to the development;**
- (iii) Other community benefits being provided as part of the proposal.**

**Where the need for such provision is established, the location of the facility should ensure that:–**

- (a) no dwelling is more than 150 metres from a designated play area for pre-school children and no more than 400 metres for primary school children; and**
- (b) the play area is located safely.**

**Arrangements will be sought with the developer to make suitable provision for the maintenance of new play facilities within housing development, for a period of ten years from the date of occupation of the majority of dwellings to which they relate.**

Implementation: The Development Control process, with private development and community based initiatives. Where it is appropriate and practicable both levels of provision will be accommodated within one site.

### ***Greenways: Walking and Cycling***

10.4.14 Walking and cycling are key elements in a strategy for enhancing leisure provision because they are the most popular of all leisure activities, providing an inexpensive recreational pursuit which can be enjoyed by people of all ages and incomes. In order to achieve this objective, and in doing so improving links between and access to, parks and open spaces, leisure and community based facilities, employment areas, residential estates and the open countryside, the city council will attempt to safeguard a network of appropriate off-road routes.

10.4.15 In 1979 the city council introduced the concept of providing trunk walkways and cycleway routes, and it is from this initiative that the aim to provide citywide Greenway links was established. It is envisaged that such routes will follow natural features, such as hill ridges and river valleys, but routes may also be accommodated alongside major roads or in disused railway corridors. It is intended that, wherever possible, routes will be segregated to avoid any conflict between walkers and cyclists. The routes will be suitable for leisure trips and commuting within the city, in doing so, contributing to the movement objectives of this Plan (*see Chapter 5: Movement*). RPG10, PPG17, PPG13 and the Structure Plan state that plans should include proposals for the use of former railway lines and promote cycleways and pedestrian routes. Financial support from the Millennium fund also reinforces the commitment towards this approach.

10.4.16 To date the city centre to Staple Hill route, which continues to Bath, the Avon Gorge route and part of the Malago Greenway route in south Bristol have been implemented. There are also improved cycle routes in the city centre. The continuing implementation of high quality, well landscaped routes, with adequate signposting is considered imperative if the environmental objectives of this Plan are to be achieved. Furthermore, Bristol's strategic location makes it an ideal starting point

and destination for several of the long-distance footpaths in the region, eg the Cotswold Way, South West Coast Path, Severn Way, West Mendip Way and Frome Valley Walkway. The importance of Bristol as a visitor centre would be enhanced if these routes were signposted and additional information provided at appropriate locations to link such routes.

- 10.4.17 In most cases the routes as shown on the Proposals Map are on land within the public realm. However, in a few instances routeways have had to follow a path along the periphery of land in private ownership in order to provide a continuous link. Any development proposals which affect an existing or proposed footpath/cycleway, will be expected to maintain/accommodate the route or an alternative route as part of the development. If absolutely necessary the city council will negotiate re-routing.

**L3 A network of Greenways to provide off-road routes for walking and cycling, as defined on the Proposals Map will be protected. Development which incorporates the routes will be expected to:-**

- (i) Implement the provision of the routes;
- (ii) Include landscaping and ecological enhancement proposals to upgrade such routes;
- (iii) Ensure that the routes are fully segregated with appropriate design details at any junction to give priority to pedestrians and cyclists;
- (iv) Take such measures as are required to protect the security of operational uses.

**Where development adjoins the Greenway network, the provision of local spurs off the strategic network to service specific development will be sought through negotiation.**

Implementation: In partnership with other agencies to improve existing route-ways and extend the network, and through the development control process.

***Greenways: Additional Facilities***

- 10.4.18 One of the benefits of Greenways is that they allow connections with and access to leisure areas and facilities. It may be appropriate to encourage additional leisure attractions and associated facilities alongside suitable routes, in order to enhance their recreation value and increase their identity. Examples of suitable proposals would be cafes, bike hire centres, public houses, public art and sculpture trails.

**L4 Small scale appropriate leisure developments along the Greenway network, which complement the recreational value of such routes will be permitted, provided that there is no unacceptable impact on the natural environment, character and the general amenity of the surrounding area.**

Implementation: The development control process and through public and private partnership initiatives.

***Water-based Leisure: Recreational Facilities***

- 10.4.19 Bristol's water spaces in the form of rivers and the City Docks, and the adjacent waterside are a significant leisure/tourism resource, providing opportunities for both active and passive pursuits. However, the city council believe that the waterways within Bristol have the potential to offer

much more. They are important links between different parts of the city meeting the demands of tourists and local people. The South West Sports Council consider there is a shortage of moorings throughout the region. Currently the city council is drafting a Mooring Strategy for the non-tidal water from Cumberland Basin to Netham Lock which will be used for the day to day management and the control of the competing demands on the water. However, the re-opening of the Kennet and Avon Canal is expected to increase the amount of boating traffic arriving in the city. This increase in activity may also give rise for the need to establish marinas, boat-hire bases and other boat/water related development alongside the River Avon and the City Docks. It is important to note that such uses should be restricted to locations along the waterways contained within the built-up parts of the city, so as not to disturb or cause demonstrable harm to the natural environment of the urban fringe. Consultation on new proposals will be undertaken with British Waterways and the Environment Agency where appropriate. In addition, commercial moorings will be actively promoted in key locations in the City Docks in accordance with Chapter 11: City Centre.

**L5 Subject to other policies within the Plan, the establishment of water recreation facilities such as marinas, boat hire and dinghy centres will be permitted between Cumberland Basin and St Anne's footbridge.**

Implementation: Private public and voluntary sector partnerships and initiatives.

***Informal Recreation and Leisure: Citywide Facilities***

10.4.20 Within the city boundaries there are numerous major open space areas of significance not only from a wildlife and nature conservation perspective (*see Chapter 3: The Natural Environment*), but also for providing recreational opportunities for residents and visitors alike. The locations on the periphery of the city will provide opportunities for walking, picnics, informal ball games and other recreational pastimes. The more central locations will fulfil a similar role but for shorter time periods, for example during lunch breaks and in the evenings especially in the summer months. There are also many district and neighbourhood parks within the city which are very important to the local residents in the more urbanised parts of the city. The city council will protect such open spaces, and wherever possible seek to enhance and improve the range of facilities in the city's parks and open spaces as appropriate to their size, catchment area and character. The following sites are highlighted as priorities:-

- (i) **Blaise/Kingsweston Estates:** To promote and enhance this area as a focus for predominantly informal recreational and leisure activities. In particular focusing on the historic and landscape qualities of the area.
- (ii) **Purdown/Stoke Park** and (iii) **Frome Valley/Oldbury Court Estate:** To support the restoration of the historic landscapes and the enhancement of public access for informal recreational and leisure pastimes.
- (iv) **Dundry Slopes** and (v) **Lawrence Weston Urban Fringe Areas:** Provision of Open Space and Community Forest for informal sporting/leisure opportunities.
- (vi) **Trym Valley (including Baddocks Wood/Westbury Wildlife Park):** To create an area incorporating a wildlife park for informal recreation and leisure opportunities.
- (vii) **Avon Valley:** A joint initiative between the city council and the adjoining local authorities to achieve a co-ordinated approach to recreation within the valley.
- (viii) **Castle Park:** To promote and enhance a green focus in the city centre for informal recreation and entertainment.
- (ix) **Brandon Hill:** Promotion and enhancement of this central area landmark open space for informal recreation and leisure opportunities.



**L6 The following sites, as defined on the Proposals Map, will be protected and developed for outdoor informal recreation:-**

- (i) Blaise/Kingsweston Estates.**
- (ii) Purdown/Stoke Park.**
- (iii) Frome Valley/Oldbury Court Estate**
- (iv) Dundry Slopes**
- (v) Lawrence Weston urban fringe**
- (vi) Trym Valley.**
- (vii) Avon Valley/Eastwood Farm.**
- (viii) Castle Park.**
- (ix) Brandon Hill.**

Implementation: Development briefs, management plans and community forest initiatives.

***Sport: Regional and Citywide Facilities***

- 10.4.21 The city council wishes to improve the range and quality of regional sports and citywide facilities in order to host major sporting events/competitions and also to help increase the general tourism profile of the city. The need to increase sports facilities has been reinforced by the recent trend towards greater family involvement in sport, requiring a greater range of sports and associated ancillary leisure facilities.
- 10.4.22 In a report produced by the South Western Council for Sport and Recreation (SWCSR) in June 1990 it was indicated that the area covered by the former County of Avon is the most under-provided area in the region for golfing facilities. The city council acknowledges that it is unlikely that there are any suitable sites within the city boundaries which would accommodate either an 18-hole or even a 9-hole golf course. However, it is considered that there are sites suitable for complementary and support facilities, such as driving ranges, for which considerably less land is required. The city council will also support, wherever possible, improvements and extensions to existing courses. The city council will support and favour new developments which are accessible to the general public.
- 10.4.23 In particular the city council has indicated that priority projects should be a 25/50m competition swimming pool, a football stadium for Bristol Rovers Football Club, an overall regional sports/leisure complex, and an indoor tennis centre.
- 10.4.24 As well as providing facilities to accommodate regional activities, the city council also seeks to provide good quality local sports centres and swimming pools which are easily accessible and equitably distributed throughout the city to fulfil the needs of the local population. The aspirations of citywide provision have been hampered by the dilapidation of existing facilities and financial restrictions, imposed by Central Government. In order to achieve the broad objective of citywide provision, it may be necessary to rationalise existing facilities, in order to release capital resources to improve those which remain, or develop new municipal facilities, subject to satisfying Policies L1 and L9 of this Plan.
- 10.4.25 The likelihood of new sporting activities being achieved is very dependent upon unpredictable social, economic, and political factors. However, the chances of securing facilities will be improved if the public and private sectors work in partnership, acknowledging that for any overall schemes to be financially viable it may be necessary to combine sporting facilities with commercial leisure development.



10.4.26 The exact location for all sports projects has not been precisely identified, because it is considered that they should emerge after further detailed studies, discussion and consultation with landowners, the public and other interested parties. Some sites have already been identified on the Proposals Map, and the aims and objectives for each site are as follows; any other sites which come forward during the Plan period will need to meet the criteria as set out in Policies L1 and L9.

- (i) Bristol Stadium – to promote the site principally for leisure. Other land uses including non-food retail and business uses will also be acceptable as part of a mixed development incorporating sport and leisure uses, provided that there is no unacceptable environmental or traffic impact, no unacceptable retail impact by way of trade diversion from existing town centres, provision is made for the retention and enhancement of Eastville Market, and any scheme is effectively integrated with the existing Eastgate Centre and Stapleton Road and surrounding area in terms of design, access, pedestrian linkages and public transport (*see also L11, EC3 and S10*).
- (ii) Hengrove Park/Whitchurch Sports Centre – to achieve a venue for formal and informal outdoor sporting activities in conjunction with commercial leisure activities to serve both regional and local needs (*see also L11 and SB2*).
- (iii) Greenway Centre, Southmead – to enhance and develop a range of sporting uses, which can help achieve citywide sports and leisure provision as well as local community facilities (*see also Chapter 9: Community Services: Policy CS2 and Chapter 6: Economy*).

#### **L7 Additional sports development is proposed at the locations listed below and defined on the Proposals Map:–**

- (i) Bristol Stadium, Eastville**
- (ii) Hengrove Park/Whitchurch Sports Centre**
- (iii) Greenway Centre, Southmead**

Implementation: Sports facilities will be provided in the main through joint public and private partnerships and sometimes in conjunction with commercial leisure development in order to aid the financing of such projects:

#### ***Sports Stadia***

10.4.27 Within the city there are currently three sites which accommodate professional, or first class amateur sporting activities. The following sites as a matter of practice or policy are generally not available for use by the general public, and in the main are restricted for the use of the resident teams.

- (i) Ashton Gate (Bristol City Football Club).
- (ii) The County Ground, Ashley Down (Gloucestershire County Cricket Club).
- (iii) The Memorial Ground, Horfield (Bristol Rugby Football Club and Bristol Rovers Football Club).

10.4.28 Following the Taylor Report, PPG17 has highlighted the inadequacy of existing stadia, and the need for improvements in terms of public safety, as an issue appropriate to be addressed in the preparation of development plans. The various standards approved in the report were made in respect of football stadia and other sports grounds designated under the Safety of Sports Ground Act 1975 and the Fire Safety and Safety of Places Sports Act 1987. Furthermore improvements to existing stadia may be necessary to ensure that people using them are provided with facilities appropriate to these top class venues.

10.4.29 All three facilities are valuable assets to Bristol, not only in providing opportunities to view top class sport, but also contributing to the overall economic growth within the city. In order to ensure

that the community's opportunity to participate in sport is not eroded, the city council will help to secure the future of all three facilities by taking a positive approach to development proposals which directly or indirectly enables the principal sporting activity to continue on the site. In determining planning applications for development which would enable improvements to the stadia to be implemented, the community benefits arising from such development will be taken into account. The city council is seeking to ensure the continued use of these three sites, and the provisions within criteria (i) to (iv) provide a clear balanced framework to guide the future development of the site, whilst recognising important amenity considerations. Account will be taken in applying the provisions of Policy L8 of the opportunities for relocation of stadia to new sites. However, Policy L8 has been developed in recognition of the benefits – social, economic and environmental, of providing sporting areas to accommodate spectator sports within urban areas and thus easily accessible to large areas of the resident population.

**L8 The following sites, as defined on the Proposals Map, will be protected from development which would erode the community's opportunity to participate in sport and will be promoted for the use as sports stadia:–**

- (a) Ashton Gate
- (b) County Ground
- (c) Memorial Ground

**On land at, adjoining or associated with the stadia, development which supports the principal activity will be permitted, provided that:–**

- (i) Where development would not otherwise be permitted under the policies and proposals of this Plan, there exists a need to undertake improvements to the principal facility;
- (ii) The amenity of the neighbouring uses would not be affected to an unacceptable degree by virtue of noise, or other disturbance;
- (iii) There would be no unacceptable impact due to additional traffic;
- (iv) The existing level of car parking serving the stadium would be maintained.

Implementation: Through the development control process.

***Sport: Assessment Criteria for New Facilities***

10.4.30 This Plan acknowledges that Bristol is lacking in sports facilities of both a sub-regional and city-wide level. For instance a long-term site for Bristol Rovers Football Club and an indoor tennis facility are two examples of facilities which would be desirable in the city and other deficiencies will become apparent once the Sports Strategy has been completed. Where appropriate the city council will continue to investigate opportunities for sports facilities on other sites, in particular where it can be demonstrated that there is an over-riding regional and/or local need for the facility. The city council will encourage public, private and voluntary sector proposals to improve neighbourhood sports provision; priority locations will be in the outlying residential estates.

**L9 In determining planning applications for sports facilities, account will be taken of the following:–**

- (i) The need to protect open space, for recreational purposes;
- (ii) The impact on the amenity value and the existing infrastructure of the surrounding area;

- (iii) The level of access to the site via public transport;
- (iv) The level of public user access to the facility;
- (v) The need to improve neighbourhood facilities, particularly in the outlying estates.

Implementation: The Sports Strategy will identify those facilities which are lacking in the city. The exact location of such facilities will be subject to the development control process.

### ***Arts and Entertainment: Public Art***

- 10.4.31 The city council is currently actively pursuing a public art strategy supported by South West Arts. Arts development will help increase the profile of the city as a tourist attraction, which in turn will increase social and economic benefits to the local population and the local business community. It will also generate work for local artists/crafts-people, and promote a sense of local identity and ownership in the community. In the light of such community benefits the city council will encourage and positively welcome any improvements to both the urban environment and open spaces through public arts initiatives.

### **L10 Public art which enhances and increases the value of the existing townscape and open space throughout the city will be permitted. Priority locations will be the city centre, the Harbourside regeneration area, residential estates and other locations which generate considerable pedestrian flows.**

Implementation: In partnership with South West Arts and other interested bodies and Directorate of Leisure Services.

### ***Tourism: Leisure Development***

- 10.4.32 The importance of the tourism industry in terms of income generation and employment opportunities is increasing with the further decline of the manufacturing industry in the greater Bristol area. In order to ensure that the industry develops in such a way that is beneficial to the city, the city council prepared a Tourism Strategy in 1991, which identifies four main objectives.
- (i) To harness the city's unique character, and realise the full potential of its under-utilised assets.
  - (ii) To ensure the accessibility of tourist facilities by local residents.
  - (iii) To improve amenities and facilities for local residents.
  - (iv) To encourage employment opportunities.
- 10.4.33 As well as establishing an overall tourism strategy it is also essential to formulate a marketing strategy for promotion, identifying both internal and external opportunities which will widen the tourist attractions of the city. The city's proximity to the historic and cultural city of Bath, Cheddar Gorge and the immediate surrounding countryside strengthens its regional position in the South West. Wherever possible, the city council will aim to establish links to aid the marketing of the region as a tourist location.
- 10.4.34 Within the city boundary, there are a host of tourist attractions, covering a wide range of interests. These range from the historic attractions and commercial leisure development surrounding the City Docks, the various museums, art galleries and other centres of culture, to the more specific attractions such as Clifton Village, Bristol Zoo, Avon Gorge and the Suspension Bridge. It is essential that the existing facilities are enhanced and protected, as well as providing sites for new and innovative projects. These could include 'theme' museums, visitor centres, tourist trails, public art and street entertainment.

10.4.35 The successful promotion of the tourist industry throughout the city, but especially in the central areas, is dependent on the provision of appropriate infrastructure and complementary facilities such as:

- (i) Coach and car parking provision (*also refer to Chapter 5: Movement: Policies M4, M8*).
- (ii) A comprehensive system of signposts to enable convenient access to visitor destinations throughout the city.
- (iii) Other complementary facilities such as information and visitor centres, public conveniences and public seating.

Where appropriate new tourism/leisure related developments will be expected to provide directly, or contribute towards the citywide provision of such facilities.

10.4.36 As part of the city council's commitment to the expansion of the tourism industry it is essential to provide a full range of visitor accommodation and associated facilities to meet the needs of all tourists. Proposals for guest houses will generally be favoured. The success of the tourism strategy will depend as much on the first impression a tourist has of the city, how easy it is to obtain information and accommodation, as on the experience of visiting attractions.

10.4.37 With the celebrations in Bristol during 1996 and 1997, there should be sufficient impetus for both the public and private sector to propose and accommodate new visitor attractions, visitor accommodation, conference and other associated tourist/leisure facilities in the city. The following sites have been identified on the Proposals Map for leisure/tourism uses. The planning considerations, and other acceptable uses are as follows:-

- |   |  |
|---|--|
| (i) Harbourside   | The city's key leisure priority, incorporating Centre for Performing Arts, hotels, commercial leisure, maritime and industrial heritage facilities and historical interpretation. Other acceptable uses will include specialist retailing and catering, housing, offices and craft/maritime/media industries ( <i>see Chapter 11: City Centre: Policy CC1</i> ). |
| (ii) Redcliff Wharf and Caves   | Visitor centre incorporating caves, glass museum, craft workshops, multi-use space, catering.  |
| (iii) Underfall Yard  | Interpretation of Victorian engineering workshop, focus for 1997 festival initiative, including construction of replica of 'The Matthew'.  |
| (iv) Brunel and Digby Wyatt Sheds, Temple Meads   | Public exhibitions and events in and around Brunel Shed. Key regeneration area ( <i>see Chapter 11: City Centre: Policy CC1</i> ).   |
| (v) Narrow Quay (two sites)/<br>The Grove (Waterfront Strip)/<br>King Street (three sites)/<br>Welsh Back (Waterfront Strip) – seven sites in total | Tourism/leisure uses could include boat hire and maintenance, cafes, galleries, entertainments, shopping and other lively public uses. Other acceptable uses would be offices and housing (both normally on upper floors) and small hotel ( <i>see Chapter 11: City Centre: Policy CC3</i> ).  |
| (vi) Bristol Entertainment Centre, Frogmore Street  | Tourism/leisure uses could include cinema, entertainments, cafes and pubs. Other acceptable uses would be housing, offices and University related uses. Improved links to Park Street and Park Row ( <i>see Chapter 11: City Centre: Policy CC3</i> ).   |
| (vii) Totterdown Lock   | Tourism/leisure uses could include mooring and small scale boat-related facilities and open space retaining natural habitat. Other uses could include upgraded car park.   |
| (viii) Hotwells Sand Wharf  | Leisure uses to include public open space and community leisure, new leisure moorings. Principal use of the site will be for residential purposes.   |

- |                     |   |
|---------------------|---|
| (ix) Hengrove Park  | Tourism/leisure uses could include: hotel, multiplex, ten-pin bowling, cinema, bingo, club, nightclub, bar and restaurant in conjunction with sporting facilities. Key regeneration area (see Chapter 13: South Bristol: Policy SB2). |
| (x) Bristol Stadium | Tourism/leisure uses could include a multiplex cinema in conjunction with sporting facilities. Other uses could include business use and non-food retail (see Policies EC3 and S10).  |

However, other sites for tourism related development will come forward during the Plan period; in particular the city council is aware of the need to provide an additional camping/caravanning facility in the city.

**L11 Tourism/leisure development is proposed on the sites listed below and defined on the Proposals Map. Development on those sites adjacent to waterways will be required to provide public access to the water's edge.**

- (i) Harbourside
- (ii) Redcliffe Wharf/Caves
- (iii) Brunel And Digby Wyatt Sheds
- (iv) Narrow Quay/The Grove/King Street/Welsh Back Area
- (v) Frogmore Street Area
- (vi) Underfall Yard
- (vii) Totterdown Lock
- (viii) Hengrove Park
- (ix) Bristol Stadium

**In determining planning applications for tourism related development on sites not defined on the Proposals Map, account will be taken of the following:–**

- (i) The need to safeguard the amenity and any other interests of acknowledged importance of the surrounding area; and**
- (ii) the proximity of the site to the primary road network; and**
- (iii) the proximity of the site to public transport routes.**

Implementation: Public and Private sector partnerships and initiatives and opportunities identified through the Leisure Strategy.

# CHAPTER 11

## CITY CENTRE

*"PROMOTING A GREAT WESTERN CITY AND ITS VITAL ROLE TO LOCAL PEOPLE, THE REGION AND EUROPE"*

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## 11.1 INTRODUCTION

11.1.1 The Policies and proposals for the city centre set out in this Chapter are promoted within the context of European, national, regional and Structure Plan Policies, which are explained in the topic Chapters of this Plan. These Policies recognise the vital role which city centres play within major cities and acknowledge that a range of developments is essential to secure their future. The following Chapter illustrates how, building on this strategic foundation, the city centre will be shaped to meet the needs of the next millennium. The Chapter initially examines the key policy issues affecting the city centre, along with the Local Plan's principal objectives, and then sets out detailed Policies specific to the city centre under the broad headings of Economy and Transport and Movement. It should be read in conjunction with the other relevant Chapters/Policies within the Plan and also with reference to the city council's 'City Centre Strategy' (*see below*).

### ***The City Centre Strategy***

11.1.2 In building on the overall direction set by Policies within the Bristol Local Plan for the future of the city centre, and a number of major partnership arrangements such as the Broadmead Board and Bristol 2000, the City Centre Strategy defines key aspirations for the city centre and the actions which will be taken over the next three years to realise them. The strategy identifies a number of specific functions and themes which provide 'building blocks' of information and action, which alongside the detailed assessment of nine city centre neighbourhoods, aims to 'focus' development to make the most of opportunities for new investment and new facilities/jobs. As Supplementary Planning Guidance to the Local Plan the City Centre Strategy provides detailed information on how the city council wishes to see the implementation of Policies contained within this Chapter and deals with other corporate and management issues outside the scope of a local plan.

### ***Regional Capital***

11.1.3 Bristol's many advantages ensure its continued role as a city of quality and a regional capital. The city centre provides all the vitality and diversity which could be expected of the heart of a dynamic and affluent city. It is the natural focus of the social and cultural life of the West Country – a centre for culture, entertainment and leisure with a vibrant 24 hour economy. At its core is the Historic Harbour – the foundation upon which the city's great maritime wealth was built – now the focal point of a new chapter in Bristol's history. New arts centres, cinemas and museums have colonised disused quaysides and empty warehouses and a new community of residents and businesses have revitalised waterside areas where generations of ships brought trade to a thriving city.

11.1.4 The city centre possesses all the assets necessary for Bristol to consolidate its role as a regional focus and a major European city:

- \* An environment which is the envy of other major cities, with ambitious plans for further enhancement in hand.
- \* A rich heritage founded on commercial enterprise and international trade.
- \* A waterside location on the Historic Harbour with opportunities for growth and development.
- \* A reputation for quality leisure and tourism based on cultural and media links.
- \* A strong financial sector providing a sound foundation for further growth.
- \* The potential to expand an already diverse economy to promote new initiatives in tourism, leisure, culture, education and the media.

11.1.5 The potential of the city centre is outstanding and there is a fresh determination from business, community interests and local government to combine forces to realise a shared vision for the future.



- 11.1.9 Elsewhere, new retailing and other public uses will be actively promoted as a means of improving the attractiveness and vitality of key pedestrian routes. In particular, the introduction of markets and street trading will be encouraged. Shopping facilities on a limited scale will normally be welcomed as part of new and enhanced tourist and visitor facilities where additional trade can be expected to be generated by increased pedestrian activity.
- 11.1.10 In order to create a livelier and more attractive city centre, to promote tourism and to provide opportunities for small retailers to begin trading, the city council will support the improvement and introduction of street trading and markets. Priority will be given to extending the range and scale of the historic St Nicholas Market, through the use of adjoining streets. As part of the redevelopment and regeneration of waterside sites the opportunity to introduce markets in public spaces will be promoted. Street trading and/or markets will be promoted to link Broadmead with the West End of the city centre eg Harbourside, Park Street.

### ***Housing***

- 11.1.11 The city council will seek, through the Local Plan, to allocate a range of sites specifically for residential use and to promote and assist the development process leading to implementation in order to substantially increase the housing stock in central Bristol. The Plan will seek to safeguard and develop the existing city centre community by:-
- (i) Promoting sites for new residential development, in some instances as part of mixed use schemes with a commercial content (*see Policy CC3*).
  - (ii) Generally resisting the loss of existing housing through demolition or changes of use.
  - (iii) Encouraging greater use of vacant accommodation for residential purposes – eg, on upper floors above shops and offices.
  - (iv) Generally supporting the principle of houseboat moorings within the Historic Harbour (*see Policy H14*).
  - (v) Creating a city centre attractive as a place to live by tackling environmental and security problems, and ensuring the delivery of a satisfactory standard of local services.

### ***The Built Environment***

- 11.1.12 Local ambitions to realise higher standards of environmental quality in the city centre grew throughout the 1980s. There is now an acknowledged need to balance further growth with the objectives of achieving high quality urban design and architecture, relieving congestion, improving air quality and reducing noise, enhancing safety and comfort for pedestrians and promoting a pride in the city and its image. The city centre has a unique and memorable character, which is acknowledged by the fact that nearly one third of Bristol's 3,600 Listed Buildings are located in the centre and over two thirds of it is covered by Conservation Areas. The preservation and enhancement of this environment is a key element within the council's strategy for the city centre.
- 11.1.13 The city council is progressing major improvements to key city centre spaces. An environmental enhancement scheme at College Green, funded with European Heritage money, has gained a national award. Queen Square has been closed to through traffic providing an opportunity to revitalise an outstanding historic space for the enjoyment of local people and visitors, and on 'The Centre' there are plans to re-establish its former role as the hub of the city centre – the principal point of arrival and congregation and the main focus of pedestrian movement (*see 'The Centre Project'*).

### ***Legibility***

- 11.1.14 The complex and varied character of the city centre can be confusing, especially to visitors. A priority will be to create a more 'legible' area with signing and information systems designed to make pedestrian movement pleasant and easy (*see 'The Bristol Legible City Initiative', March 1996*).

Continued enhancement of city centre spaces and key pedestrian routes will play a vital role in developing an 'accessible' city centre.

### ***Access***

- 11.1.15 Essential to the use of the city centre for business or pleasure is ease of access. Although some measures to relieve traffic congestion in the city centre may produce short term improvements for access by car (eg building of the Avon Ring Road and Bristol Spine Road and computerised traffic controls), a sustainable transport strategy for the city must give priority to improving public transport services.
- 11.1.16 The promotion of further growth in central Bristol, complementing that at the city fringes, will make investment in new infrastructure, such as Rapid Transit systems, economically attractive. Initiatives such as Rapid Transit promise quick, comfortable and convenient travel to the city centre and will form a key part of a medium term transport strategy. The introduction of park and ride facilities and bus priority measures is already in hand and will address the immediate need to provide enhanced public transport for journeys to work as a viable alternative to the private car.
- 11.1.17 Within the city centre easy and safe access for pedestrians and disabled people will be given priority over other requirements for movement. While traffic essential to the commercial well being and other essential operations of the area will continue to be accommodated, the removal of non-essential vehicles and the implementation of measures to reduce the impact of remaining traffic will be at the heart of city council policy.

### ***Key to a Better Bristol***

- 11.1.18 The success of this vision for the city centre will depend on the key players in the city signing up and working together to bring existing proposals to fruition and to develop workable solutions to remaining city centre problems. Bristol needs to promote its role as a great city in Europe – the city centre is the key to this. It will be essential for the public and private sectors to work together to engage the commitment and enthusiasm of local people and local businesses and to jointly create a vibrant and vital city centre which we can all be proud of.

## **11.2 OBJECTIVES FOR THE CITY CENTRE**

- 11.2.1 To harness the city centre's commercial and environmental potential to promote Bristol as a regional capital and major European city.*
- 11.2.2 To enable the city centre to develop its role as the main business centre of the region in order to attract investment, create local jobs and enable the realisation of broader social and economic aims.*
- 11.2.3 To maintain the city centre's function as the focus of major institutions and public services serving local, city and regional populations.*
- 11.2.4 To promote the city centre to realise its full potential as the principal focus for leisure and tourism within a regional, national and international context.*
- 11.2.5 To revitalise and augment city centre shopping facilities to meet both regional and local needs into the 21st Century.*
- 11.2.6 To maintain and develop the social and economic vitality of the city centre through the creative regeneration of its physical environment.*
- 11.2.7 To consolidate and create residential communities in the city centre as a contribution to the enhancement of its character and vitality.*
- 11.2.8 To promote the vitality of the city centre by developing an integrated transport system which gives greater priority to public transport, safe pedestrian movement and cycling.*



## 11.3 ECONOMY

11.3.1 Economic growth within the city centre can be anticipated in a number of key areas. In the educational sector, the University of Bristol has major expansion plans which will strengthen its role as a centre of excellence for research and development. The growth of newly emerging sectors – media, arts and specialist services supporting city centre businesses – will be fostered. The role of the city centre as a major retail centre with potential for expansion will also contribute to the area's wealth and vitality. The city's large catchment population and extensive Harbourside opportunities offer potential for further growth in leisure, tourism and conference facilities. The few remaining concentrations of industry in the city centre will be protected and encouraged to consolidate and expand wherever possible. The Bristol Economic Development Strategy (1995) contains the city council's objectives for economic development and the activities which need to be undertaken.

### *Office Development*

11.3.2 Existing planning consents for office development together with other sites allocated through the Local Plan and likely windfall sites emerging over the next few years are expected jointly to have a capacity which would easily allow growth on the scale achieved in the 1980s to be sustained and also permit a substantial choice of development sites. The allocated sites include redevelopment opportunities in prime locations which will be attractive to institutional investors and for larger non-speculative schemes (eg Harbourside, Temple Meads, Newfoundland Street/Bond Street). Other opportunities are provided for small scale offices and for less prestigious accommodation in secondary locations. Office investment has an important role to play as an instrument of urban renewal providing a means of regenerating declining areas and derelict sites as well as repairing historic buildings at risk. Business development sites are identified in Chapter 6: Economy, Policy EC3.

11.3.3 The city centre contains a number of large unattractive post-war office buildings. Many of these no longer meet modern occupier requirements. The city council will actively promote the replacement of these in order to improve the appearance of the prominent streets in which they are often located and to encourage the provision of high quality business accommodation. Normal planning requirements will be applied flexibly to provide incentives for early redevelopment.

### *Opportunities for Regeneration*

11.3.4 The city centre includes a broad range of attractive opportunities for major investment. The sites highlighted below will provide for much of the growth and development which is essential if the city centre is to compete successfully against out-of-town locations and other cities for new investment. Their development will also help to address problems of unused and underused land, declining physical fabric, outdated building stock and poor environmental conditions.

11.3.5 The opportunities are for:-

- Major Regeneration Areas – Prestigious, high profile areas with opportunities for major change and investment. Development of these is at the heart of the economic strategy for the city centre.
- Gateway Schemes – Sites and areas located on the main routes into the city centre. Their renewal and improvement is the key to building a positive and attractive image for the city centre, and providing new inner city housing and small business sites.
- Development Opportunities – Other prominent sites which can make a substantial contribution to the economic success of the city centre.

**CC1 The following key city centre areas, as defined on the Proposals Map, are proposed priorities for development and regeneration. Development for the uses indicated will be permitted.**

**(I) Major regeneration areas:-**

- Harbourside area** – development for a new office quarter, major leisure/tourist facilities with ancillary shopping and for housing, in a mixed use form.
- Broadmead** – renewal and improvement of the post-war shopping centre with opportunities for new retail development/redevelopment at Quakers Friars, Pithay/Nelson Street and Horsefair/Callowhill Court/Penn Street, and the redevelopment of the Bus/Coach Station for retail or business use, including improvements to passenger facilities, a new purpose designed bus/coach station and shoppers' car parking.
- Temple Meads** – development for business, leisure and residential uses with ancillary shopping. Provision of bus/heavy rail/light rapid transit interchange facilities, improved station car parking and improvements to Redcliffe Way and Temple Way. Promotion of uses that will benefit from close location to the station and will encourage rail use.

**(II) Gateway schemes:-**

- Newfoundland Street/Bond Street** – development for a mix of business and housing, with the option of commercial leisure. Shoppers' parking to be provided.
- Stokes Croft** – retention of retail frontages with residential and/or business uses on upper floors and backland sites. Regeneration of key site at Westmoreland House (104/106 Stokes Croft/Ashley Road) for a mix of business and housing with an option of ground floor shopping.
- Old Market/ West Street** – refurbishment of historic frontage buildings for retail/service uses. Development of backland sites and upper floors for residential and/or business uses.

Implementation: (i) Major Regeneration Areas – see paragraphs 11.3.6–11.3.26.

(ii) Gateway Schemes – see paragraphs 11.3.27–11.3.33

***Major Regeneration Areas***

**Harbourside**

11.3.6 Harbourside provides a prime opportunity for regeneration. Together with other principal landowners, the city council is committed to using its resources to make Harbourside attractive to inward investment in Bristol. The area covers 27 hectares (66 acres) of former dock and industrial land with an unrivalled waterside location in the heart of the city.

11.3.7 In conjunction with the landowners, with support from the Bristol Chamber of Commerce and Initiative, the city council has commissioned consultant specialists in many aspects of



development. In January 1994 the Harbourside Sponsors, as the principal landowners are known, agreed a Development Framework for the area which is commercially viable, capable of phased implementation over the next six to ten years and which meets the objectives of the Sponsors. This key milestone was marked in March 1994 by the signing of the Harbourside Accord, a declaration of joint working principles. Shortly after, the Government's regeneration agency, English Partnerships, announced their intention to be involved in the project.

- 11.3.8 Harbourside provides major opportunities for high quality business development linked directly to the established commercial core and next to the prestigious Lloyds Bank Headquarters building. The new business quarter will comprise 60,000 square metres of office development which, it is envisaged, will be the economic motor that drives the regeneration process in Harbourside. The intention is to target media and communications businesses particularly as well as the financial sector, all of which are showing considerable interest in the area.
- 11.3.9 One of the principal objectives for Harbourside is the creation of a regional focus for leisure, tourism and the arts. One of the main elements of this leisure core will be a Centre for the Performing Arts (CPA) incorporating a new concert hall to replace the Colston Hall, a second, multi-purpose auditorium and ancillary arts and entertainment facilities enclosed within a state-of-the-art landmark building on the waterfront.
- 11.3.10 The CPA will be augmented by major leisure attractions. At the forefront of proposals being investigated are the Wildlife Discovery Centre and associated large-screen cinema, and a new and extended Exploratory. These proposals when combined with the CPA will be complemented by existing provisions such as the Watershed Media Centre, Bristol Industrial Museum, ss Great Britain and Maritime Heritage Centre and supporting restaurants, bars, cafes and speciality shops. These attractions will form a very substantial magnet for visitors and provide valuable new facilities for local people.
- 11.3.11 Harbourside offers the most important opportunity for new housing in the city centre, with a capacity of at least 775 dwellings, primarily on Wapping Wharf, but with a substantial component of some 200 dwellings on Canon's Marsh. At Wapping Wharf there is the potential for the creation of an attractive waterside 'urban village' successfully integrated into the retained Industrial Museum and heritage attractions along the waterfront.
- 11.3.12 The early achievement of public infrastructure is a priority and will be centred on profile raising initiatives which will draw visitors and generate interest in Harbourside. One such initiative is the development of a principal arrival concourse and information exchange. This will be a high quality public facility, active 24 hours a day, using the latest technology in communications to provide a comprehensive information service for business and leisure users.
- 11.3.13 The main objectives for the regeneration of Harbourside are:-
  - (i) To follow an integrated and comprehensive approach to the redevelopment of Harbourside, in accordance with a framework for development which is commercially viable, capable of implementation over six to ten years and which satisfies the individual objectives of respective landowners.
  - (ii) To secure a range of employment, housing and leisure investment.
  - (iii) To provide major recreational, cultural and tourist facilities for Bristol.
  - (iv) To create a distinct sense of place through the promotion of quality urban design.
  - (v) To develop a network of well designed and landscaped public spaces, linked by strong pedestrian routes, including a continuous waterfront walkway.
  - (vi) To secure access and parking arrangements in the area sufficient to support the range of uses proposed for Harbourside.
  - (vii) To raise national awareness of Bristol, through Harbourside, as a first choice for investment, for living and for leisure.

## **Broadmead**

- 11.3.14 Broadmead is Bristol's main shopping centre, containing retail floorspace approaching one million square feet. It requires improvement to ensure continued success as a major regional centre.
- 11.3.15 The process of improvement is particularly vital in view of the development of major out-of-town shopping at Cribbs Causeway to the north of Bristol, which will inevitably attract some trade and investment away from the city centre. Investment in The Galleries Shopping Centre, and recent environmental improvements, have already boosted confidence in Broadmead.
- 11.3.16 The 'Broadmead Initiative' report, published in 1989, paved the way for a current five year action plan which will improve the variety and quality of shopping, the centre's facilities and environment and its management and marketing. Consultants were commissioned to undertake a study to give advice on how Broadmead and other city centre shopping locations should be promoted and regenerated, particularly in response to further retail development at Cribbs Causeway. They reported in June 1995. The Study supported the strategy set out in the Deposit Local Plan and identified a number of initiatives, including:-
- (i) An open air market at Quakers Friars and a specialist market utilising a refurbished Corn Exchange.
  - (ii) A new local feature at the Podium.
  - (iii) Reinforcing the links between Queens Road/Park Street/Christmas Steps and Broadmead via Nelson Street and between Harbourside/The Centre and Broadmead through the Old City (Corn Street).
  - (iv) Opportunities for retail development along the Bridewell/Nelson Street/Lewins Mead area.
- 11.3.17 The creation of a Broadmead Board of Management, representing local authority, retailer and investor interests, coupled with the appointment of a Broadmead Manager, has established a mechanism for progressing the regeneration of Broadmead. There is now a clear commitment to achieve real improvements to Broadmead and to build a more vibrant and attractive image for the centre.
- 11.3.18 Proposals for the area include:-
- (i) Infill of the Quakers Friars court with a development of small specialist shops.
  - (ii) Introduction of a shop-mobility scheme.
  - (iii) Work to effect traffic calming and improve pedestrian safety at Horsefair and Penn Street, the first phase of which is now complete.
  - (iv) Improvements to Broadmead/Haberfield car parks.
  - (v) Introduction of new street furniture in the principal malls of Merchant Street and Broadmead.
  - (vi) Proposals for new playcare facilities and public toilets at Castle Park.
  - (vii) Market stalls and street trading which contribute positively to the image and vitality of Broadmead.
  - (viii) In the longer term, opportunities for extension of the shopping area westward (to Pithay and Nelson Street), and redevelopment of Broadmead's north-east quadrant (centred on Callowhill Court), with redevelopment of the Bus and Coach Station at Marlborough Street (as part of the Badger Centre scheme) as a further option.

## **Bus and Coach Station**

- 11.3.19 The Bus and Coach Station is a major point of arrival for visitors to Bristol and for passengers making local trips for work or shopping purposes. Improvement of the existing unattractive and inefficient facilities is crucial to building a better image for the city and encouraging greater use of public transport.

11.3.20 The main priorities for the Bus and Coach Station are:-

- (i) To seek short-term means to relieve the existing problems of the station.
- (ii) To promote redevelopment of the site with re-provision of the main bus/coach facilities, including:-
  - Better passenger comfort
  - Improved local traffic circulation
  - A more attractive appearance, internally and externally
  - Improved provision of ancillary services, including car parking and catering
  - Better pedestrian linkages to adjoining areas, particularly Broadmead

### **Temple Meads**

11.3.21 The Temple Meads Regeneration Area consists of the site of the former Temple Meads Goods Depot, the main line Inter City Station, the Royal Mail Mechanised Letter Office and Parcel Depot, land between the Floating Harbour and Avon Street and Totterdown Basin. It has a waterside location, includes important Listed Buildings, and is adjacent to the Inner Circuit Road (A4044) and has excellent rail communications.

11.3.22 The north shore has already seen substantial investment in the form of a new waterside headquarters for Nat West Life at Trinity Quay. To the south, the restoration of Brunel's Historic Train Shed to house the Bristol Exploratory – a hands-on science exhibition – has provided a new focus adjacent to the station complex. A proposed Empire Museum will reinforce the tourist attractions in this area.

11.3.23 Outline planning permission exists on land at Quay Point for mixed development of offices, retail, hotel, leisure and housing, including the remodelling of Victoria Street/Temple Way junction. The site is owned by English Partnerships who are now responsible for achieving regeneration. They are producing a new masterplan to guide development in association with the city council and others. Railtrack plc are promoting the redevelopment of Herbert House and Collet House within Temple Meads Station and the Museum of Britain and the World have proposals to expand within the Old Brunel Station. Bus/heavy rail/light rapid transport interchange facilities (*see Policy M9*) are proposed adjacent to Temple Meads Station. Royal Mail have announced that their letter sorting operation will be moving to Filton and that Parcel Force is likely to move from the site within the Plan period.

11.3.24 It is important that there is an overall planning approach, with the landowners working in partnership to achieve the regeneration of this area within which each constituent part is brought forward for development as soon as practical, with the aim of achieving high quality development that will benefit the city.

11.3.25 The area creates the opportunity for significant office development, major leisure uses such as an exhibition centre and/or an indoor arena, a hotel with conference facilities, a substantial amount of city centre housing and to re-orientate the Station towards the city centre. Uses that would benefit from the close location to the Station will be promoted. Development will need to enhance the Listed Buildings and their settings on the site, improve the townscape, provide public access to the Floating Harbour and be sensitive to the archaeology on the site, particularly the mediaeval Portwall and ower Harratz.

11.3.26 The city council's priorities for the area are:-

- (i) To create an outstanding gateway to the city.
- (ii) To create a high quality urban environment, capitalising on the opportunities created by a waterside location.
- (iii) To attract a prestigious mix of headquarters offices, major leisure uses such as an exhibition centre and indoor arena, hotel/conference and other leisure facilities, housing and ancillary retail uses.
- (iv) To conserve and enhance the historic station buildings and to improve their settings.

- (v) To strengthen physical links with the established commercial uses immediately to the west, via Redcliffe Way and Victoria Street, giving particular priority to pedestrian movements.
- (vi) To provide enhanced transport interchange facilities between mainline rail, buses and, potentially, Light Rapid Transit and to provide improved station car parking.
- (vii) To remodel the Temple Way/Redcliffe Way junction including the downgrading of Redcliffe Way to relieve the impact of traffic on St Mary's Church.
- (viii) To create new confidence in the future of the Broad Plain area to the north, with a view to attracting new business, housing and industrial development.
- (ix) To complement rather than duplicate development planned for Harbourside.

## ***Gateway Schemes***

### **Newfoundland Street/Bond Street**

- 11.3.27 Lying on the eastern side of the city centre at the junction of the M32 link road (Newfoundland Street) and the Inner Circuit Road (Bond Street) this is a prominent site which for several years has been regarded as a prime location for extending central area activities. Formerly allocated for retail uses pending the outcome of inquiries into out-of-town shopping proposals, the site is now being promoted for alternative, mainly commercial, purposes.
- 11.3.28 The prominent location of the site and the existence of office planning consents for most of the main frontage land suggest that its western end will prove attractive to investors as the economy recovers. At the heart of the site, improvements to the car parking serving Broadmead Shopping Centre will be sought in conjunction with the development of local authority owned land on the main road frontage. New housing, extending the existing River Street and St Judes community, will be promoted on the site of the former Broadweir Baths.
- 11.3.29 The main aims and priorities for Newfoundland Street/Bond Street are:-
- (i) To provide a landmark design of the highest quality alongside the main routes adjoining the site, reflecting its importance as a gateway to the city centre.
  - (ii) Commercial leisure.
  - (iii) To retain and augment established housing on the south eastern part of the site.
  - (iv) To seek the retention of traditional buildings contributing to the character of the area.
  - (v) To retain and enhance car parking serving the Broadmead Shopping Centre and to improve pedestrian access to Broadmead.

### **Stokes Croft**

- 11.3.30 Stokes Croft lies along the busy A38 radial route, close to the city's commercial heart. It is a prominent frontage with a high level of passing vehicular and pedestrian traffic. Its principal role is as a shopping street providing local and specialist services. It suffers from a variety of problems including prominent derelict sites, buildings in poor physical condition, traffic congestion and poor pedestrian links with the core of the city centre.
- 11.3.31 The main priorities for the area are:-
- (i) To promote the flexible use of traditional buildings.
  - (ii) To preserve and enhance the historic character of the area, retaining and restoring traditional buildings and features.
  - (iii) To target available resources to the regeneration of the major derelict sites/buildings on the prominent Stokes Croft frontage.
  - (iv) To promote more intensive use of properties, particularly upper floors of shops, for residential and business uses.
  - (v) To encourage mixed use development with a residential content.

- (vi) To improve the pedestrian environment and strengthen pedestrian links with the core of the city centre.
- (vii) To review parking regimes with a view to improving customer access and servicing arrangements.

### **Old Market Street/West Street**

11.3.32 Old Market Street and West Street have a history as shopping streets separated from the city centre by 1960s road-building. Like Stokes Croft they have suffered from poor investment in recent years, though the city's Conservation Programme and new housing developments have repaired much of the historic fabric of Old Market Street and its backland. West Street, lying further from the city centre, has proved less attractive to investors and will be the focus of future initiatives.

11.3.33 The main priorities for the area are:-

- (i) To preserve and enhance the historic character of the area, retaining and restoring traditional buildings and features.
- (ii) To target available resources to the repair of historic frontage buildings in West Street, particularly those at risk.
- (iii) To link the development of backland sites for housing and business uses to the repair of frontage buildings and the sensitive infill of gap sites.
- (iv) To review parking regimes with a view to improving customer access and servicing arrangements.
- (v) To examine the potential for reducing the volume and impact of traffic as a result of completion of the Spine Road.
- (vi) To promote better pedestrian and cycle links with Temple Meads and the main city centre commercial areas.

### **Mixed Commercial Areas**

11.3.34 In addition to the areas and sites which will be the main focus of regeneration initiatives, the city centre includes substantial areas where a process of gradual incremental renewal will be appropriate. The areas concerned contain a mix of uses which are mostly commercial in character, though housing and institutional uses are also represented. Within such areas a broad range of uses will be welcomed, subject to their impact being acceptable. A process of site by site renewal and improvement will be encouraged as a means of maintaining the physical fabric of these areas, and of addressing inherited environmental and operational deficiencies.

11.3.35 New schemes and redevelopment proposals within these mixed commercial areas will be encouraged to incorporate:-

- (i) Ground floor frontages, with a varied, attractive and lively character.
- (ii) Designs that allow buildings to be easily adapted for different uses and users.

**CC2 Within the city centre mixed commercial areas as defined on the Proposals Map, office, research and development, light industrial, residential, leisure, institutional and small scale retail uses will be permitted, provided there will be no adverse impact on the character and appearance of the surrounding area.**

Implementation: Through development control.

### **Development Opportunities**

11.3.36 Areas of the city centre are identified as mixed commercial areas; CC2. These areas are fairly stable in their current land use patterns, and this does not imply mixed uses on all identified sites. In most cases, redevelopment may not occur within the Plan period, and subject to environmental considerations,



business, leisure or housing would be acceptable. However, a number of key sites in the city centre will be redeveloped during the Plan period; these have been allocated for specific development. Some, by virtue of their location, relationship to other uses, topography, environmental and other considerations are most suitable for single land uses, particularly housing, business or leisure uses as set out in the Schedule (Part I). These sites require planning permission, and in some cases development briefs will apply to the site, and are expected to come to fruition within the Plan period.

- 11.3.37 This will ensure that there is an adequate supply of residential land to meet housing needs and demand, including opportunities to provide affordable housing, and to identify sufficient housing land to comply with the requirements of the Structure Plan (*see Policy H2*). In addition it is important that there is an adequate provision of land and premises to cater for the wide range of needs of new and existing businesses (*see Policies EC2 and EC3*). Finally, the city council will discourage the irreversible loss of leisure use sites and buildings to alternative forms of unrelated development, and wherever possible increase the leisure use infrastructure in the city centre in terms of quality, quantity and accessibility (*see Policy L1*). Part I of the Schedule sets out the allocated land uses for redevelopment as the Plan led strategy for vitality and diversity in the city centre. The land use restrictions will in some limited cases be applied flexibly to facilitate other objectives of the Plan or to cater for new major opportunities which are important to enhance the city centre.
- 11.3.38 There are also sites which are more suited to mixed use development within the site. The Schedule (Part II) identifies a combination of housing, leisure, shopping, industry/warehousing and business uses as appropriate, and on each site identifies the priority use. In view of the considerable supply of existing office development within the city centre area it is considered that business development should not predominate. The priority uses are those uses which must be provided on the site in terms of ensuring diversity in the city centre and to achieve a suitable level of housing and leisure uses to compliment business activity, thereby contributing to the evening economy. Where business use is listed it is intended to complement the priority use and to ensure a viable proposal, by enabling physical or financial constraints to be overcome.
- 11.3.39 The aim of this Policy is to ensure that the full range of land uses essential to the vitality and variety of a regional city centre are maintained, whilst protecting sites for development which are considered appropriate for particular land use(s).

- CC3 (I) Sites set out in the schedule (part I) and defined on the Proposals Map are allocated for development. Development will be restricted to the particular land use indicated in the schedule. Particular regard must be had to the planning considerations indicated in the schedule.**
- (II) Within the city centre, outside the regeneration areas, mixed use developments are proposed on sites set out in the schedule (part II) and defined on the Proposals Map. The individual mix of uses is indicated on the schedule and comprise priority and other uses. The priority use must be included in any redevelopment scheme. The other use is to enable the provision of the former. These requirements will be applied with regard to the circumstances of each particular building or site and the mix of uses necessary to ensure the provision of the priority use.**

### ***Major Institutions***

- 11.3.40 The University of Bristol and the United Bristol Healthcare Trust have vital roles to play in providing services, employment and developing expertise and innovation. They occupy major sites on the northern edge of the city centre in the Tyndalls Park and Kingsdown areas between the commercial heart of the city and the inner residential areas (*see Figure 11.2*). Both have aspirations for future growth.



11.3.41 The city council's aims with regard to the University and health services are to:-

- (i) Consolidate and support existing health care and University functions in the city centre and to accommodate anticipated levels of growth in these services over the next ten years.
- (ii) Resist the loss of existing housing in areas adjoining the Infirmary and University complexes, allowing for some exceptional circumstances where losses may be entertained subject to replacement on a like-for-like basis.
- (iii) Seek improvements to the present poor environment of both sites, rationalise car parking arrangements and protect and enhance the character of the historic areas within which the two institutions are located.

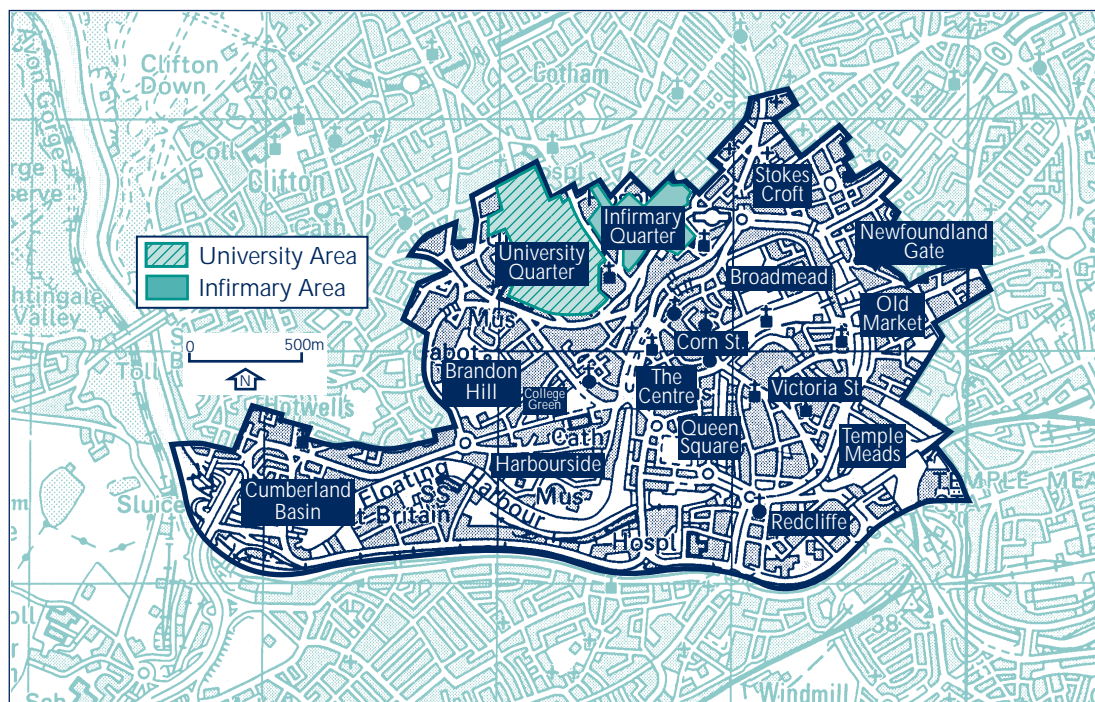


Figure 11.2: Major Institutions

### The University of Bristol

11.3.42 The continued growth of the University of Bristol is welcomed by the city council. It promises to bring major economic as well as educational benefits to the city. New employment can be anticipated; also important research initiatives which will act as a catalyst for inward investment and local industrial/commercial development, particularly in the growth area of new technology.

11.3.43 Any expansion of the University will need to be carefully planned and sensitively executed to ensure that it has beneficial effects on the immediate area. The present University site falls within four Conservation Areas and abuts valued residential areas of considerable charm and quality.

11.3.44 It is essential therefore that University growth should respect the area's character and address inherited problems of poor post-war design. In particular the University should seek to:-

- (i) Retain existing buildings and features which contribute to the area's character, and where necessary secure the enhancement of their settings.
- (ii) Ensure sympathetic design of new buildings.
- (iii) Carry out traffic calming, landscaping, reduction of the visual impact of parked cars, better safety and security and other measures to improve the pedestrian environment.
- (iv) Adopt measures to ensure that a lively, active environment is maintained outside normal academic hours.

- 11.3.45 Any growth in student numbers, added to a potential loss of some existing housing on University development sites, could place an additional burden on the local housing stock. To avoid this, agreement has been reached with the University for pro-rata increases in the provision of purpose designed student housing together with the replacement of any existing residential accommodation (student or otherwise) lost to development. The provision of new student housing and the effects of the growth in student numbers will be carefully monitored to ensure that accommodation problems do not arise. The city centre conveniently offers a variety of sites suitable for residential use and located within walking distance of the University where new student housing could be developed.
- 11.3.46 The increased requirement for the University to find its own funding for its building projects means that there are occasions when, in order to secure funding, a business use (other than research and development), but in an agreed relationship with research and development use, will be located within the University area. The relationship will retain the academic use within the University area as the primary use and any other business use will be ancillary.

**CC4 University development for academic and ancillary uses, student residences and research and development uses, provided it is in association with university research partnerships, will be permitted:–**

- (i) Within the University Area defined on the Proposals Map.**
- (ii) On other sites outside the University Area, currently in institutional or commercial use.**

**Where such development would unacceptably erode the city's housing stock, equivalent accommodation should be provided, normally within the Central Policy Area, as defined on the Proposals Map.**

**Within the defined University area on the Proposals Map, development which would impede the consolidation and expansion of University facilities will not be permitted.**

- Implementation:
- (i) Through the development of an agreed strategy and joint working between the University and the city council.
  - (ii) Through development control.
  - (iii) Use will be made of planning agreements and conditions to ensure that business uses are provided only in association with University research and development uses.

**Hospital Services**

- 11.3.47 The United Bristol Healthcare Trust (UBHT) is currently reviewing its long term strategy for the Bristol Royal Infirmary site (Horfield Road/St Michael's Hill). In future developments, the opportunity should be taken to rationalise and improve the appearance of car parking areas, maintain footpath links, retain mature planting and enhance existing landscaped areas. Improvements to traffic circulation around the UBHT campus and to vehicular access will also be required. Parking arrangements should address deficiencies in provision for outpatients and disabled people.

**CC5 The development of hospital and ancillary services will be permitted:–**

- (i) Within the proposed Hospital (Infirmary) Area defined on the Proposals Map.**

- (ii) **On other sites outside the Hospital (Infirmary) Area currently in institutional or commercial use.**

**Where such development would unacceptably erode the city's housing stock, equivalent accommodation should be provided, normally within the Central Policy Area as defined on the Proposals Map.**

**Within the defined Hospital (Infirmary) Area on the Proposals Map, development which would impede the consolidation and expansion of hospital, or clinical teaching facilities, will not be permitted.**

Implementation: (i) Through continued joint working between the city council, and the United Bristol Healthcare Trust.

(ii) Through development control.

## 11.4 TRANSPORT AND MOVEMENT

- 11.4.1 Major environmental improvements to city centre spaces, the elimination or calming of traffic through the historic core and improved safe pedestrian routes between key areas will all contribute to creating a city centre of European status and importance. This work has already begun, with the remodelling of College Green and Queen Square. A clear strategy has been established to continue a series of major improvements to be undertaken over the next few years.

### ***Traffic Management***

- 11.4.2 Traffic calming and management measures will be used to divert non-essential traffic away from sensitive areas, and to slow traffic movement, thus relieving problems of safety, noise and air quality. The principal targets for these measures will be key historic areas, city centre spaces, main shopping areas and residential areas. Traffic management proposals for College Green, The Centre, Queen Square and Redcliffe Way will create more attractive public spaces, more sympathetic settings for historic buildings, and improved pedestrian and cycle routes. In Broadmead, traffic will be excluded or restricted except where satisfactory servicing and public transport access must be provided. Greater use will be made of special servicing arrangements – eg limited to early morning and evening hours. Management measures may also be introduced within residential areas to control the volume and speed of traffic and create a safer, more attractive environment. Within areas where concentrations of leisure uses will produce intensive pedestrian movements, similar measures will be applied.

- 11.4.3 The city council will seek closure or restricted access for vehicles on the following routes:–

- (i) Queen Square diagonal route (*see Chapter 5: Movement Policy M20*).
- (ii) St George's Road, between Deanery Road and Brandon Steep.
- (iii) Quakers Friars, access routes to Broadmead and Merchant Street.
- (iv) Narrow Quay, south end.
- (v) Redcliffe Backs, south end.
- (vi) Bridge Street and Back of Bridge Street.

With the exception of the proposals for Queen Square all the above will be pursued in conjunction with new development.

### ***Cycling***

- 11.4.4 Changes to the highway network in the 1960s and 1970s conspired to create a city centre environment hostile to the use of cycles. This, together with greater affluence and poor cycle parking provision, led to a low level of cycle use. The city council is committed to achieving a 10% share of all journeys to work by bicycle within 10 years and will promote cycling as an alternative

to the private car. The large number of short trips made from the inner suburbs to central area workplaces and shops, combined with the increased use of cycles for leisure, indicate that potential exists for substantial growth in this mode. The principal focus for action will be the provision of shared and segregated cycle routes, creating a comprehensive network within the city centre linked with strategic radial routes.

- 11.4.5 In addition to identified cycle routes, greater consideration will be given to accommodating cycle movements elsewhere on the highway network and the design of junctions, traffic controls and new routes will reflect this. Complementing enhanced facilities for cycle movement, the provision of secure cycle parking in new developments and within public areas will also be a priority (*see Chapter 5: Movement Policy M1 and Cycle Parking Standards, Schedule to M1*).

### **Public Car Parking and Coach Parking**

- 11.4.6 Much of the public off-street parking capacity in the city centre is in the form of multi-storey car parks constructed in the 1960s and early 1970s. Many of these are unattractive, badly signed and with poor pedestrian links and unsatisfactory security arrangements. Some are also poorly located and under used, being remote from main business, shopping and leisure facilities. Improvements to address these problems will be pursued, with priority given to car parks serving the Broadmead and Park Street/Queens Road shopping areas. The parking restraint policies which the city council will pursue (*see Chapter 5: Movement*) may cause some displacement of commuter parking into presently under used multi-storey car parks. Some further displacement may occur where car parking controls are extended to reduce the volume of parking in environmentally sensitive areas. The role of the more remote multi-storey car parks, such as those at Parkway and Temple Gate, will therefore become more important and their improvement will be essential if they are to provide an attractive service. Where suitably sited new large-scale developments occur, the city council may seek to replace existing multi-storey car parks with better located, up to date facilities. In order to address these problems, improvements in highway signing and information, pedestrian access and approaches, safety and security, and the internal/external appearance of multi-storey car parks and other shoppers car parks will be promoted, with priority given to car parks serving the Broadmead and Park Street/Queen's Road shopping areas.
- 11.4.7 Aspirations for the improvement and further development of both leisure and shopping facilities in the city centre cannot be realised without the provision of appropriate parking. The provision of more short stay car parking places in locations serving the main retail centres will be sought. Improvements in signing and information, security and physical appearance of shoppers car parks, as well as the enhancement of pedestrian links to shopping and leisure attractions, will be promoted. Car parks for existing and proposed leisure facilities, particularly in the Harbourside area, will need to accommodate long and short stays. Management regimes will need to be evolved to avoid use of these car parks by commuters.
- 11.4.8 The success of existing and proposed leisure facilities in the city centre, as well as the major shopping centres, will rely on a substantial volume of visitor trade. Coach borne visitors potentially account for an important element of this trade and, where possible, coach access should be encouraged as an alternative to the private car.
- 11.4.9 The city centre currently provides few facilities for private coach operation – there are temporary coach parking facilities at Canons Marsh and short-stay facilities at Wapping Wharf. The city council will seek to provide kerbside dropping off/picking up points for coaches at a range of locations close to major attractions. Short stay coach parking will be provided at Wapping Wharf and Temple Meads as well as short stay waiting for performance audiences at Canons Marsh. Consideration is being given to the promotion of longer stay facilities within a short journey time from the city centre. Major new leisure developments in the city centre will be expected to contribute to this or other off-site parking provision. Traffic Regulation Orders may be introduced to prevent coach parking at inappropriate on-street locations elsewhere in the city.



### **Legibility and Access For Visitors**

- 11.4.10 First impressions for visitors to the city centre are vital. There is a need to improve facilities at the arrival points for tourists including car parks, the Bus and Coach Station, Temple Meads Railway Station and main radial routes. It is also essential to meet tourists' needs for information about the city centre's attractions and means of movement within it. It is therefore proposed to introduce a network of information points for visitors and to improve and extend other facilities including car parking, coach dropping off points and parking, seating, eating areas, public transport, city centre spaces and the range of tourist attractions. In view of the importance of Harbourside as an arrival point and focus for new business and leisure activity it is proposed that the introduction of new facilities here will be given priority.

### **CC6 Coach parking facilities are proposed at the following locations:-**

- (i) 'The Centre' (dropping off point).**
- (ii) Temple Meads (short-stay parking and dropping off points).**
- (iii) Harbourside (short-stay parking at Wapping wharf; dropping off points at Canons Marsh including waiting for performances).**
- (iv) Redcliffe Way (dropping off point).**
- (v) Wine Street/Castle Park (dropping off point).**
- (vi) Bond Street (dropping off point).**

Implementation: (i) Through provision in conjunction with new development (Temple Meads and Harbourside), secured where appropriate through Planning Obligations or other legal Agreements.

(ii) Through provision on or adjoining the highway.

(iii) Through development briefs specifying provision within particular sites.

### **Pedestrian Links**

- 11.4.11 The key to creating an attractive city centre is a pedestrian environment which is, at the same time, safe, comfortable, convenient and interesting, and provides essential links between transport termini, shopping areas, places of work and leisure/tourist facilities. The presence of major traffic routes and large scale development in the city centre, creating severance and high levels of congestion and pollution, make it difficult to achieve this.
- 11.4.12 The city council will seek to create a core network of attractive routes encouraging pedestrian movement between key destinations. This will be achieved through a combination of city council works and provision associated with development of adjoining sites (*see Policies CC7 and CC8*). Within some environmentally sensitive areas improvements will be sought in conjunction with traffic calming measures.
- 11.4.13 In addition to the above, the provision and upgrading of pedestrian routes throughout the city centre will be sought wherever new development or highway works create an opportunity for improvement. In general, within the city centre pedestrian access should be maximised and vehicle movement and penetration kept to a minimum.
- 11.4.14 Where vehicular and pedestrian movements coincide, the design of the physical layout and, where relevant, the signalling of junctions and crossings should accommodate the needs of pedestrians as a priority. Segregated crossings involving pedestrian use of bridges and tunnels are to be avoided. Crossing points should be located to accommodate pedestrian desire lines.
- 11.4.15 The needs of disabled people, both physical and sensory, of the elderly and of parents with young children in push chairs, must be foremost in design considerations with respect to all aspects of

movement and access, in accordance with Policy Advice Note 11 '*Creating an Accessible Environment*'. Pedestrian routes should make use of even surface materials, dropped kerbs/raised crossings, combination ramps/steps at level changes, tactile surfaces and other clear route interpretation features.

- 11.4.16 The city council has already made substantial progress toward the creation of a continuous waterside walkway around the Harbour. This is an important leisure amenity and also provides vital links between some of the less accessible parts of the city centre. The extension and upgrading of the quayside walkway system will be implemented principally in conjunction with new development on waterside sites.
- 11.4.17 The city centre pedestrian network should include a new pedestrian bridge across St Augustine's Reach and a ferry service between Canons Marsh and Wapping Wharf. Other priorities will be aimed at strengthening and enhancing key routes to and between the focal points of The Centre, and Broadmead, and the main arrival/departure points of Temple Meads Station and the Bus and Coach Station. Greater use will be made of pedestrian signage on key routes to indicate major destinations.
- 11.4.18 In addition to pedestrian movements within the city centre, it will be important to ensure that movements into and out of the area are properly accommodated. Particular attention will be given to improving the safety and convenience of the more popular routes used by inner city residents to walk to and from work.

**CC7 Subject to other policies in the Plan, development proposals along the following routes which provide or enhance access for pedestrians, including disabled people, will be permitted. Planning conditions and obligations through negotiation will be used in connection with developments fronting on to or directly served by the route, to implement such access, where the need arises directly from the development concerned and is necessary for it to proceed. Provision should be fairly and reasonably related in scale and kind to individual development.**

**(i) Quayside walkway, including links across St. Augustine's Reach and Canons Marsh and along Wapping Wharf as defined on the Proposals Map.**

**(ii) Other routes providing access to transport interchanges and radial routes providing connections with surrounding areas.**

Implementation: (i) Quayside walkway to be extended in conjunction with development of adjoining sites.

(ii) Upgrading of other routes to be undertaken in conjunction with development of adjoining sites.

(iii) Planning obligations or other legal agreements will be used where appropriate and in accordance with Circular 1/97 to secure the necessary provision where associated with new development.

### **Streets for People**

- 11.4.19 The stimulus of change in the Major Regeneration Areas (*see 11.3.4–11.3.33: Opportunities for Regeneration*) will help to encourage investment in adjacent areas. By fostering and managing this process, investment can be drawn along principal connecting routes, bringing new development, physical restoration and environmental improvements. These initiatives will help to strengthen and extend an existing network of pedestrian routes, assisting the process of knitting together disparate areas of the city centre.



11.4.20 Potentially, greater levels of activity and the greater prominence of these streets can be a spur to new investment in frontage sites. The extension of secondary retail areas along these routes (see *Chapter 7: Shopping: Policy S6*) is an important facet of this concept. Along the relevant streets the city council will promote:-

- (i) The regeneration of unused/underused sites and buildings and the redevelopment of unattractive post-war buildings.
- (ii) Provision of safe, secure and comfortable pedestrian movement, with reductions in the environmental impact of traffic.
- (iii) Satisfactory access and facilities for people with disabilities.
- (iv) Provision of public information, signing and facilities, including historic interpretation.
- (v) Provision of landscape works, street furniture, floodlighting and public art.
- (vi) Provision of retailing and other public uses.
- (vii) Provision of opportunities for street trading and entertainments.
- (viii) Creation of public spaces, arcades, galleries, malls and courtyards.
- (ix) Securing access for existing business.

11.4.21 A high priority will be given to the enhancement of Redcliffe Way to provide a fitting setting to St Mary Redcliffe Church, one of the country's finest ecclesiastical buildings and a key landmark within the city. Proposals for the area include:-

- (i) Remodelling of the Temple Way/Redcliffe Way junction incorporating the removal of an unsightly flyover and provision of a new access to the Major Regeneration Site at Temple Meads.
- (ii) Downgrading of Redcliffe Way to a single carriageway route, incorporating public transport priority measures.
- (iii) Relocation of Redcliffe Way to the north, reducing the impact of traffic on St Mary's Church.
- (iv) Provision of a segregated cycle/pedestrian route.
- (v) The introduction of new buildings and spaces on the north side of the church, echoing traditional 'Cathedral Precinct' design principles.

**CC8 The following routes as defined on the Proposals Map, have been identified as priorities for major environmental improvements. Planning conditions and obligations through negotiation, will be used in connection with developments fronting on to or directly served by the route, to assist in the improvement of such routes, where the need arises directly from the development concerned and is necessary for it to proceed. Provision should be fairly and reasonably related in scale and kind to the individual development.**

- (i) Temple Meads/Victoria Street/High Street/Broadmead.**
- (ii) 'The Centre'/Queen Square/Redcliffe Way/Temple Meads.**
- (iii) 'The Centre'/College Green/Deanery Road/St George's Road/Hotwells Road.**
- (iv) 'The West End'/'The Centre'/Quay Street/Nelson Street/Broadmead.**
- (v) 'The Centre'/Clare Street/Corn Street/Broadmead.**

Implementation: (i) Through traffic calming and road closure schemes on selected routes.

- (ii) Through the introduction of attractive spaces and features as well as lively ground floor uses of buildings and greater street activity.

- (iii) Through the development/redevelopment of unused and underused land and buildings together with associated improvements to the appearance of frontage blocks and adjacent pedestrian areas secured through Planning Obligations or other Legal Agreements.
- (iv) Through the city council's Environmental Improvements Programme.

### ***Water Frontages***

- 11.4.22 The waterfront environment beside the Historic Harbour is one of the city's greatest assets. The Harbour's 2.5 mile course provides the thread linking a series of quaysides, wharfs and warehouses – some restored to active use, others whose potential has yet to be realised. Developments completed in recent years have proved the attractiveness of the waterside – as a natural magnet for leisure and tourist activities and as a sought-after location for business and housing investment. The wide range of available waterside sites which Bristol still has to offer makes it possible to accommodate all of these activities, and others.
- 11.4.23 Development of waterside sites will be assisted by the strengthening of linkages between them and with other key areas of the city centre. The completion of a continuous waterside walkway system, including a new bridge and ferry connection (*see Policy CC7*) is therefore an essential component in the strategy for waterside regeneration.
- 11.4.24 The successful regeneration of the waterside will also rely on creating a stimulating, high quality environment attracting high levels of pedestrian activity. The city council has adopted a variety of measures to ensure that this is achieved. Attractive public uses encouraging day long activity will be introduced including restaurants, bars, entertainments and arts facilities, markets, street trading and street theatre. Major events will be held making full use of new and historic public spaces. Public art will enrich routes and spaces creating interest, focus and punctuation of the pedestrian environment. Frontage buildings will be imaginatively designed to present an attractive, varied and lively backcloth to activities in public areas.
- 11.4.25 The Harbour itself will make a major contribution to the creation of an exciting and memorable environment. The water is a well established, popular focus for water sports and for colourful events such as the Harbour Regatta. The potential exists to substantially extend the fascinating range of vessels already moored in the Harbour. This presently includes floating restaurants, pubs, a gallery, a performance venue and a variety of historic ships. The city council will actively market mooring opportunities for commercial vessels such as these in order to expand the attractions of the Harbour and to complement existing or proposed activities on the waterside. The "*City Docks Mooring Strategy*", adopted by the city council in July 1991, offers locational guidance for the mooring of different types of vessels in the Floating Harbour. It identifies different areas for leisure, residential, commercial (long and short term), courtesy and historic craft and operational uses.
- 11.4.26 Whilst water based transport is unlikely to have sufficient capacity to play a major role in an overall public transport network, ferries/waterbuses already provide a popular, colourful and valued service to visitors which the city council will support and seek to develop. The potential of other forms of public transport to encourage quayside activity and reinforce linkages between waterside locations will be explored – for example, the use of historic/period transport appropriate to the character of the Harbour. Future leisure development at Redcliffe Wharf presents an ideal opportunity to provide a ferry landing stage with full disabled access (low quayside) which, along with other strategic landing stages, will assist in linking key leisure destinations within the Harbour, thereby enhancing the tourism potential of the city centre.

**CC9 Commercial vessel moorings (retail, pub, restaurant and entertainment, light industrial use, hotels, and ferries, water taxis, charter boats) in the Floating Harbour will be permitted, provided:–**

- (i) There is no unacceptable impact on the natural environment, including wildlife habitats and feeding areas.
- (ii) That the moorings and vessels will not harm the character and appearance of the area.
- (iii) There is no unacceptable impact on the environmental amenity of the surrounding areas by reason of pollution, hours of operation, noise, fumes, odour or other nuisance.
- (iv) Satisfactory vehicular access and parking can be provided.

Implementation: (i) Through development control and by the granting/withholding of mooring rights and leasehold agreements.

(ii) Through application of the city council's City Dock's Mooring Strategy.

(iii) Through marketing of opportunities for commercial mooring.

**CC10 Developments that improve the ferry services in the city docks, including the upgrading of existing ferry points to provide seating, weather protection and information facilities will be permitted. Where development occurs at Redcliffe Wharf it will be required to provide a ferry landing stage.**

Implementation: (i) Provision in conjunction with proposed leisure development at Redcliffe Wharf secured through Planning obligations or other Legal Agreements.

(ii) Upgrading of existing ferry points to be investigated for potential commercial/advertising sponsorship.

## SCHEDULE TO CC3

### PART I

SINGLE USE SITES	PLANNING CONSIDERATIONS
<b>Leisure (see Policy L11)</b>	
1. Redcliffe Wharf and Caves	Tourism related leisure use incorporating visitor centre facilities.
2. Underfall Yard	Tourism related leisure use incorporating interpretation facilities of the historic site.
3. Totterdown Lock	Tourism related leisure use taking account of its water location in the city centre.
<b>Business (see Policy EC3)</b>	
1. 30–40 Baldwin Street	Redevelopment of existing offices.
2. Bristol Bridge, Victoria Street Bath Street	Retention of façades of keg store building. Restoration of adjacent Tower building. Lively frontage to Victoria Street.
3. Former Lighting Station, Temple Back	Provision of dockside walkway, retention of façade.
4. Former College of Commerce site St George's Road/Brandon Steep	
5. The Sugar House, Lewins Mead	Restoration of historic building.
6. Welsh Back/Little King Street (adjacent to Llandoger Trow)	Public uses on frontages to King Street and Welsh Back
7. 1 St George's Road	
8. Former City Motors Site, Marlborough Street, Montague Street	
9. 4–22 (even) Victoria Street	Restoration of historic buildings. Public uses on ground floor frontages.
10. Cabot House and surface car parks, Deanery Road/College Road/ St George's Road	Provision of public car parking. Contribution to environmental improvements at Deanery Road, St George's Road to be closed to traffic.
11. Templar House and land to north Temple Way	
12. Lead Works site, Cheese Lane	Redevelopment of existing industrial premises. Listed tower.
13. 42 Montague Street (north side)	
14. Avon Street/Bread Street	
15. Bristol Bridge/High Street	Reservation of LRT Terminus. Back of Bridge Street/part Bridge Street to be closed to traffic. Public uses on ground floor frontages.
16. Former Polytechnic building, Unity Street/Denmark Street	Public uses on Denmark Street frontage.
17. 8–11 Broad Quay, 8–11 Marsh Street	Contribution to environmental improvements at 'The Centre'

SINGLE USE SITES	PLANNING CONSIDERATIONS
<b>Housing (see Policy H3)</b>	
1. Alfred Hill/Terrell Street	
2. Poole's Wharf, Hotwell Road	
3. Redcliffe Backs, Huller House and Cheese Warehouse (north of WCA Warehouse)	
4. Redcliffe Backs, south of WCA Warehouse	
5. 101–107 Redcliffe Street	
6. Redcliffe Way, South Side (part)	
7. St Michael's Hill – Rear of Nos. 78–100	
8. Wilson Street, St Paul's (south side)	
9. Victoria Street/Church Lane/Cart Lane	

## PART II

MIXED USE SITES	PRINCIPLE USE	OTHER USE
1. Barossa Place/Alfred Place Guinea Street	Housing	Business
2. Dighton Street/Charles Street	Housing	Business
3. Redcliffe Way (south side part) (Planning consideration. Associated with Redcliffe Way Enhancement.)	Housing	Business
4. Narrow Quay (two sites)/The Grove (Waterfront strip)/Welsh Back (Waterfront strip)/King Street (Three sites) [Total – seven sites]	Leisure	Business
5. Bristol Entertainments Centre Frogmore Street  (Planning consideration: with improved links to Park Street and Park Row)	Leisure	Housing Business Retail University related
6. Waldorf School, Park Place	Housing	Business
7. Brooke Bond Warehouse Cumberland Road	Industry/ Warehousing	Housing
8. 'Bryan Brothers' Anchor Road/ Deanery Road	Housing	Business
9. Central Ambulance Station/ Health Clinic (Planning consideration: Approximately one third of total site for housing)	Business	Housing

## *CHAPTER 12* *AVONMOUTH*

*"AN AREA OF OUTSTANDING OPPORTUNITY TO PROMOTE DEVELOPMENT IN  
A BALANCED SUSTAINABLE ENVIRONMENT"*

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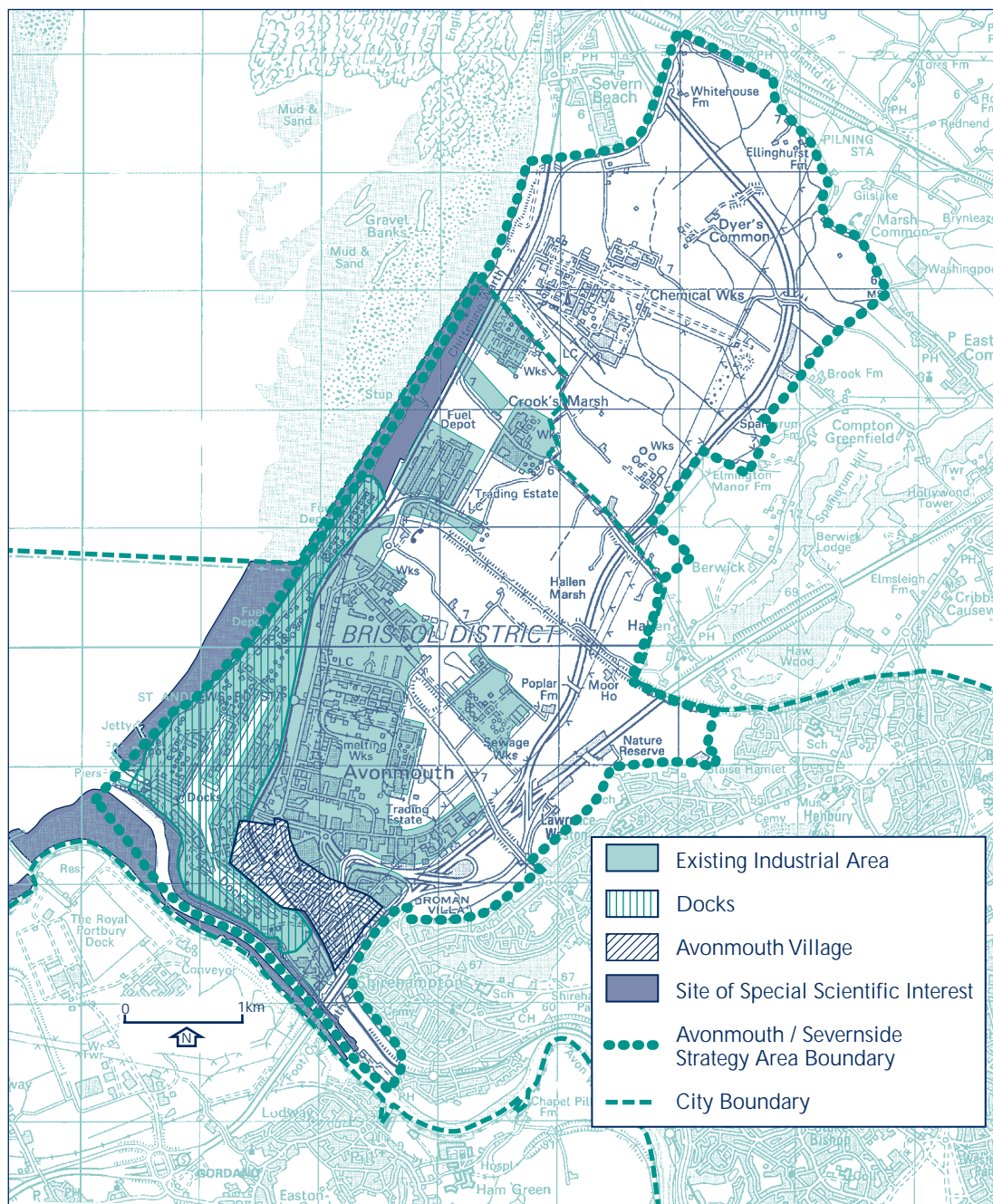


Figure 12.1: Avonmouth setting and context

## 12.1 INTRODUCTION

12.1.1 The Avonmouth area is clearly defined as that part of the Severn and Avon flood plains separated from the rest of Bristol to the south east by the M5 motorway.

12.1.2 It comprises the well established residential area of Avonmouth village, the docks and the extensive industrial area set in a more or less degraded estuarine landscape drained by an intricate pattern of rhines. The Rivers Severn and Avon and their margins are Sites of Special Scientific Interest, and the Severn Estuary is a Ramsar site, a classified Special Protection Area and a potential Special Area of Conservation.

- 12.1.3 Avonmouth village and the adjoining Docks on the north bank of the Avon Estuary have, since the mid-nineteenth century been the focus of Avonmouth, with industrial areas extending northwards along the Severn estuary. The area has traditionally been dependent on dock based, heavy and special industries as well as more recent distribution uses.
- 12.1.4 Some of these industries have left a legacy of contamination or dereliction and problems of pollution and waste disposal. Some comparatively recent development has been carried out to a poor environmental standard.
- 12.1.5 For the last twenty-five years the Avonmouth area has represented the city's long-term industrial land bank, although since 1985, despite its excellent national infrastructure links, limited highway capacity has constrained further development of major new sites.

### ***Opportunities and Needs***

- 12.1.6 Construction of the Avonmouth Relief Road to remove heavy traffic from the centre of Avonmouth village and provide better links between the docks, the national trunk road network and the Portway, together with the Second Severn Crossing and the M49 linking it with the M5 at Avonmouth, was completed in 1996. These works and new investment in the Port now provide an all important opportunity for new development, regeneration and environmental enhancement in the wider Avonmouth/Sevenside Area.
- 12.1.7 This occurs at a time of comparatively high unemployment in the outer estates of north and west Bristol and a decline in manufacturing employment in the local defence related industries. The city council is determined to seize this opportunity to provide better employment opportunities and, at the same time, to make sure that this happens within an improved environmental framework, to benefit local residents and employees alike and to leave the area in a fit state for future generations.

### ***Avonmouth/Sevenside Strategy***

- 12.1.8 To this end, the city council is working with South Gloucestershire Council, to draw up a long term comprehensive strategy for the whole Avonmouth/Sevenside area. A draft interim development strategy was prepared in 1995, but further work is required to formulate a strategy based on a firm and clear understanding of the funding arrangements, and the infrastructure requirements, which must underpin the amount of development and its distribution over a period, which will extend well beyond the Plan period.
- 12.1.9 The proposals for Avonmouth in this Plan are made in the context of this comprehensive approach. Work to define the appropriate transportation infrastructure, levels, type and phasing of development in detail will proceed as a co-operative process.

## **12.2 OBJECTIVES**

*12.2.1 The prime objectives of the Plan in respect of Avonmouth are:-*

- (i) To promote economic development and regeneration and to maximise investment in Avonmouth.*
- (ii) To make the most of the economic, environmental and social opportunities created by the Second Severn Crossing, the Channel Tunnel, new investment in the Port of Bristol and the European Market.*

*12.2.2 The achievement of these objectives is focused on a threefold approach of the promotion of economic development, regeneration of the residential and degraded industrial environments and the positive encouragement of environmental improvement of the estuarine landscape.*

*12.2.3 The main Policies of the Plan as a whole apply to Avonmouth. However, reference is made to those which are of particular relevance in the following text. Where specific detail, beyond that given in the generic policies is required, area specific policies are provided.*

## 12.3 PROMOTING DEVELOPMENT OPPORTUNITIES

### *Strategic Importance*

- 12.3.1 The city council acknowledges the strategic importance of the Avonmouth area for comprehensive, balanced, sustainable development, to make a major contribution to meeting the employment needs of the city, without prejudicing the environment for future generations. South West Regional Planning Guidance (RPG10) recommends policies should respond to the opportunities provided by the Second Severn Crossing, which will increase the accessibility to the area. Policy E5 of the Structure Plan identifies the Avonmouth/Sevenside area for employment. Such development would represent the first phase of the comprehensive growth strategy for Avonmouth/Sevenside supported by the city council together with South Gloucestershire Council. The area provides major opportunities to develop jobs and services in a managed environment. However, whilst significant investment in infrastructure in the area will be necessary to enable development to start to take place, such development will need to take place in a phased manner in step with infrastructure provision, and contributions towards their provision will be sought in accordance with Circular 1/97, to facilitate the longer term development of the Avonmouth/Sevenside area as a whole and beyond 2001.

**A1 Avonmouth is identified as a priority area for major development opportunities, particularly focusing on economic regeneration within an improved and managed environment. Where necessary, new development will be expected to pay a contribution, fairly and reasonably related in scale and kind, to the costs of providing both the strategic and local infrastructure to service the development, and to improve the natural and man-made environment.**

Implementation: The city council will seek partnership with major landowners in the area. The city council will play a pro-active and promotional role, working with the appropriate agencies to secure the implementation of the necessary infrastructure for development to proceed. To assist this process, the city council will pursue all grant opportunities with interested developers.

### *New Development*

- 12.3.2 Improvements in Avonmouth's strategic links with national and international markets, and the lower land values that it offers compared with other areas, make it well placed to accommodate particularly B2 manufacturing uses to make up for losses elsewhere in the city and the wider area, as well as B8 uses. The Structure Plan allocates 200 ha for B1(a), B2 and B8 uses in the Avonmouth/Sevenside area. 100 ha could be developed within Avonmouth within the lifetime of the Local Plan. Two thirds of this can now take place following the completion of the Avonmouth Relief Road. However, there are existing commitments taking into account permissions and completed development with further development dependent on achieving a junction on the M49. Subject to the provision of the necessary infrastructure and high quality design and landscaping treatment, such uses would therefore be welcomed within the Major Regeneration Area indicated on the Proposals Map to the west of the M49, enabled by a comprehensive phased growth strategy for the Avonmouth/Sevenside area.
- 12.3.3 It is anticipated that the majority of office uses in the area will be ancillary to other uses, but a limited amount of office development will be acceptable particularly in association with public transport routes and to ensure a range of employment opportunities. The limit of office development is expected to be of the order of 10% of the gross development area. This figure reflects the capacity of the highway infrastructure and also the restrictions placed on developments and employee numbers by the Health and Safety Executive (*see paragraph 12.4.4*). Proposals in this area should also recognise Policy EC4 and the Parking Standards in the Plan (*see the Schedule to Policy M1*).

**A2 In the period from 1989 to 2001, up to 95 hectares (gross) of employment development is proposed within the key regeneration area, as defined on the Proposals Map, subject**

**to the provision of adequate strategic and local infrastructure. Development will build northwards and eastwards from the existing industrial area, with provision of the re-aligned A403, and its connections to the junction on the M49, treated as a priority.**

Implementation: In partnership with landowners and developers and through the development control process.

### ***The Docks***

- 12.3.4 Avonmouth Docks, together with the Royal Portbury Dock in North Somerset, are both developing new port related uses and establishing links with other industrial uses on land controlled by the Bristol Port Company. This growth and activity is welcomed by the city council whilst, at the same time, the amenity of Avonmouth residents is of major concern. In consultation with the Port Company and other users, a satisfactory compromise will be sought, which may involve relocating the most disruptive uses away from residential areas as well as the control of new uses.

### **A3 Proposals for industrial development in close proximity to housing will be permitted provided that there is no unacceptable loss of local residential amenity as a result of environmental pollution, visual appearance or traffic generation.**

Implementation: By partnership with the Bristol Port Company and through development control in consultation with local people.

### ***General Industrial Uses***

- 12.3.5 Avonmouth hosts a range of general industrial uses (Use Class B2) and will continue to be the main location in the area for them. However, new proposals will only be acceptable within the existing industrial area, and provided that they do not represent an increased safety hazard to other users or detriment to residential amenity. Some of these uses may require Environmental Impact Assessment and prospective developers are advised to discuss this with the city council at an early stage. Existing uses will be encouraged to take every opportunity to improve their operations and their sites (*see Chapter 6: Economy: Policy EC1*).

### ***Small Businesses***

- 12.3.6 The city council recognises the need for small businesses in Avonmouth. The area can all too easily be seen as an area for large firms. Small business units should ideally be located close to the centre of Avonmouth to maintain linkages with other local companies, to be easily accessible to local people, housing and close to public transport. Small businesses are already located and will be encouraged at Victoria Road, Portview Road, the rear of Avonmouth Road and West Town Road (*see Chapter 6: Economy: Policy EC6*).

### ***Rail Freight Terminal***

- 12.3.7 The promotion of employment opportunities in Avonmouth will include encouragement of key activities and ventures. The docks were the first such attraction to industrialists in the nineteenth century, and are again becoming so.
- 12.3.8 A rail freight terminal linked to the Channel Tunnel network is another, providing opportunities for associated employment uses, potentially good links to road and sea transport, to European markets, but especially oriented to the increased use of heavy rail for transport.
- 12.3.9 The location of the now derelict site at Merebank close to the heavy rail route through the area and into the Docks has been identified as being particularly suitable for development for this use, although it has some specific site planning requirements which can be overcome (*see Chapter 5: Movement, Policy M18*). The city council will therefore promote this site for this purpose.



**A4** A railfreight depot is proposed within Avonmouth at Merebank, as defined on the Proposals Map. The development will include:-

- (i) The necessary infrastructure for both rail and road access.
- (ii) Decontamination of the site .
- (iii) Complementary lorry facilities.
- (iv) Landscaping improvements to Kingsweston Lane and the site boundaries.

Implementation: In partnership between rail operators, the private sector and the local authorities and by negotiation in the development control process.

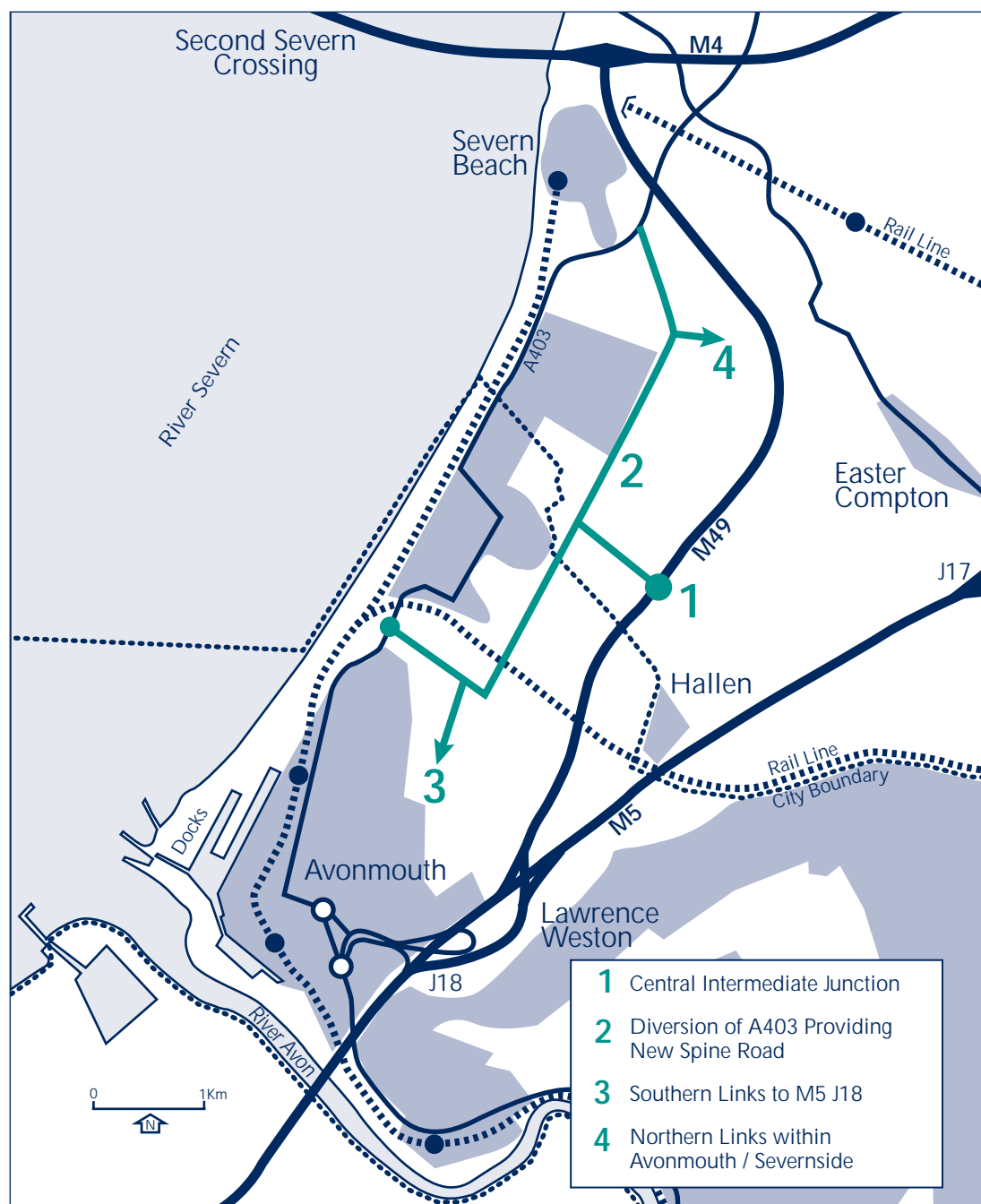


Figure 12.2: Illustrative road network and split junction.

### ***Strategic Road Proposals***

- 12.3.10 Development of the Avonmouth area is dependent upon the new strategic highway network in the form of the Second Severn Crossing, the M49 and the M5 Junction 18 Improvements and Avonmouth Relief Road and the Avonmouth Link Road, all of which are now completed.
- 12.3.11 However, these schemes in themselves are insufficient to allow additional major expansion of the Avonmouth area. In order to bring forward the extent of development now proposed and to allow for redevelopment in the future, new public transport and road access to the Avonmouth area is required from the M49, the link from the M5 to the Second Severn Crossing. The DoT have stipulated that only one junction is acceptable on the M49, and that funding will have to come primarily from the proposed developments at Avonmouth/Sevenside. The Highways Agency have approved the location of this junction just to the north of the Bristol boundary (*see Chapter 5: Movement: Policy M22*).

### ***New Local Road Proposals***

- 12.3.12 The new strategic junction on the M49 will need to be linked appropriately to the existing local road network. Reliance on access via the motorway only, is unacceptable to the DoT, and would overload M5 Junction 18 and existing local roads into the area to the detriment of local communities.
- 12.3.13 The only route currently running north/south through Avonmouth is the A403. It is proposed that this be diverted to run through the Key Regeneration Area and act as a spine road for the development areas in Avonmouth/Sevenside. The spine road will connect to the new M49 junction, the Avonmouth Relief Road, the A403 at Rockingham and the A403 north of the ICI Sevenside works and provide connections to service roads within the Avonmouth/Sevenside Development Area. An additional eastward link is expected to be required connecting the A403 to Junction 17 of the M5 within South Gloucestershire. Development within the Key Regeneration Area between these points shall include provision for the safeguarding and prioritised construction of the spine road having regard to its proposed function as a county primary route.
- 12.3.14 The M5 motorway creates a physical barrier to the east of the Avonmouth area. New local roads will have to be provided to avoid compounding the heavy use of the M5 and M4 motorways by local traffic and to link the residential communities of north west Bristol with Avonmouth. The use of existing local roads, such as Severn Road, to serve development would be detrimental to nearby local communities. Studies undertaken for Avon County Council demonstrated the need for two new links, within the wider strategic area: a north eastern link from the new Spine Road to the M5 Junction 17 at Cribbs Causeway and a south eastern link from the Spine Road to Avonmouth Way.
- 12.3.15 The routes for traffic between Avonmouth and North Somerset need further examination in the light of an increase in development and the existing heavy use of the motorways by local traffic. The existing M5 bridge is the only link over the River Avon to the Royal Portbury Dock and the residential areas of Portishead, Clevedon and Nailsea. Although the current works to widen the M5 bridge will relieve congestion on this part of the motorway, it may be necessary to re-examine the need for a new local crossing of the River Avon at Avonmouth for road and /or rail use.

### ***Public Transport***

- 12.3.16 The Plan as a whole seeks to encourage greater use of public transport to achieve its environmental and accessibility objectives (*see Chapter 5: Movement: 5.3.1*). In Avonmouth, this includes promoting the provision of bus services penetrating the development area, taking advantage of new roads and providing a good level of public transport access ahead of development. Bus services should link with Avonmouth railway station. Corridors should be identified for the longer term provision of rapid transit linking the Avonmouth rail line with the development area spine road.

## **12.4 REGENERATION**

- 12.4.1 The historical proliferation of often contaminative industrial uses together with an under provision of transport capacity to serve the area has led to some degeneration of both the natural environment and the



residential area by pollution, by noise and by disturbance. In recent years various projects to improve the situation have begun with proposals for better landscaping, housing renewal and recreational provision.

- 12.4.2 With the road proposals which have removed heavy traffic from the centre of Avonmouth Village, and provided extra capacity to facilitate new development, and with the growing concern that development should consume its own pollution, the opportunity now arises to hasten the comprehensive regeneration of both the industrial and open areas of north Avonmouth and of the residential and commercial environment of the village. Not only will this facilitate a better use of land and resources, improve the quality of life for residents and employees of Avonmouth and adjoining areas, and give better protection to the wildlife species of the estuary especially, but it will improve the image of the area, and hence its attraction to developers.

### ***Existing Industrial Areas***

- 12.4.3 Historic industrial uses and priorities have left a legacy of less than ideally designed buildings, and some contamination of the ground. Encouragement will be given to the improvement of these sites as changes are required and planning permissions sought. Where redevelopment is desired, a soil survey and a plan for dealing with any contamination will be required in the interests of safety, and to ensure that landscaping will flourish. Support will be given in seeking grant aid for such works.

### **A5 Applications for alterations to, or changes of use of, existing industrial units or buildings will be required to include measures, that fairly and reasonably relate in scale and kind to the proposals, to upgrade development to a high quality of design and landscaping and to demonstrate where necessary that the measures are capable of implementation.**

Implementation: Through the development control process.

### ***Health and Safety***

- 12.4.4 There is a concentration of industrial installations which store potentially hazardous materials in the Avonmouth/Severnside Area. These are controlled by the CIMAH (Control of Industrial Major Accident Hazard) Regulations. In addition to the requirements of Chapter 2: Management of the Environment: Policy ME3 to resist proposals which would seek to increase such storage, care has been taken in discussions (subject to further consultation in respect of individual planning applications), with the Health and Safety Executive to ensure that in general, the types of new development proposed within the area would not subject employees or members of the public to unacceptable risk.

### ***Housing: New Housing Proposals***

- 12.4.5 The housing Policies of this Plan are fully applicable for Avonmouth. The major problems with housing in Avonmouth are two-fold in the quality of the housing stock and the quality of the environment. There is also a need for more housing. The housing list indicates a demand in the area for one and two bedroom accommodation, particularly for young people who wish to stay living in the area after leaving home, and find it extremely difficult to find places to live. The quantity of housing is also too small to sustain the services including local shops in the area, which have to rely on business trade.
- 12.4.6 Some new housing units are therefore required within the village and will be expected to be of good design, and to contribute to the improvement of the environment of the village. This Plan promotes overall improvements to the housing area, as well as identifying new housing development sites at Clayton Street, and to the rear of the Port Offices as stated in Chapter 8: Housing: in Part I of the Schedule to Policy H3. Proposals will be required to protect and enhance nature conservation interest as part of the development, and in all cases appropriate design and landscaping to buffer residential areas from industrial and port activities will be an important consideration.
- 12.4.7 Major new housing outside the immediate vicinity of the village would be unacceptable on Health and Safety grounds and would exacerbate conflict between industrial activity and residential

amenity. However, limited expansion of the village and the provision of existing housing in nearby areas such as Lawrence Weston will provide a strong housing base for future employment growth.

### ***Shopping: Protection and Promotion of Shops***

- 12.4.8 This Plan aims to provide 'a good range of shops accessible to local people'. The existing shopping provision in Avonmouth is poor, with many residents using Shirehampton as the local centre. Part of Avonmouth Road is a primary shopping frontage and there are also some shops at Gloucester Road. However, there is no strong shopping centre. Policy S2 identifies Avonmouth as a centre to be maintained and enhanced.
- 12.4.9 Some new shopping facilities are required, in conjunction with an increase in housing to support existing community services, and new car and lorry parking facilities are required within easy walking distance of the shops to retain passing trade. Opportunities exist for shopping uses along Avonmouth Road, to the rear of Avonmouth Road and south of the Relief Road.

### ***Traffic Management and Calming within Avonmouth Village***

- 12.4.10 The Avonmouth Relief Road has removed through traffic from Avonmouth Road. However new development may well increase traffic flows between Avonmouth and Bristol which will still have to pass along the Portway. Measures are being introduced in the village area to slow traffic and improve safety. These are now well advanced. With through traffic removed improvements to the environmental conditions of the village have been achieved (*see Chapter 5: Movement, Policy M17*).
- 12.4.11 The city council has worked in consultation with local people, the former County Council and others, including developers, to bring forward the traffic management project for Avonmouth Village specifically to:-
- (i) Eliminate 'rat-running' through the village.
  - (ii) To provide safe routes to local facilities for pedestrians, old people, children, cyclists and disabled people.
  - (iii) To reduce speeds along the Portway, possibly with a new junction/roundabout at West Town Road.
  - (iv) To improve the main shopping areas and community facilities.

## **12.5 ENVIRONMENTAL IMPROVEMENT**

- 12.5.1 The existing development at Avonmouth borders the River Avon and is situated within the flood plain of the Severn. To the north lies the characteristic estuarine landscape moulded by man for hundreds of years into a pattern of watercourses, bordered by hedgerows and trees. It bears witness to the past and provides opportunities for recreation as well as a structure to which new development should be sensitive in its layout and design. The rhine system is identified as a principal landscape feature (*see Chapter 3: The Natural Environment: Policy NE2*).
- 12.5.2 Opportunities to enhance the landscape as a visual, recreational and wildlife resource will be taken as development or other initiatives allow. In this regard the city council whole heartedly supports the Community Forest proposals, which have particular relevance for Avonmouth and Lawrence Weston. As this is a wetland area, with a significant ecological resource, developers should take particular note of Policies NE4, NE5, NE6 and NE11, in Chapter 3: Natural Environment. In addition its long history of settlement and the value of the alluvial levels in preserving evidence of the past will mean that archaeological investigation and evaluation, as required by Policy B22 of Chapter 4: Built Environment, will be of particular importance.

### ***Drainage***

- 12.5.3 The estuarine nature of the Avonmouth area means that drainage is of particular significance. It is therefore imperative that developers hold consultations at the initial feasibility stage with the

South Gloucestershire Internal Drainage Board and the Environment Agency to determine the likely extent, costs and problems of the works involved.

### ***The Coast***

- 12.5.4 The coastal zone is defined for planning purposes as set out on the Proposals Map (*see Chapter 2: Policy ME8*). It pays particular attention to the ecological value of the estuary, to the extent of its maritime influence and to the requirements of a thriving port and related industry.

### ***Built Environment: Environmental Design Brief***

- 12.5.5 The development of a large area such as Avonmouth must follow an agreed design concept and framework. A detailed environmental design brief will be prepared as supplementary planning guidance for Avonmouth. The general Policies of Chapter 4: Built Environment will be applicable but because of the scale of development, these need to be set into a development framework relevant to the particular characteristics of Avonmouth, namely, its coastal location and low lying flood plain. The surrounding areas of Kingsweston and Spaniorum ridges provide extensive views over Avonmouth and these will need to be considered. The Environmental Design Brief will aim to take on board the Plan's objective to achieve a balance between the protection, management and enhancement of the environment, the quality of landscape, wildlife habitats and open space and the need for development in respect of this area.

### ***Built Environment: Road and Rail Approaches***

- 12.5.6 First impressions of an area are often influenced by the character of the approaches. This gives great importance to the appearance of transport corridors which are mainly road and rail. All road and rail frontages should be suitably landscaped to bring about environmental improvement in the established industrial area, including substantial planting along new routes. The Department of Transport road schemes and the Avonmouth Link Road provides such improvement. Where sites are in established use, owners will be encouraged to upgrade their sites too. To be effective as a buffer to predominantly large-scale industrial development, a minimum ten metre depth of landscape treatment on all main frontages will be sought, but where physical constraints occur, larger areas of specific landscape pockets may be an acceptable alternative. In respect of large scale development areas, advance structural landscaping will be encouraged for maximum environmental benefits and to mitigate the immediate effects of construction.

## **A6 Where development in Avonmouth has a frontage onto main roads or the railway, it will be expected to include proposals for sympathetic landscaping along those frontages, primarily by tree planting.**

Implementation: By development control process and by promotion of opportunity to improve frontages. Also possible partnerships for funding.

### ***Leisure: Greenway Proposals***

- 12.5.7 The general policies regarding Greenways for walking, cycling and riding within green corridors (*see Chapter 10: Leisure*) are all particularly relevant to Avonmouth. Specific proposals aim to:-
- (i) Connect the long distance walking path from Severn Beach to south of the River Avon.
  - (ii) Provide a segregated walking/cycling strategic network through the development area to ensure safety as well as bringing about environmental upgrading.
  - (iii) Provide links from residential areas such as Lawrence Weston and Hallen which break the barriers of the M5 and the proposed M5 link road.
- 12.5.8 The Greenways are important in terms of leisure use in their own rights but also as commuter routes and access for employees of the Avonmouth area. This accords with the aim of this Plan to provide for alternative forms of movement to the private car. (*Refer to Policy L3.*)

## *CHAPTER 13* *SOUTH BRISTOL*

*"FORWARD TO A BRIGHTER FUTURE IN SOUTH BRISTOL"*

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## 13.1 INTRODUCTION

### *Boundaries*

- 13.1.1 For the purposes of this Plan, South Bristol is everything in the city south of the River Avon and the New Cut. The area extends from Southville in the north, to Whitchurch, Hartcliffe and Withywood on the lower slopes of Dundry; from Ashton Vale and Bedminster Down in the west to Brislington and Stockwood in the east. However, the focus of this Chapter is concerned with key regeneration sites around the former Wills factory building, Hartcliffe.
- 13.1.2 The character of South Bristol is quite varied: it includes the inner-city areas of Bedminster and Totterdown, which grew up around the railways and the traditional industries such as tobacco, leather and printing, and the inter-war Local Authority housing estates at Knowle, Ashton and St Anne's.
- 13.1.3 As in other areas, the most dramatic changes have taken place since the Second World War. The 1950s and 1960s saw the construction of large local authority estates at Hartcliffe, Withywood and Stockwood, and the redevelopment of some inner city areas. The latter end of the 1960s and 1970s were characterised by private house building, particularly at Whitchurch and Stockwood. As the housing spread southwards, few new employment developments have taken place. During this time, many of the traditional industries have contracted or closed.

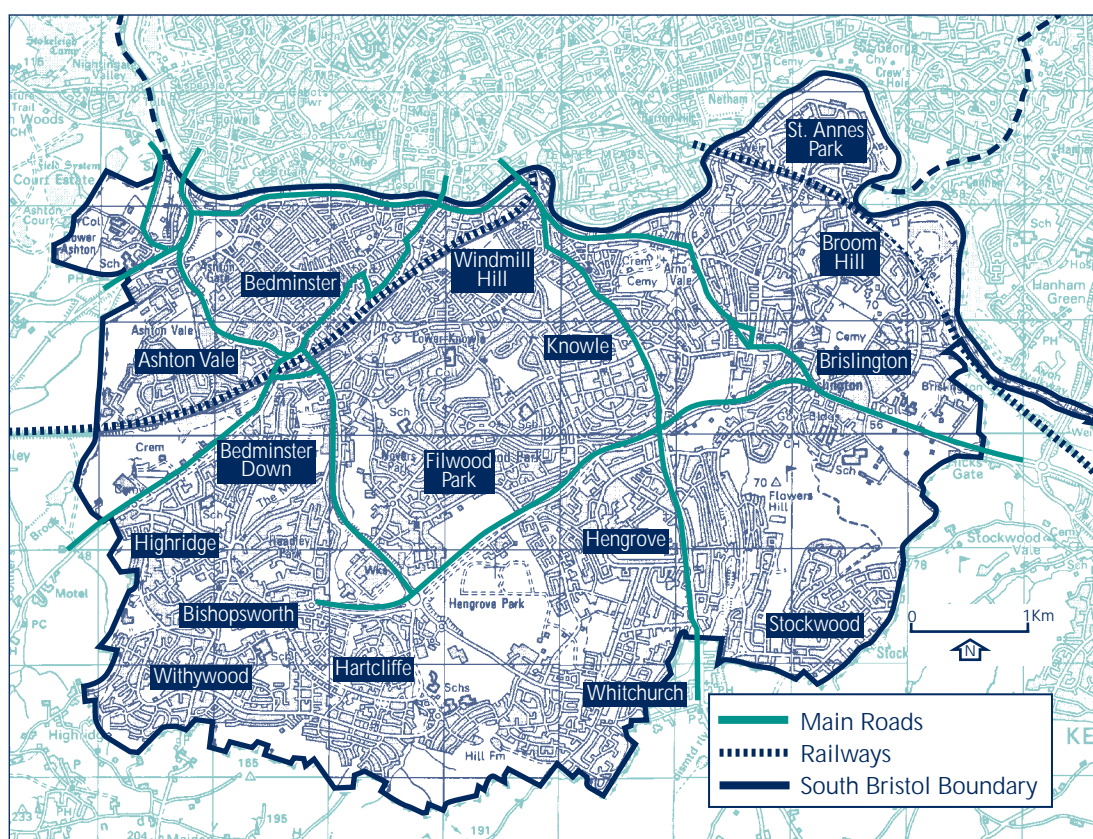


Figure 13.1 South Bristol Boundaries

### *South Bristol Issues*

- 13.1.4 There are four inter-related key issues facing South Bristol:-
- (i) How to promote economic development to improve the range of employment opportunities.

- (ii) How to enhance the quality of life for local people and to equip them with the skills to enter gainful employment.
  - (iii) How to improve accessibility and transport for all, so as to increase the attractiveness of the area to prospective employers, improve the accessibility of local people to employment throughout Bristol and to improve the links between South Bristol and the rest of the city.
  - (iv) How to promote South Bristol's advantages and potential, and encourage a wide range of new development and investment, reversing the poor image which parts of the area have, and which stems from a combination of low quality environment, the perceived lack of 'special' attractions and feelings of relative isolation from many of the city's jobs and facilities. This would lead to improvements in the quality of life for people in South Bristol, and act as a catalyst for further development.
- 13.1.5 Up to the early 1970s, Bedminster was the focus for South Bristol. Its shopping centre dominated retail activity in this part of the city, whilst the presence of the Wills factories and other traditional industries meant that Bedminster contained most of the jobs in South Bristol.
- 13.1.6 Since then, the fundamental changes which have occurred in the economy, the growth of out of centre shopping and the severe contraction of the traditional industries, have diluted Bedminster's role in South Bristol. Whilst Bedminster remains the premier shopping centre south of the city centre, its importance as an employment reservoir has diminished.
- 13.1.7 Ironically, over the past 15 years or so, Bedminster, for so long a very stable inner-city area, has undergone a gradual but radical change partly due to the influx of younger age groups, including professionals, who have moved to the area (particularly Southville) not least because of its proximity to the city centre.
- 13.1.8 The loss of traditional employment such as St Anne's Board Mills, DRG and the Wills Tobacco factories, has had a serious adverse effect on job opportunities in South Bristol. The decline and loss of the tobacco industry has been felt particularly keenly, with the loss of around 5,000 jobs.
- 13.1.9 These changes have had a profound effect on much of South Bristol. The results of the 1991 Census make it clear that there are deepening problems for many people, particularly in parts of the peripheral estates at Hartcliffe, Withywood and Filwood. Unemployment is a vital issue, but not the only one. Although unemployment rates are lower than in parts of the inner city, the combination of other indicators of poverty – high rates of infant mortality, post neo-natal mortality, premature mortality in adults and disabling chronic diseases – show that in all of these aspects, these wards are almost always amongst the highest in the city. Clearly, a key to overcoming the problems associated with poverty is by enabling local people to enter gainful employment.
- 13.1.10 Recognising and responding to recent changes, the city council has played its part in identifying, supporting and promoting the development of employment opportunities throughout South Bristol. In the past, the city agreed the sale of its land at Hartcliffe for the development of the Wills Factory in the early 1970s, and in the 1980s, at a time of industrial land shortage, identified several sites in its ownership for employment development. Sites which have been brought forward for development in this way include the Gateway Headquarters and Hawkfield Business Park at Whitchurch Lane and the Hengrove Park Estate on part of the site of the former Whitchurch Airport.
- 13.1.11 The city council has supported employment training initiatives such as Hartcliffe Withywood Ventures. HWV's scheme for the Gatehouse Centre in Hartcliffe received Central Government funding as well as promised financial support from the city council and the private sector.
- 13.1.12 A recent report, the "*South Bristol Regeneration Study*", originally commissioned jointly by the former Avon County Council, the city council and the private and voluntary sectors in 1995, examined the major issues in South Bristol and suggested a number of options, for the way forward. This has raised the profile of South Bristol and the need for a strategy for regeneration. In addition, the report has helped to provide a focus for a variety of voluntary and community groups concerned about this part of the city.



### ***“Forward to a Brighter Future”***

13.1.13 There is good reason to be optimistic about the future of South Bristol. After years of fighting problems of rising unemployment, accessibility and low expectations, it is surely now time to build on a number of public, private and community initiatives which together could bring major improvements for people in the area. Examples are:–

- (i) The emerging development proposals for Hengrove Park and the Wills Factory which include proposed employment, retail and leisure uses, provide a potentially strong foundation for the economic regeneration of the area, as well as including substantial leisure and environmental benefits. This is augmented by other existing and future initiatives such as the Gatehouse Centre, the South Bristol Learning Network and the Hartcliffe Community Campus project.
- (ii) The high priority accorded to South Bristol in terms of transport studies, including options for the Ring Road and Rapid Transit, which should be the means to end uncertainty and promote real improvements in accessibility and transport for all sectors of the community. Studies to examine these options have been commissioned.
- (iii) The growing recognition of the value of South Bristol’s open spaces, such as Dundry Slopes, Avon Valley and Hengrove Park, and the important role that could be played by the Community Forest project (Forest of Avon) to enhance their potential for the benefit of South Bristol and the city as a whole.

13.1.14 By taking advantage of these opportunities, through a working partnership of public, private and community sectors and local people, South Bristol can certainly look forward positively to a brighter future.

## **13.2 OBJECTIVES**

*13.2.1 To provide a stable foundation for sustainable economic development in South Bristol.*

*13.2.2 To promote and support a range of employment opportunities including those opportunities which have positive economic and social benefits for South Bristol.*

*13.2.3 To identify and promote suitable sites which are realistically capable of being developed for employment uses.*

*13.2.4 To support and promote improvements to existing areas of employment, particularly South Bristol’s trading estates.*

*13.2.5 To seek to increase opportunities for local people to find appropriate employment by promoting and supporting initiatives for employment training and for the provision of childcare facilities.*

*13.2.6 To improve accessibility between South Bristol and the remainder of the city, by promoting an integrated transport system which provides greater choice for all.*

*13.2.7 To promote effective and affordable public transport links between South Bristol and the rest of the city.*

*13.2.8 To protect, improve and promote important areas of open space, the built environment and sites of significant landscape, archaeological and nature conservation value.*

*13.2.9 To support, promote and enhance local centres.*

*13.2.10 To promote the establishment of an improved range of leisure facilities in South Bristol, both for local use and to attract people from the remainder of the city.*

*13.2.11 To promote and establish pedestrian and cycle linkages between sites of activity, open spaces and the places where people live and work.*

### 13.3 REGENERATION PROPOSALS

13.3.1 There are good opportunities in South Bristol with attractive, well located sites, well able to take advantage of likely improved accessibility in the near future and located close to a large local workforce.

#### *A new Focus for Regeneration in South Bristol*

13.3.2 This Plan promotes those opportunities which will have a substantial positive impact on South Bristol in both employment terms and in enriching vitality, activity and interest – important elements in improving the quality of life for people in South Bristol. However, to be successful such an approach needs to be focused, and not dissipated throughout this large area. The diminishing role of Bedminster as the major focus of activity in South Bristol, as explained in Section 13.1.7, leads to an important question: should there be a new additional focus for South Bristol?

13.3.3 Realistically, there is only one location for such a focus of activity – the area around the Wills Factory and Hengrove Park. Fortunately, this area possesses several major advantages:-

- (i) **Development Opportunities:** the former Wills Factory site and Hengrove Park both offer unique opportunities for a variety of employment and leisure activities, which could attract other businesses to the area. Within Hengrove Park and the nearby Filwood Playing Fields there is potential for between 10–12 hectares of new employment development. Within the former Wills Factory Site outline planning permission exists for non-food retail together with leisure use.
- (ii) **Accessibility:** Both sites are located on the current route of the Avon Ring Road so could be easily accessed without the need to use residential roads. Both sites could be well served by public transport. The bus route between Hartcliffe and the city centre is already one of the best used in the city, whilst Hengrove Way and Hartcliffe Way would appear to offer considerable potential for use by any future rapid transit system. In addition, the area lies on the proposed route of the Malago Greenway and other future strategic cycle routes. However, it is vital that pedestrian links between the sites and the adjacent residential areas are substantially improved.
- (iii) **Location:** Whilst the area is situated between the two most disadvantaged areas in South Bristol – Hartcliffe and Withywood to the south and Filwood to the north – there is also considerable potential. Nearby is Hawkfield Business Park (the best business park in South Bristol); the proposed South Bristol Hospital site; Cater Road industrial estate and Hartcliffe School (the Hartcliffe Community Campus project).

**SB1 (I) Hengrove Park and the former Wills Factory, Hartcliffe, are proposed as priority regeneration areas within south Bristol. Subject to other policies in the Plan, employment and leisure developments will be permitted, including non-food retail at the former Wills Factory, and they will be expected to provide pedestrian routes within the development sites, linking with routes serving neighbouring residential areas.**

**(II) Development of employment, non-food retail and leisure uses outside the priority regeneration areas will be permitted subject to other policies of the Plan and where:-**

- (i) There is no unacceptable harm to the viability of proposals within the regeneration areas.**
- (ii) It does not involve uses resulting in major pedestrian/vehicle generation, which would detract from the focus of activity.**
- (iii) No viable site is available within the focus of activity.**

Implementation: Through development proposals, by partnership with the private sector and through negotiation in the development control process.

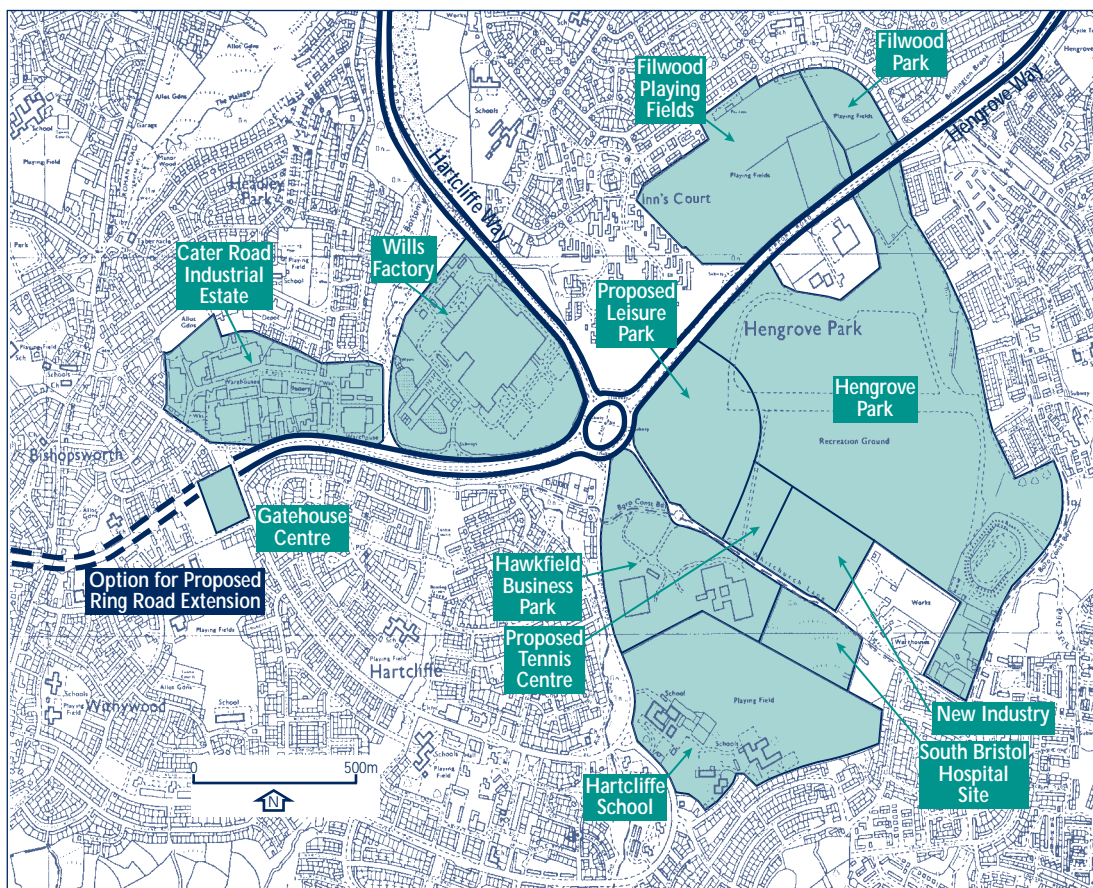


Figure 13.2: New Focus for South Bristol

### ***Major Regeneration Sites***

- 13.3.4 This Plan recognises the importance of increasing employment opportunities in South Bristol; particularly in the light of competition with other areas which are perceived as offering greater advantages. Sites are identified which are suitable for employment opportunities, and which are realistically able to be developed.
- 13.3.5 Given the need to protect and enhance important areas of open space, including the Green Belt, the city council feels it is appropriate to identify one new site for potential development within part of one of the lesser quality open spaces – Filwood Playing Fields on the north side of Hengrove Way.
- 13.3.6 The Local Plan identifies four 'Major Regeneration Sites' in South Bristol with potential not only for economic regeneration but also considerable leisure and environmental benefits. The first three sites listed below are within the proposed new focus of activity (the priority areas) for South Bristol:–

MAJOR REGENERATION SITE	TOTAL SITE AREA	POTENTIAL EMPLOYMENT DEVELOPMENT
Wills Factory, Hartcliffe	56 acres (22.7 ha)	Unknown at present
Hengrove Park	225 acres (91 ha)	15 acres (6 ha)
Filwood Playing Fields	40 acres (16 ha)	15 acres (6.4 ha)
Callington Road	50 acres (20.2 ha)	up to 12 acres max. (5 ha)



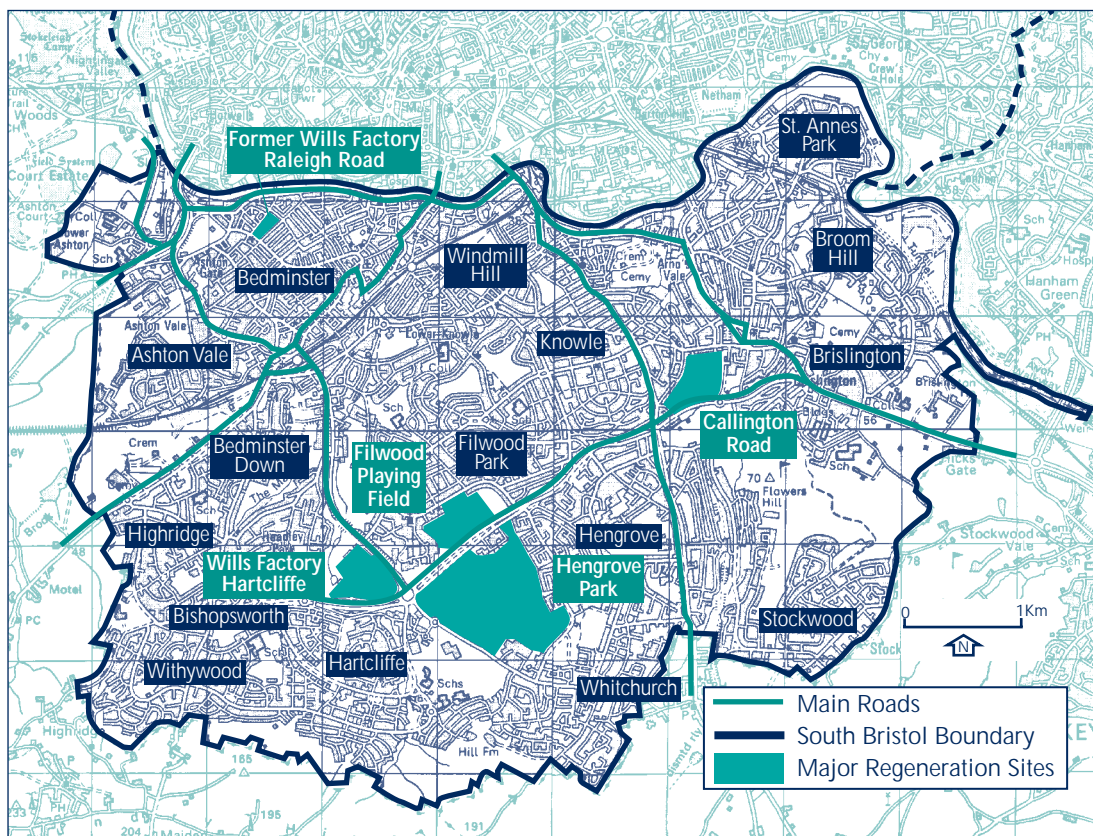


Figure 13.3: Major Regeneration Sites in South Bristol

In each case, a mixture of uses will be appropriate; the objectives and range of uses for each site are set out below.

### ***Hengrove Park***

- 13.3.7 The site provides opportunities for a range of uses, focused mainly on leisure. Construction of a commercial leisure park, a multi-screen cinema, bingo, ten-pin bowling, hotel and restaurants began at the start of 1997. Also proposed is up to 15 acres (6 ha) of potential industrial land. The city council will use the capital receipt from the development to enhance the remaining 185 acres (74.9 ha) of Hengrove Park in terms of appearance and variety of sport and leisure activities, along with pedestrian and cycle links with the adjacent residential areas. The intention is to create an attractive, high quality, multi-use open space which will be a unique asset to the people of South Bristol.

### ***Wills Factory***

- 13.3.8 The Hanson Group has announced its initial proposals for the redevelopment of this large site which will involve the demolition of the factory. It is vital that every opportunity is taken to ensure that the site fulfils its immense potential in forming an important basis for the regeneration of South Bristol.
- 13.3.9 The site offers immense potential as a foundation for a new focus of activity along with Hengrove Park as referred to above in Section 13.3.3. A range of uses – industry, retail, leisure and offices – could bring substantial benefits to the people of South Bristol. However, it is vital that the proposals, particularly for shopping and leisure, complement those facilities which already exist or which are proposed for other sites. An outline planning permission has been approved for a retail and leisure scheme. Phasing of development will need to demonstrate that it forms part of an integrated scheme for the whole site.

### ***Filwood Playing Fields (South Bristol Business Park)***

- 13.3.10 This site lies on the north side of Hengrove Way opposite Hengrove Park and offers potential for new employment and residential development which could then fund improvements to the quality of the remaining open space. The city council produced a development strategy for the site in 1995 as supplementary guidance. This enhances the existing playing fields for the local community, identifies employment opportunities adjacent to, and with access from Hengrove Way, whilst protecting the nature conservation interest of the former hangar site, and provides residential opportunities for new development adjacent to and linking with the Inns Court Estate. Outline planning permission for the business park has been granted subject to a planning agreement.

### ***Callington Road***

- 13.3.11 The major regeneration site excludes the existing allotment site. Part of the allotment site was declared surplus in the early 1980s and it was always intended that this should be developed for employment, which would then fund much needed improvements to the allotments and the rest of the site. The site has remained unused since and has become valued for its nature conservation and landscape interests, resulting in potential conflicts. The major regeneration site will allow industry and offices to come forward within a comprehensive package to protect valuable open space, nature conservation interests and prominent landscape interests. The level of development within the SW part of the site will be balanced with Policies NE1 (Open Space) and NE6 (Wildlife Network), whilst in the central part of the site account will also have to be taken of its prominent slopes (*Policy NE2*) and the nature conservation interest (*Policy NE5 Site of Nature Conservation Interest*).

### **SB2 Major regeneration sites are proposed as defined on the Proposals Map, at:**

- (i) Hengrove Park (open space, sport and leisure, industry and warehousing)**
- (ii) Former Wills Factory, Hartcliffe (industrial, office, non-food retail and leisure)**
- (iii) Filwood Playing Fields (open space, industry and warehousing, residential)**
- (iv) Callington Road (open space, industry and warehousing, offices)**

Implementation: (i) Wills Factory at Hartcliffe through the development control process.

(ii) Hengrove Park: in partnership with the private sector.

(iii) Callington Road; Filwood Playing Fields: in partnership with the private sector following the preparation of development strategies for public consultation.

### ***Promotion and Development of Existing Employment Areas***

- 13.3.12 In addition to the major new development sites referred to above, it is important not to forget the role played by existing areas of employment. Some of the suburban trading estates no longer meet modern requirements, and require improvements to parking, servicing and the environment. However, even here, there are opportunities to bring forward development on individual sites in the short term and to promote beneficial changes within the estates themselves.
- 13.3.13 This Plan identifies protection of, and proposed new employment development on individual sites which are located within or adjacent to existing employment areas (*see Chapter 6: Economy*):–
- (i) Bonville Road, Brislington Industrial Estate

- (ii) Cala Industrial Estate, Ashton Vale
  - (iii) Cater Road Industrial Estate, Bishopsworth
  - (iv) Hengrove Park Estate, Hengrove Way (south side)
  - (v) Novers Hill/Parson Street, Bedminster
  - (vi) Sheene Road/Malago Road, Bedminster
  - (vii) South Liberty Lane, Ashton
  - (viii) Vale Lane, Bedminster
- 13.3.14 The city council has limited landlord control in parts of the estates, and intends to co-operate with the private sector to bring about improvements. One possibility might be for interested parties to form management bodies which would prepare marketing and development strategies for each estate.
- 13.3.15 The development of small business units can be an effective if small scale way of providing employment opportunities within the areas where people live. This is particularly important in areas like Hartcliffe and Withywood, where there are few opportunities close to residential areas.

## 13.4 PEOPLE AND LOCAL COMMUNITIES

- 13.4.1 There is a strong and vibrant community in South Bristol, a traditional community where people have grown up, gone to school, gone into work and continue to live in the area. Even in the 'newer' areas like Hartcliffe and Withywood, built 30–40 years ago, there is a strong community interest. This is an extremely valuable resource which needs to be nurtured and developed to its full potential. However, people living in parts of South Bristol have suffered because of the problems of accessibility and a negative perception held by those living outside the area. South Bristol is essential to the future of the whole city and where investment initiatives to benefit local people will be well justified. Many of the investments needed are concerned with community facilities, with access to information and other initiatives that can enable people to participate in the opportunities of work, leisure, education etc, to their full advantage.
- 13.4.2 There has been significant financial investment in South Bristol over the last few years. This has come from a number of sources including the city council's bids for funding under the former Urban Programme and from the city council itself. However, some of this investment has, by its opportunistic nature, been disjointed and linkages between the initiatives have not been entirely successful. The city council has an essential role, working with other key players, including local businesses, WESTEC and the voluntary sector, to identify what local people want and to work towards achieving them. Although unsuccessful, the 1992 City Challenge bid established a basis for better joint understanding which will provide a beneficial foundation for future joint action. This has resulted in three successful bids for funding under the Single Regeneration Budget.
- 13.4.3 It is for local people to work together to say how they would wish things to be invested in South Bristol. However, in this Chapter a number of issues are discussed and approaches and proposals are made. These are considered to be the main areas for action in the short term; the Major Regeneration sites are proposed to provide the focus for social and economic regeneration in South Bristol.

### ***Employment Training***

- 13.4.4 In common with some other areas in the city, people in parts of South Bristol lack the necessary skills to find suitable employment easily, or perhaps possess skills which are no longer required. This has a double effect. Without a local skilled labour market, there is less incentive for firms to



locate here. Equally, the lack of relevant skills makes it harder for individuals to be successful at competing for scarce employment opportunities.

13.4.5 In recent years, successful bids for Government funding have been very encouraging; Hartcliffe Withywood Ventures, who have contributed much sterling work in this part of the city, attracted £500,000 from Central Government to help build the Gatehouse Enterprise Centre. Avon TEC (now WESTEC) was also successful in securing £750,000 through TEC Challenge towards the 'South Bristol Learning Network', a cable based public access learning network with exciting potential in partnership with many other community and education groups.

13.4.6 The city council is fully supporting these initiatives, as well as participating in the development of a Regeneration Strategy for South Bristol in association with VOSCUR (Voluntary Organisations Standing Conference on Urban Regeneration).

### ***Childcare***

13.4.7 The lack of childcare, and/or the inability to afford the cost of such care, is a major barrier to employment, as well as to education, training and the pursuit of leisure activities. Whilst the city council will encourage employers to provide childcare facilities as part of new developments it is probably unrealistic to expect major improvements from this direction in the short to medium term, except in the case of very large development proposals.

13.4.8 An approach which seeks to establish childcare networks in the local communities would seem to offer greater potential for success. There are several reasons for this. First, locating such facilities within the local communities themselves is generally thought to possess advantages of convenience and the greater likelihood of modest cost. In addition, such facilities could, after suitable training, offer local people opportunities for new employment.

13.4.9 It is hoped that employers might be more easily encouraged to support these types of initiatives rather than the more difficult task of providing such facilities directly themselves, particularly where new developments are of modest scale. Certainly, in this way, there would seem to be much more scope for involving existing firms rather than just those which are locating in the area.

13.4.10 In order to pursue this objective, the conversion of existing premises for childcare use must be afforded considerable importance. Land use policies will make allowances for this type of use by, for example, permitting changes of use from residential accommodation. Childcare is regarded as a Community Service – see Policies CS11 and H1.

## **13.5 ACCESSIBILITY AND TRANSPORT**

13.5.1 Lack of accessibility is perceived as one of South Bristol's key problems. This is especially so when the area is compared to the North Bristol fringe, with its motorway links to the rest of the country. Along with the lack of a skilled workforce, and the area's poor image, this does little to attract firms to South Bristol. In the peripheral estates, car ownership levels are lower than average, and there is little to encourage journeys out of the area to employment.

13.5.2 This Plan contains a number of policies which recognise and reflect these problems and needs, and seeks to increase genuine choice by encouraging and supporting alternative means of transport rather than just the private car. Chapter 5: Movement, recognises the need to promote public transport generally within the city.

13.5.3 Policy M20 lists proposed improvements to the primary road network:–

- (i) A4 Bath Road/Callington Road link
- (ii) A4 Bath Road (West Town Lane-Keynsham By-pass)
- (iii) Ring Road (A4–A370 Long Ashton By-pass)

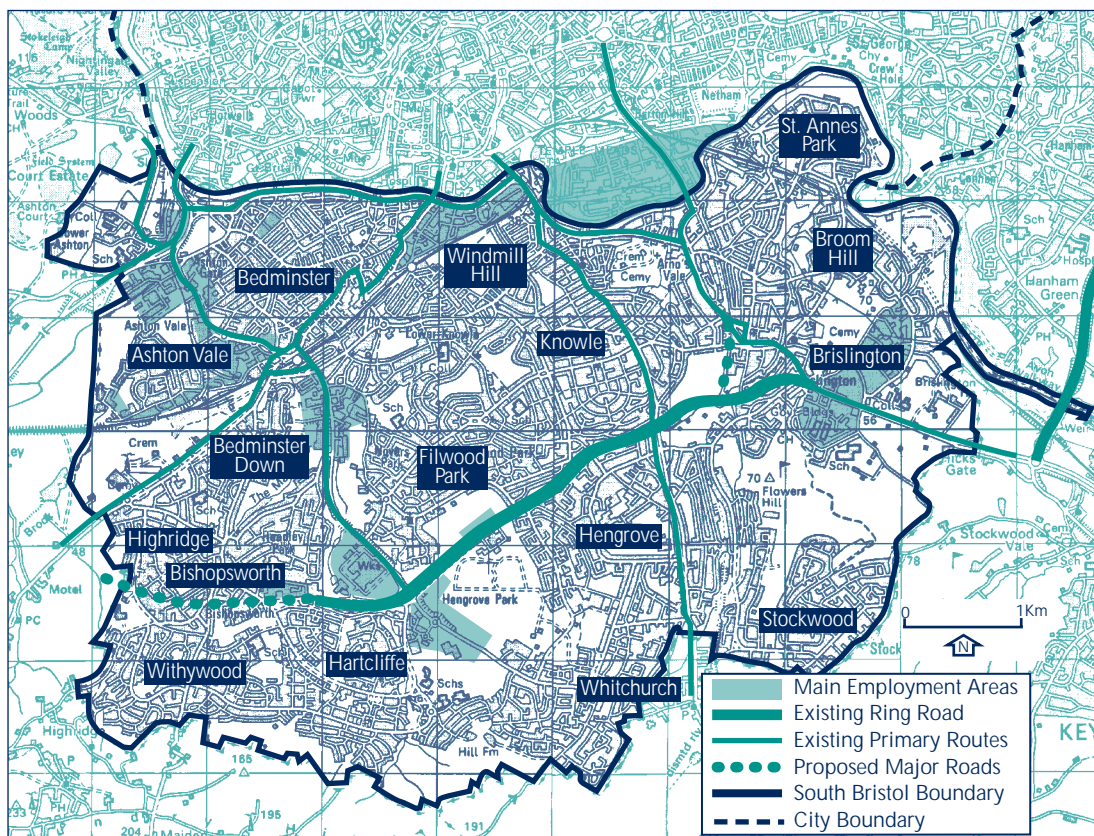


Figure 13.4: Transport Routes in South Bristol

### ***The Avon Ring Road in South Bristol***

13.5.4 The proposals for the Ring Road, currently being constructed to the east of the city offer a valuable opportunity to improve the accessibility of South Bristol which can hardly be over-emphasised. The works under construction will provide an additional river crossing south-east of the city, but will not connect with the motorway network until the completion of Stage 2. A new junction on the M4 motorway with a link to the Avon Ring Road is expected to be constructed by the turn of the century.

13.5.5 The main purpose of extending and improving the South Bristol section of the Ring Road would be to enable traffic to bypass the central part of the city. However, the urgent need for South Bristol is better access, especially to the areas and sites which offer employment and leisure opportunities. A good link with the M5 at Avonmouth is essential to prevent the Ring Road being viewed as a long 'cul-de-sac' from the M4. From this point of view, and by improving access to a number of existing employment areas, the improvement of the route along Hartcliffe Way and Winterstoke Road would also appear to offer considerable benefits.

13.5.6 Further consideration will need to be given to the employment and environmental benefits of the schemes listed in paragraph 13.5.3. In particular the future role of the Hartcliffe Way/Winterstoke Road route and the potential impact on the A4 Bath Road between the Callington Road link and St Philips Causeway will need to be examined. A study to address these issues will be completed in the summer of 1997.

### ***Public Transport***

13.5.7 Even with improved road access, it is highly unlikely that all of South Bristol's employment needs will be met within easy reach of people's homes. Therefore, there will be the need to provide for journeys both within and outside the area. Given lower than average rates of car ownership, it is

absolutely essential that enhanced public transport facilities are available. This also applies equally to leisure and community needs as well, and is particularly relevant in trying to end the perception of isolation felt by many. It is important that this caters for movement east to west as well as between north, the centre and south.

- 13.5.8 The Transport Plan for the Avon Area (1993–2013) outlines a number of measures to improve public transport. In the short to medium term, the Plan refers to Park and Ride sites at the A4 Bath Road (now operating), and on the A370 at Ashton Vale (to be opened in 1997). Proposals for a rapid transit facility serving South Bristol are under active consideration. The city council will continue to facilitate public transport priority schemes, such as bus lanes.

# BRISTOL LOCAL PLAN INDEX

## ***Using the Index***

This index is intended to assist the reader to find, and cross-refer to, topics in the Written Statement. It is not a substitute for reading the Plan. Please refer to paragraph 1.5 in Chapter 1 “*How to use this Plan*” for further guidance.

Principally, this index lists by topic the key policies in the Plan. It refers also to related schedules, appendices and paragraphs. Policy Advice Notes (PANs), which constitute supplementary planning guidance, are also included. These are listed below.

To explain how this index should be used, the following examples are provided:

### **Example 1**

*Archaeology B22, Appendix to B22, NE10, PAN 4*

shows a reference (1) to archaeology in the Built Environment chapter under Policy B22; (2) which also has an appendix to Policy B22 at the end of the chapter; (3) in the Natural Environment chapter under Policy NE10; and (4) in Policy Advice Note 4: “Archaeology and Development.”

### **Example 2**

*Sites of Nature Conservation Interest paragraph 3.4.34, NE5, Schedule to NE5, NE6*

shows a reference (1) to Sites of Nature Conservation Interest in the Natural Environment chapter at paragraph 3.4.34; (2) under Policy NE5; (3) in an associated Schedule to Policy NE5 at the end of the chapter; and (4) under Policy NE6.

Where a policy reference is given, users should read all of the associated preceding paragraphs as well as the policy (known as the ‘Reasoned Justification’).

## ***References to Policy***

Policy numbers are preceded by letters which identify the relevant chapter as follows:

- ME – Management of the Environment (Chapter 2)
- NE – Natural Environment (Chapter 3)
- B – Built Environment (Chapter 4)
- M – Movement (Chapter 5)
- EC – Economy (Chapter 6)
- S – Shopping (Chapter 7)
- H – Housing (Chapter 8)
- CS – Community Services (Chapter 9)
- L – Leisure (Chapter 10)
- CC – City Centre (Chapter 11)
- A – Avonmouth (Chapter 12)
- SB – South Bristol (Chapter 13)

## ***Policy Advice Notes***

Policy Advice Notes available, or in production, comprise:-

- PAN 1 Residential Guidelines (1993)
- PAN 2 Conservation Area Enhancement Statements (1993)
- PAN 4 Archaeology and Development (1994)
- PAN 5 A Householder's Guide to Extending and Improving Your Home (Consultation Draft 1995)
- PAN 6 Off-Street Residential Parking in Conservation Areas (1995)
- PAN 7 Conservation Policies (1989)
- PAN 8 Shopfront Guidelines (1997)
- PAN 9 Public Art and Development (Consultation Draft 1996)
- PAN 10 Food and Drink Uses (1990) [to be superseded by PAN 17]
- PAN 11 Creating an Accessible Environment (1996)
- PAN 12 Affordable Housing (early 1999)
- PAN 14 Safety and Security (1997)
- PAN 15 Responding to Local Character – a Design Guide (1998)
- PAN 16 Energy Efficiency in Buildings (1998)
- PAN 17 Diversity in Shopping Centres (early 1999)

Notes: (1) PAN 3 has been incorporated into PAN 8

(2) PAN 13 is not available

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	Scheduled Ancient Monuments	B22, Appendix to B22, PAN 4
	School buildings	CS5, CS6
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	Secondary Shopping Frontages	S6, Schedule to S6, CC8, PAN 17
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	Shopping policies	S1–S12, PAN 10, PAN 17
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	Sites of Nature Conservation Interest	paragraph 3.4.34, NE5, Schedule to NE5, NE6
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	Small businesses (protection and promotion)	EC6, paragraph 12.3.6
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	Special Protection Areas (Potential/Candidate)	NE5
	Sports grounds	NE1, L1
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	Strategic context of Local Plan	paragraph 1.2
	Street markets	S11, S12
	Streets and open spaces (design)	B15, PAN 15
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<b>T</b>	Taxi hire uses	S5, S6, Schedule to S5/S6, PAN 17
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	Traffic calming	M1, M17
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	Training (employment proposals)	paragraph 6.4.9, paragraph 13.4.4
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	Transport (development control criteria)	M1
	Transport improvements (funding)	M1
	Travelling showground people	H13
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<b>U</b>	University of Bristol	CS7, CC4
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	Upper floors	B10, H8
<b>V</b>	Vacant sites	ME12
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<b>W</b>	Walkways	M12, M16, L3, CC7
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	Water-based leisure facilities	L5, CC9
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	West Street/Old Market	CC1
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	Wildlife habitats (management)	paragraph 3.4.34, NE5, NE6
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<b>Y</b>	Youth Centres	CS3